

# **RIGHTS AND DUTY OF CARE**

## **A Queensland Perspective**

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### **1. Introduction**

#### **HEALTHY REGIONAL ARRANGEMENTS**

The Commonwealth Government's major Natural Resource Management (NRM) Programs on the National Action Plan for Salinity and Water Quality (NAP) and the Natural Heritage Trust 2 (NHT2) are founded on a regional community-based approach to planning and program delivery. This approach is consistent with the concept of building 'healthy regional arrangements' for planning for sustainability and effective service delivery in our regions. It is also consistent with Queensland's emerging 'community engagement' agenda. While community engagement is a fundamental component of NRM planning and implementation, the major driving force for the establishment of regional bodies is a Commonwealth agenda backed up by major grants programs to facilitate the process.

This approach relies on the devolution of responsibility to regional bodies for planning for regional NRM outcomes and associated program implementation. Under NAP/NHT2, the Commonwealth's agenda is to establish regional bodies that are community based with functional responsibilities for regional NRM planning and a funding capacity to implement planning outcomes.

This approach could be seen as the wider community's contribution to achieving sustainable NRM outcomes and the Commonwealth and State Governments delivering on their "Duty of Care".

The first of these major programs, NAP, involves an investment by the two Governments of some \$162 million in Queensland and is expected to result in the development of investment strategies to begin remediation of water quality and salinity issues in the four investment regions. These regions are the Burdekin/Fitzroy, Queensland's portion of the Murray Darling Basin, Burnett/Mary and the Brisbane/Lockyer regions.

In addition Queensland is investing some \$21.6 million per annum on water planning, monitoring and reporting to provide the framework for the allocation and management of the State's water resources and thereby provide greater certainty for water users as well as to help protect the ecosystems dependent on the river systems and groundwater.

There is obviously a high profile and a deal of controversy associated with many natural resource management issues, including the related issues of property rights and compensation. It is proposed that there is a way to minimise conflict by addressing the issues in a regional context and perhaps deal with them as part of the investment strategies developed as part of an accredited NRM plan. Through community based NRM, and with sound independent advice, it is envisaged that sustainable NRM strategies, with high levels of community support and ownership may be developed.

The processes being developed include the improved involvement of all stakeholders and independent scrutiny and reporting of the process of water assessment and allocation, which, through greater transparency, can avoid some of the more contentious aspects associated with resource allocation and management. Loss of environmental flow is but one of many potentially adverse impacts on the river system and a comprehensive plan dealing with the multitude of causes of natural resource degradation is required. The Burdekin Dry Tropics Case Study will describe a methodology available to all jurisdictions and which has the potential to bridge the gap between natural resources users, managers and the broader community.

There are a number of underlying implications for Queensland associated with the evolution of new (or modification of existing) bodies in regions to fulfill the above role. Key implications include:

- The degree to which the Government would wish to devolve NRM planning and implementation to regional bodies.
- The degree to which other key regional stakeholders feel engaged in the development and operation of these bodies (e.g., local government, industry, etc.).
- The relationship between the new regional bodies and existing NRM planning bodies.
- The extent to which the new regional NRM plans prepared by the regional bodies integrate with existing regional planning activities.
- How Government agencies will support and resource the activities of the new regional bodies.
- The extent to which regional bodies should influence budgetary and operational decision-making by government agencies involved in NRM.

To be a 'partner' with the Commonwealth in the NAP/NHT2 programs, Queensland is obliged to establish the Commonwealth's proposed regional bodies. **The threshold consideration is whether the overall arrangements instigated through NAP/NHT2 programs should endure beyond the life of those programs.** This issue is contingent on the Government's long term commitment to a system of devolved community-based regional NRM planning and program delivery and the nature of the arrangements considered appropriate to this approach.

