

Best Practice in Protected Area Management Planning

**ANZECC Working
Group on National
Parks and Protected
Areas Management
Benchmarking and
Best Practice
Program**

**Lead Agency
Parks and Wildlife Service
Tasmania**

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SUMMARY

Management planning processes and practices in Australia, New Zealand and North American park management agencies are identified and reviewed.

All Australian and New Zealand agencies are required by legislation to produce management plans for protected areas. Legislative requirements vary, but the management planning processes used by all agencies are broadly similar. A comparison of processes is made and a model of the general process presented.

Current 'good practices' used by agencies in management planning are identified rather than one 'best practice' model. This approach recognises different planning settings and the inevitability of change. The concept of 'good practice' also fits better with a culture of continuing improvement. A framework of 'good practice' considerations for use in the management planning process is proposed.

With a continuing trend toward leaner "issue-focussed" management plans, most agencies will have achieved full or near full planning coverage of the higher status, high use protected areas and, in cases where broadscale planning is used, all reserves by 2001.

An impressive aspect of the management planning work being done across Australia and New Zealand is the integrated approach being adopted, where all aspects of conservation and use are considered during the planning process, the community are generally involved from an early stage and the final plan is thoroughly scrutinised before being given high level approval.

Use of targets has hastened the preparation of plans in many agencies. However, overzealous adherence to set targets and timelines may compromise the quality of the management plan/or reduce public involvement and confidence in the process.

Many good practices have been identified for each stage in the planning process. It is recommended that these tools be provided, and others added when available, on the ANZECC web site for ongoing information exchange and improvement in management planning.

Aspects of management planning identified as needing improvement/development across all agencies include:

- effective involvement of indigenous people in management planning;
- integrating management plans with policy and strategy planning, budgeting and development planning processes;
- monitoring, evaluating and reporting on the implementation of plans and the effectiveness of plans in meeting management objectives for protected areas;
- use of the internet to facilitate public consultation and for release of draft and final management plans.

It is recommended that the e-mail network of planners from Australian and New Zealand agencies be maintained to facilitate discussion and exchange of information on these priorities.

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1 INTRODUCTION

1.1 ANZECC Benchmarking and Best Practice Program

In 1994, ANZECC (Australian and New Zealand Environment and Conservation Council) initiated a benchmarking and best practice program involving investigations into key operations common to all conservation agencies. The aim of the program is to gather and pool the approaches and experiences of conservation agencies in management planning so as to identify areas of ‘best practice’ and hence provide a resource that will assist and guide individual agencies to learn from, borrow and adapt ideas to improve their management planning.

1.2 Objectives and scope of the project

1. To identify the purpose of and audience for management plans for protected areas.
2. To identify the processes used by Australian Federal, State and Territory and New Zealand park management agencies and any other relevant agencies to undertake management planning for protected areas.
3. To identify the processes and techniques used by these park management agencies to provide planning guidance in the absence of management plans.
4. To review these processes against published models for management planning.
5. To identify the range of content, detail and form of current management plans.
6. To determine best practice processes in the preparation, implementation, monitoring and evaluation of management plans and other planning products.
7. To determine best practice processes for monitoring and reporting on performance (at the organisational level) in the preparation and implementation of management plans for protected areas.
8. To provide a useful reference for park management agencies and establish a mechanism for continuing improvement in practices.

The study encompassed the process of preparing management plans for protected areas *starting* with the decision to prepare a management plan for a certain protected area or group of areas and *finishing* with evaluation of the plan’s effectiveness, plan review and amendment or replacement.

2 BACKGROUND

2.1 A brief history

For about thirty years park management agencies in Australia and New Zealand have been preparing management plans for protected areas in accordance with the provisions of legislation set up to establish and manage national parks and other reserves.

Typically, management plans fit into a suite of legislation, policies and plans for protected areas as shown in simplified form in Figure 1.

Management plans have been used as a tool to indicate how a reserve is to be used, developed and managed. Over the years there have been changes in the approach to and form of management plans. In the earlier years management plans tended to include a lot of resource information that was not directly relevant to management strategies. Also, the planning process was often drawn out and involved specialist planners or planning teams. Techniques for more effective public participation in management planning have been developed over the years.

More recently, the trend has been to leaner, more strategic, management plans. There is greater emphasis on setting and meeting targets for preparation of plans for certain categories of reserve, e.g. all national parks. In some States there is now more direct involvement of park managers in preparation of management plans, while, in one case, preparation of management plans is now done completely by contract planners.

Timeframes for plan preparation have been condensed and use of planning manuals and standard plan formats with some generic sections such as zoning, have assisted this trend. “Ownership” of plans by both managers and the public may be influenced by these different trends.

Other innovations include grouping adjacent reserves in one plan thereby giving better regional context for managers. Some plans for larger parks have adopted a performance-based approach that specifies outcomes sought for each of the major planning components (e.g. resource protection, access, recreation and tourism etc) and strategies with performance measures and indicators.