This community-based approach to NRM planning is not without its risks, particularly in ensuring regional bodies have the capacity to administer significant funding and to develop and implement strategies that will deliver sustainable NRM outcomes. There is

a question as to the ability of the new bodies to achieve the required level of integration with co-existing regional planning activities (particularly those delivered through regulatory systems such as Integrated Planning Act (IPA) planning schemes); to deliver acceptable levels of accountability for the use of public funds; and to be cost-effective compared to other NRM/community partnership models. This is notwithstanding the fact that healthy regional arrangements place mutual obligations on the regional bodies, local and State government alike. There is also a question of what degree of Commonwealth influence on State-based NRM planning processes is acceptable in the long term.

Nevertheless, through NAP/NHT2 the Queensland Government is committed to establish a set of regional, community-based NRM arrangements at least for the life of those programs that effectively empowers regional communities to plan for and implement NRM outcomes. Consequently, this approach can be considered to be an essential but exploratory step towards stronger engagement with regional communities towards effective natural resource management. Close monitoring of the success or otherwise of this approach will be required.

New resources applied to these arrangements, particularly the new community-based NRM bodies would serve as a catalyst for change and would accelerate the implementation of NAP and NHT2. In the absence of new resources, prioritisation of effort will need to be undertaken.

This paper assumes that it is the intention of the Queensland Government that the design and operation of new regional planning arrangements will apply in the long term and across the whole of Queensland. That is, that NAP/NHT2 style arrangements or some longer-term alternative will persist if and when Commonwealth-sourced funds cease. In this regard, it is likely that Queensland's regions will seek long-term continuity in planning arrangements beyond NAP and NHT2.

## What are Queensland's regional NRM arrangements?

In Queensland, there are several current regional planning activities relating to natural resources that make up the regional planning arrangements or system. These include:

- Regional NRM strategies promoted by NR&M to foster integrated natural resource management planning.
- Integrated regional planning frameworks developed by RPACs (Regional Planning Advisory Committees), for example, Regional Frameworks for Growth Management, which are aim to integrate a range of economic, social, environmental and NRM matters into regional strategies to manage development, including changes in land use.
- Statutory plans under key statutes, including:
  - Regional Coastal Management plans under the *Coastal Protection and Management Act 1995*
  - Water Resource Planning (water allocation and management) under the *Water Act 2000*

- Regional Vegetation Management Plans under the *Vegetation Management Act 1999*
- A range of single-purpose and/or single-region plans, including regional nature conservation strategies, regional water quality management strategies, regional landscape strategies and Integrated Regional Transport Plans (IRTPs), the State Infrastructure Plan and the Murray Darling Basin Plan.

**Regional planning characteristics summarised**

	NRM strategies	RPAC plans	Regional vegetation plans	Water resource plans	Regional coastal management plans	NAP plans
<b>Scope (in terms of NRM issues):</b>	All NRM issues	Most include NRM issues that are considered a priority within the region	Vegetation management (also re land degradation)	Water allocation (includes groundwater and overland flow water)	NRM issues within the coastal zone which includes land from top of coastal catchments to coastal waters	All NRM issues
<b>Scope (in terms of agencies involved)</b>	NR&M	Whole of government	NR&M and EPA	NR&M	Whole of government	Across Agencies involved in NRM
<b>Scope (in terms of community involved)</b>	Plan development	Plan development	Plan development	Plan development	Plan development	Plan development and implementation
<b>Coverage:</b>	Whole State, 13 regions	39% of State; 8 RPACs	Whole State, 20	Selected catchments	Will be whole Qld coast, 11 regions (can include catchments)	4 regions
<b>Boundaries align with:</b>	Catchments	LGAs (but not fixed in legislation)	Bioregions (some subdivided)	Catchments	North/south boundaries = LGAs; Landward boundaries = coastal zone	Catchments but excludes estuaries
<b>Contain quantitative targets?</b>	×	Some	✓ E.g. clearing levels/limits	✓ E.g. water allocation security objectives and environmental flow objectives	×	✓ E.g. water quality
<b>Statutory basis for plans?</b>	×	×	✓ (State codes under IPA)	✓ (Subordinate legislation)	✓ Statutory instrument under Coastal Act, also has effect of State Planning Policy for Integrated Planning Act	×
<b>Statutory basis for consultative groups</b>	×	✓ RPACs	✓ Regional Vegetation Management Committee	× Community Reference Panels	✓ Regional Consultative Groups	×
<b>Statutory links</b>	×	×	×	✓ Under Water Act, water resource plans must take into account strategies/plans for coastal zone (includes regional coastal plans)	✓ Under State Coastal Plan, regional coastal plans must have regard to NRM strategies, RPAC plans and veg management plans  ✓ Under IPA, regional coastal plans are relevant for local government planning schemes and development assessment	×
<b>Commonwealth government involvement?</b>	×	✓	×	×	✓ To date = GBRMPA (where adjacent to GBRMP) × For other regions	✓
<b>Endorsement by:</b>	LCMC	Minister → Cabinet	Minister	Governor In Council	Cabinet → Governor In Council	Joint Cth/State Ministers
<b>Status:</b>	3 endorsed	6 completed (1 under review); 2 well-advanced	All in prep. (Due mid-02 thru to end 03)	4 completed; 6 drafted; 6 in prep.	4 in prep. (Aim for 2003)	Not commenced