An important issue is monitoring and evaluating the effectiveness of management plans in enhancing management of protected areas. Two questions are of particular significance:

- to what extent are the prescribed actions in management plans implemented? Is there a clear link between priority actions listed in plans and on-ground management programs? To what degree are management plans actually used in budget planning and determining work programs?; and
- to what extent has management, under the plan, achieved the objectives of management?

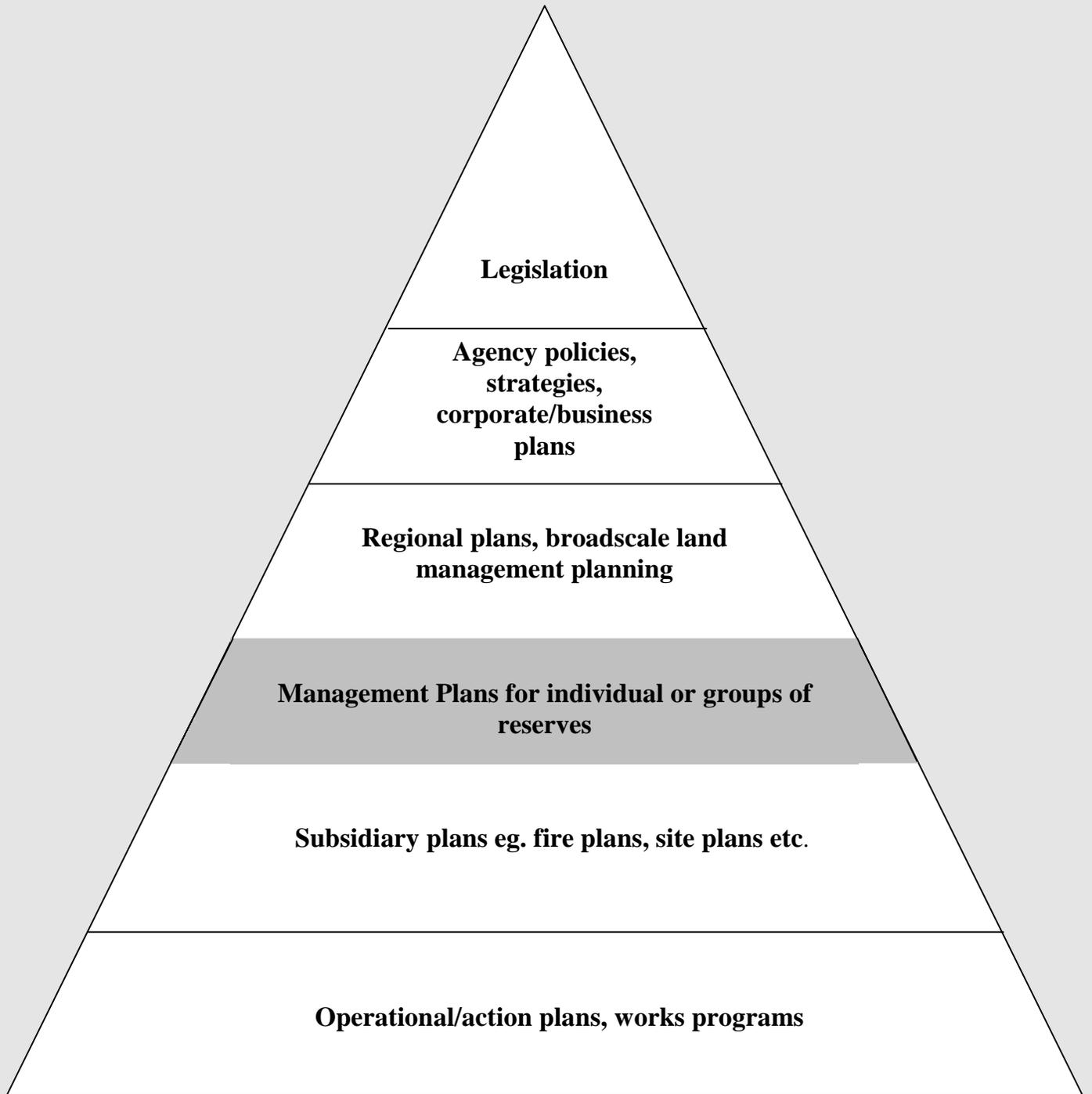
2.2 Purposes of management plans

Before comparing the processes of management planning it is important to be clear about why conservation agencies do management planning – what is its purpose? What outcomes are expected from it?

The primary purpose of management planning is the interpretation and integration of a range of policies, treaties, strategies, business plans and legislative requirements (including those shown in Figure 1) into a geographical overlay that provides an essential

Figure 1

Typical Planning Hierarchy (simplified)



framework to guide management of a particular reserve and assure the public that the area is being responsibly managed.