**Legend:**

GBRMPA – Great Barrier Reef Marine Park Authority  
 IPA – *Integrated Planning Act 1997*  
 RPAC – Regional Planning Advisory Committee

LCMC – Landcare and Catchment Management Council  
 LGA – Local Government Area

The advent of the NAPSWQ and NHT2 means there is an **opportunity** for Government to improve the sustainability and efficiencies of regional planning for NRM.

**Box 1 contains characteristics of NRM bodies and plans under NAP/NHT2.**

**Box 1: Characteristics of Regional NRM bodies and plans**

**Regional NRM bodies:**

- *Must have 'a suitable level of authority' to develop and implement NRM plans (Intergovernmental Agreement).*
- *Must (at least) be incorporated, as they are accountable for funds and for meeting targets.*
- *Must have majority community membership and must include local government (but not necessarily State or Commonwealth government). Membership must 'balance production and conservation interests'. The Regional NRM bodies are required to seek 'effective participation by all relevant stakeholders, including indigenous interests'.*
- *Must have the abilities and arrangements to work effectively and accountably (see range of detailed criteria in the IGA).*

**Regional NRM plans:**

- *Are to be accredited jointly by Commonwealth and State, following agreed criteria.*
- *Must cover all NRM issues (but NAP funds will only be provided for actions that address salinity and water quality objectives; NHT2 funds likewise will be provided for specific priority areas or themes).*
- *Must have targets that are in line with national targets (although only 'matters for targets', not actual targets, are being set at the national level, for salinity, water quality and biodiversity – see 'framework' paper); national and State priorities are also to be set under NHT2.*
- *Must be based on 'good' science (data and models).*
- *Must demonstrate consistency with existing plans, targets.*
- *Must include and document economic and social assessment of impacts and tradeoffs.*
- *Must include caps on water extraction or identify process to achieve it.*

## 2. The NAP/NHT2 approach and its implications

The basis of the NAP and NHT2 is that block funding is provided directly to community-based regional NRM bodies on the basis of accredited plans and investment strategies.

The design and operation of regional NRM bodies and plans under the NAP have been **largely determined** through the development of the Intergovernment Agreement (IGA) on the NAP, the bilateral agreement between Queensland and the Commonwealth.

The text in Box 2 summarises the basic characteristics of regional NRM bodies and regional NRM plans. It is assumed that these characteristics will, in the main, apply to any future regional NRM body established throughout the State.

The NAP/NHT2 approach adds some distinctive features to the regional planning regime that have significant implications for Government if adopted for all NRM planning. These include:

- **A clear acknowledgement that many NRM issues are most effectively managed with a regional perspective (as distinct from local or State perspectives).** Appropriate mechanisms and support are required to make regional arrangements sustainable and effective in the long term.
- **A high degree of community-based regional self-determination** on outcomes, priorities and choice of on ground actions. While State and Commonwealth governments will accredit plans and set the framework for targets, their involvement is much more 'at arm's length'. This provides some challenges for State and Commonwealth governments to ensure that State and national interests are adequately considered in the regional planning process.
- **Coverage and integration of all NRM issues.** Plans are to cover the full range of NRM issues. This means a move away for both communities and government agencies from a compartmentalized focus on single issues (such as water, pest management, vegetation) to a holistic approach (although this is not entirely new to Queensland as the existing Regional NRM Strategies also took this approach).
- **A more rigorous plan-making process, through the emphasis on a scientific basis and the strong focus on social and economic evaluation.** This raises demands for integrated information and tools to implement this approach. As one key provider of such information, State Government needs to improve information sharing between its agencies and with regional NRM bodies.
- **The introduction of targets.** The new focus on measurable targets to drive planning and funding is new and will be difficult. The State Government needs to be clear on what, if any; **targets at a State level** are required (i.e. are there minima or acceptable ranges that regional groups must meet?). It also means a move **away from prescription of processes to an outcomes focus'** and an acceptance that processes, structures and mechanisms need to be flexible.
- **Delivery through funded actions.** Funds are provided directly to the regional NRM bodies to implement plans, thus reducing reliance on statutory instruments and 'in kind' support from State agencies. Funding orientation moves away from unconnected project-specific funding to a 'landscape' approach in which funding will be directed to the highest priorities and most cost-effective projects.
- **More formal approaches to community/government partnerships,** through partnership agreements and accredited regional plans, and a two-way interaction between regional priorities and State priorities.
- **Direct Commonwealth involvement.** There will now be direct Commonwealth involvement in the planning and prioritizing of NRM outcomes through these mechanisms.
- A focus on the need to **develop regional resources, leadership and skills** in order to plan and manage natural resources, both in regional bodies and in State agencies.

- A new focus on **monitoring, evaluation and review** (as an integral part of an effective planning cycle)
- **Accountability of regional NRM bodies**, both for investments and for achieving NRM outcomes.

**To develop effective, efficient and coordinated regional arrangements that are sustainable and robust in the long term we must:**

- Allow a flexible, regionally-specific approach that builds on the strengths of existing community structures and regional planning initiatives.
- Coordinate or integrate planning and management across all NRM issues. Such arrangements would reflect the connectivity between all natural resources, biodiversity, social, economic and production issues; and promote efficiency. NRM arrangements should reduce duplication and build synergies.
- Build strong partnerships between all stakeholders – both government and non-government.
- Build the capacity within regions to plan, negotiate, broker investment and resolve conflicts.
- Enhance mechanisms for implementing plans.
- Make better use of mechanisms established under the Integrated Planning Act 1997, including planning schemes and regional planning frameworks developed by RPACs.
- Strengthen all components of the planning cycle (i.e. planning, implementing, monitoring, evaluation and review, amendment of plan).
- Improve information management and sharing at the regional scale, and
- Improve horizontal integration and coordination of NRM issues and decisions across government.

### **3. Building a healthy regional arrangement**

#### **The Burdekin Dry Tropics NRM Board (A case study)**

Over the past few months a regional body has been established to deliver improved Natural Resource Management outcomes for the greater Burdekin Region including the twin cities of Townsville and Thuringowa. The body comprises a board of skills based and community representatives charged with the responsibility of developing an “Accredited Plan” addressing not only Salinity and Water Quality issues – but also the complete raft of NRM issues impacting on the region.

The Board intends to build on the work of its predecessor (the BDT Regional Strategy Group) to develop targets for improved water quality and other outcomes and has been successful in accessing “Foundation Funding” to allow it to develop an investment strategy to deliver on the identified targets. The funding has also provided an opportunity for the body to work independently of the Queensland government and is in the process of appointing its own staff to develop the accredited plan.

The plan is being developed as a partnership between the Board and agencies such as the CSIRO's Land and Water Division, EPA, DPI, NR&M and James Cook University and will identify priority actions to address the causes of land and water degradation which is likely to include unsustainable grazing practices, inappropriate clearing and/or irrigation practices, gully, sheet and riverbank erosion as well as changes to river flows due to impoundment, release and /or abstraction.

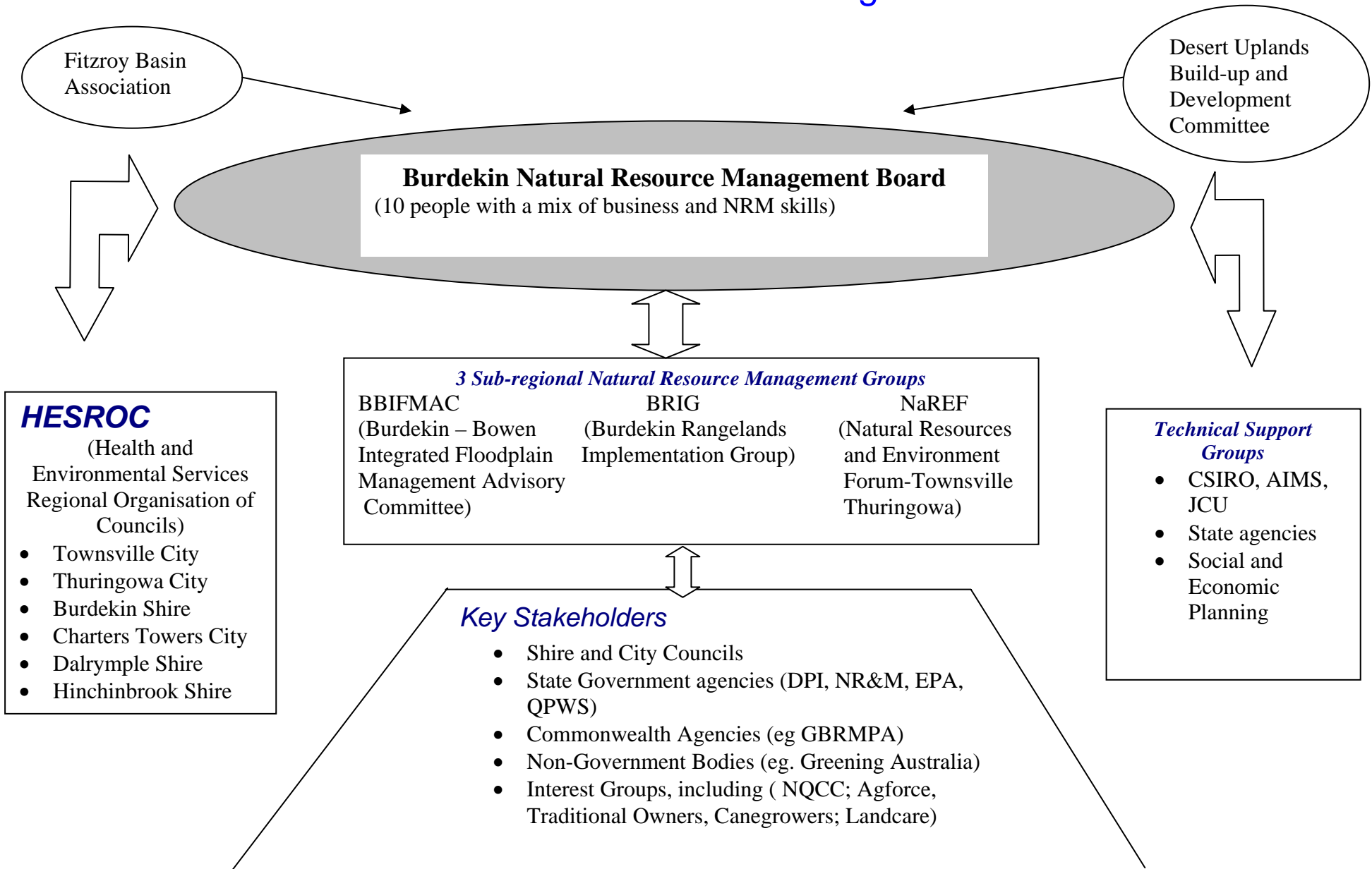
The Board was selected using a skills based approach following ratification approved through a series of community forums held throughout the region to ensure community support on the representativeness of the proposed Board.

Specialised skills sought included scientific, socio/economic, local government, and business, industry and administration skills with a demonstrated performance in NRM matters. Representation also took account of the geographical/demographic spread of the catchments given the Burdekin Dry Tropics Region is comparable in size to the state of Victoria.

The Board is likely to pursue a broker/banker role and intends devolving funding for remedial works to a number of existing bodies including Local Government, River Trusts and Landcare Groups whilst concentrating on the strategic investment and management of the devolved funds and reporting on progress designed to bring about measurable improvement to the condition of the catchment. The role is therefore to ensure coordinated effort, directed at real improvements to the condition of the catchment and achievement of down valley targets through a range of investment opportunities. This includes securing non - government support for projects and leveraging the government grants by attracting investment from individuals, corporate and others in the private sector that see the need to put rural land use in the catchment onto a sustainable footing.

In this way the responsibility for environmental management can be spread between all of society.

## Burdekin Natural Resource Management Board



**Box 2: A healthy planning system**

In recent years, research in a number of fields, including economics, ecology and planning, has moved towards a ‘systemic’ view of the interactions and relationships between participants in the regional planning system. Nothing happens in the planning system without an effect on another part of the system (e.g. the social actions of a particular group or sector have other social, biological and economic consequences). Like all systems, any regional planning system consists of a set of linked activities. Collectively, all activities influence the final biological, social and economic health of a region.

Any regional planning system is made up of multiple sectors (e.g. Government agencies, industries, indigenous communities etc). All undertake planning of one form or another to achieve their aspirations and objectives. The health or vitality of the planning system depends on the collective understanding each sector has of the region’s problems, the institutional support for stakeholders to negotiate their way through issues, and the capacity of sectors to participate in the process.

***The three cornerstones of a healthy planning system***

Current research concludes that there are three cornerstones of a healthy planning system. These are:

1. Technically sound social, economic and environmental knowledge building, assessment and monitoring procedures;
2. Appropriate institutional arrangements that support the connectivity and integration of different planning activities and fair negotiations among the different stakeholders; and
3. Planning and management capacity of stakeholders.

To achieve regional sustainability, it is necessary for progressive, long-term, ‘whole of region’ attention to continuous improvement in all three elements.

***1. Understanding the biophysical, social, institutional and economic environment***

Improving the system of planning in any region requires coordinated and integrated research that improves understanding of how the region functions in a biophysical, social, institutional and economic sense. As knowledge improves, it must be applied to improve strategies to achieve regional sustainability.

***2. Reforming the institutional arrangements for planning***

With most regional NRM planning focussing on isolated issues, the ‘institutional environment’ and ‘institutional arrangements’ for planning are rarely considered. (The ‘institutional environment’ refers to the organisations, structures, policies and operating procedures of those agencies or groups undertaking planning. The ‘institutional arrangements’ refer to the way that individual institutions interact and are organised.) Planning activities that ignore the need for reform and continuous improvement in these regional institutional arrangements are unlikely to deliver the desired outcomes in the long term.

Most agencies operate on the assumption that their own institutional arrangements are healthy and adequate. Little effort is expended in building institutional arrangements that encourage negotiation between the stakeholders involved. Regional planning has often focused on developing plans (outputs) to regulate resource use, rather than developing frameworks to negotiate solutions to conflicting interests. Such planning is rarely effective in reaching binding agreements between stakeholders or in managing conflict when development proposals are presented for assessment by regulatory agencies.

To improve the regional planning system, all planning activities need to focus on.

- Improving the internal institutional arrangements required for successful plan implementation;
- Increasing the degree of integration between the planning activities and those of other agencies and sectors; and
- Providing improved institutional arrangements to encourage fair negotiations both within and between different agencies and sectors involved in the planning system.

***3. Developing stakeholder capacity***

Any means of developing the planning and management capacity of agencies, sectors and individuals will assist in improving the vitality of the planning system. Particular attention needs to be paid to:

- Improving understanding of the significant regional issues amongst the constituents of stakeholder groups and agencies;
- Increasing access to information for stakeholder groups and agencies (including understanding about relevant tools and processes);
- Ensuring that appropriate technical skills and financial resources are made available, or ensuring that existing resources are used efficiently;
- Ensuring that stakeholder groups and agencies develop a clear mandate from their constituents and establish and maintain effective representation mechanisms;
- Improving the ability of institutions to support planning and negotiation;
- Improving the negotiation capacity of key stakeholder groups and agencies in the system.

Capacity development programs for stakeholders need to be equitable. Focusing on one or two stakeholders or agencies in a region at the expense of others will lead to unfair outcomes. Traditional regional approaches have tended to only develop capacity within the agency undertaking the planning. Capacity development needs also to be spread fairly among the constituencies that each stakeholder group represents.

## 4. Key challenges

There are two major challenges to be met in order to establish healthy regional arrangements that are sustainable in the long term:

- i. **Improving the coordination and interconnection of regional NRM planning and implementation**, including
  - Improving links between NRM plans, including Regional Coastal Management Plans, Water Resource Plans, Regional Vegetation Management Plans and the NRM components of RPAC plans.
  - Better structuring negotiations over critical NRM issues.
  - Exploring the role of instruments under the *Integrated Planning Act 1997*.
  - Determining the links to the proposed property management planning regime and other 'property level' programs.
- ii. **Providing support to regional NRM bodies**, including
  - Providing sound information systems that provide information suitable for regional planning and monitoring, and includes research and development needs.
  - Providing clarity and a whole-of-Government view on 'State interests'.
  - Incorporating regional priorities into State programs.
  - Improving the planning and management capacity of regional bodies, government agencies and all other sectors and groups involved in NRM.
  - Developing and promoting innovative implementation mechanisms.
  - Building commitment to long-term support to ensure stability of the regional system, including funding outside the NAP and NHT2.

## 5. Improving the coordination and interconnection of regional NRM planning and implementation

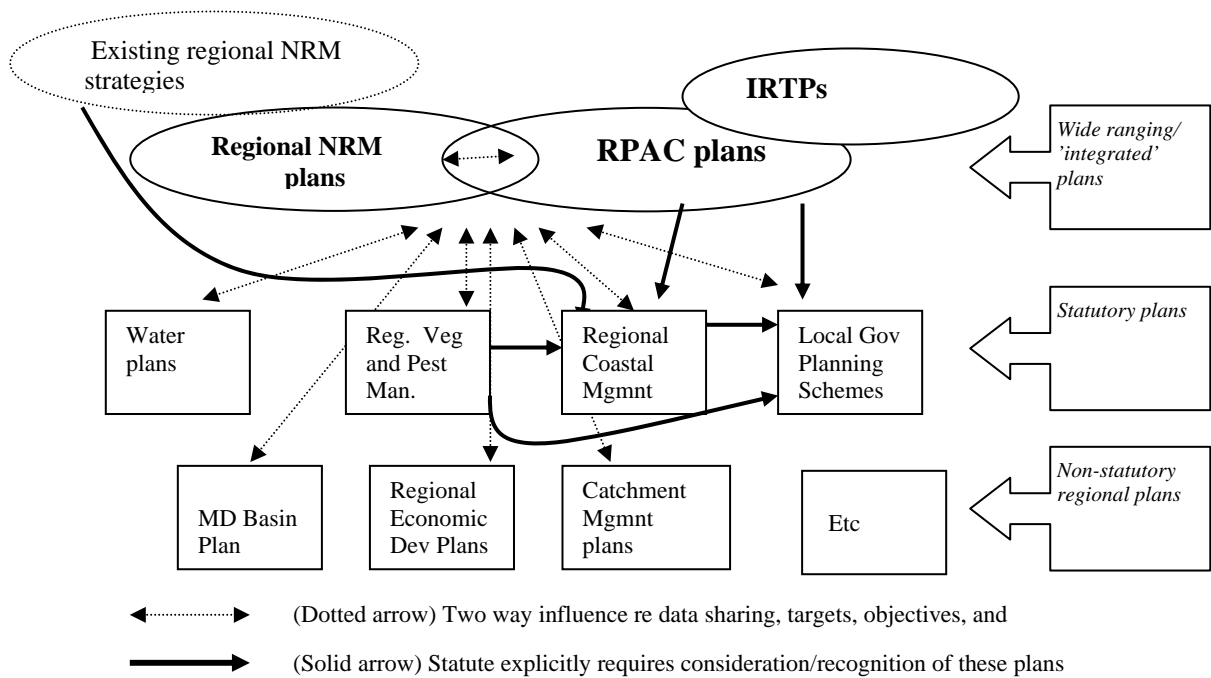
### A model for coordinated NRM planning

The intent of the NAP is for regional NRM plans to cover all NRM issues. A key criteria for accreditation is that the plans 'demonstrate consistency with other planning processes, agreed national and state outcomes and basin-wide strategies and targets that have been collectively agreed by relevant jurisdictions in other forums such as the Murray-Darling Basin Commission.' They will therefore need to incorporate or complement relevant objectives, targets and strategies from plans endorsed under statute or agreed between Governments (e.g. the MDBC plan).

The diagram in Box 3 suggests a conceptual model for the major regional planning activities (more detail about the relationships between different planning activities is outlined in Annex 1). The key characteristics of this model are:

- The regional NRM plans, alongside RPAC plans, provide an opportunity for integrating or coordinating NRM planning. In this way, they can operate in a similar way to RPAC plans, which provide an integrating or coordinating role for development issues. They will also need to operate **alongside** RPAC plans (where these exist): the two plans will influence each other and share some objectives and possibly strategies.

**Box 3: A model for the interrelationship of regional plans**



- The Regional NRM plans will need to coexist with a range of statutory regional and local plans, in particular, Local government planning schemes, Regional Coastal Management Plans, Regional Vegetation Management Plans and Water Resource Plans. As the Regional NRM body will have no statutory powers - it must work through existing statutory mechanisms. The Regional NRM plans need to rely (in part) on the statutory plans and instruments (including Local government planning schemes, Regional Coastal Management Plans, RVM Plans, Water Resource Plans, Resource Operations Plans, Water Use Plans, Regional Pest Management Plans) as **implementation mechanisms**. Caps on water extraction, one of the requirements under the IGA, will need to come from the processes under the *Water Act*. State government agencies may need to provide advice about appropriate delivery mechanisms and manage expectations about the extent to which outcomes can be achieved through statutory mechanisms.

- The regional NRM plans will also need to establish arrangements with a range of non-statutory planning processes, including RPAC plans, IRTPs, the State Infrastructure Strategy, Catchment Management Plans and Soil Conservation Project Area Plans, Land Utilisation Strategy Plans, regional nature conservation and landscape strategies, and Irrigation Area Management Plans). It is important that each role is understood and accepted. Regional NRM plans may simply refer to (or ‘call up’) existing strategies, or existing plans may ‘call up’ the new Regional NRM plans. This is particularly relevant for RPAC plans, many of which have significant NRM components. An important criterion for the accreditation of Regional NRM plans should be agreed arrangements with existing planning bodies.
- Using and building on relevant plans that are already available or being prepared will save time and resources and also foster a coordinated and integrated approach to natural resource planning and management. Regional bodies could also work together on joint strategies, including research, ‘value-adding to each other’s plans.

Influence needs to be **two way and iterative**, that is, existing plans, including statutory plans, may need to be amended to reflect Regional NRM plans as well as *vice versa*.

## Conclusion

I trust that this paper has adequately described a process, which if comprehensively applied and supported by the major stakeholders could provide a basis for bringing the city and the bush closer together on the issue of Natural Resource Management.

The benefits of adopting ‘Healthy Regional Arrangements’ is that it engenders the qualities of working together to confront the causes of natural resource degradation and is geared towards providing real solutions by putting matters such as property rights into a context of being a part of the solution – certainly not the main game. A broadly based – healthy planning system lays the foundation for effective water resource planning under the statutes of the Water Act 2000.

I would like to take this opportunity to thank the ANCID, 2002 organisers for the opportunity to present this paper at the Griffith Conference, which marks the 50<sup>th</sup> year of the inception of this great forum.

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