Under this umbrella, specific purposes of management plans are seen as being to:

- **Ensure reserves are managed to achieve objectives of legislation, stakeholder expectations (including those of Aboriginal/Iwi traditional owners), corporate goals and conservation management objectives** – quality assurance, consistency, prevention of incremental degradation through ad hoc decision making.
- **Gain public involvement in reserve management** – give the general public a way to have their say about management.
- **Develop a shared understanding of and a vision for a reserve** – identify the significance of an area, consolidate legislative and policy issues, integrate various elements of management and convey to the public and management staff how the reserve will be protected and visitors provided for.
- **Provide public accountability** – a ‘statement of intent’ for the community, what we want to achieve and how and the criteria by which the performance of management under the plan will be assessed.

3 ESTABLISHING GOOD PRACTICES

3.1 Methods

- A review conducted of benchmarking literature and management plans from Australia, New Zealand and North America.
- Detailed discussions held with members of the benchmarking group (see Appendix 1).
- Questionnaire designed and distributed with the assistance of benchmarking partners (see Appendix 2). Responses received from all State and Territory nature conservation agencies in Australia and New Zealand and from Parks Canada (these have been tabulated and a copy provided to each agency separately).
- Meeting of benchmarking group.

Based on the US DOE Environment Management Benchmarking Guide, the following steps were taken:

- identify and describe the main stages (activities) in the management planning process - see Section 4;
- establish process measures for each main stage (activity) - see Appendix 5;

- compare and discuss the results for each measure between benchmarking partners in the context of differing administrative and financial environments - see Section 4;
- identify best practice processes and how they can be established - see Sections 5 and 6 and Appendix 8.

Given differing legislation, administrative arrangements and social settings across Australia and New Zealand, the benchmarking group identified ‘good practices’ in management planning, rather than try to define a single best practice model. Such an approach was considered more appropriate because it recognises that a technique may work well in a particular situation but not be suited to other situations.

The term “good practices” also recognises and allows more scope for future improvement.

3.2 Model

Figure 2 illustrates the protected area management planning system of which management plans are a component. Figure 3 shows the main stages in the management planning process and is used as a model for investigating the process itself and the associated practices.

4 OVERVIEW OF MANAGEMENT PLANNING PROCESSES

A summary of management planning processes in each state and New Zealand is given in Appendix 3. Legislation sets minimum requirements which vary between agencies and which may be supplemented by additional processes through administrative decisions.

All Australian and New Zealand conservation agencies are required by legislation to produce management plans for at least some classes of protected area. Legislative requirements include:

- plan to be prepared “as soon as practicable” after proclamation of a reserve
- plan for wilderness park to be prepared within 2 years of proclamation
- timeframes to complete certain stages
- process to be followed in preparing plan
- formal public consultation stages (pre and/or post draft plan)
- State authority consultation requirements
- content
- consideration of certain objectives of management
- involvement of statutory advisory bodies
- approval

- duration of plan
- amendment process
- compliance

Legislation confers authority on management plans, however, legislative requirements tend to slow the preparation and approval process.

Broadly, the processes used by all agencies are similar and follow the model shown in Figure 3. The most significant aspects of a comparison of processes are as follows.

1. **Decision to prepare a management plan, steering group, brief**
This first decision-making stage of the process may be undertaken at various levels in an agency but is normally based on management planning targets or a program established by the Minister or agency executive. A well-defined brief is critical for outsourcing planning but also relevant in-house. At this early stage Qld decides whether the reserve warrants a normal or mini plan, depending on reserve size and complexity of management issues.
2. **Data gathering, issues identification, consultation**
There is diversity in the level and form of community consultation prior to preparing a draft plan for public release. Some legislation (e.g. Commonwealth, Qld) requires advertisement of the intention to prepare a plan and call for public submissions. Other agencies advertise the intention, contact stakeholders and invite input. Many different forms of public consultation/participation are possible at this stage, depending on available time, resources and level of controversy of issues. Executive/Minister/Advisory Councils/Traditional Owners may be involved in approving goals, issues, plan recommendations at this early stage (e.g. WA, Qld).
3. **Plan drafting, internal agency review**
Consistent approaches are adopted, many agencies use templates or plan formats. A decision can be made to vary the usual style to suit the expected audience. Some agencies (e.g. SA) involve selected groups, including regional consultative committees in reviewing early drafts. A further step of circulating a revised draft plan to relevant state agencies may occur here (e.g. ACT, Tas), elsewhere this step, if it occurs, does so at the same time as release of a draft plan for public comment.
4. **Public exhibition of draft plan, consultation**
All draft plans require high level endorsement for release either by the Minister (e.g. ACT, QLD, Tas) or Director/CE (WA). NT requires cabinet approval of a draft plan prior to public release. Formal advertisement of draft plans is universal. NZ holds hearings by DG representatives and the Conservation Board where people may speak to and be questioned about their submissions.

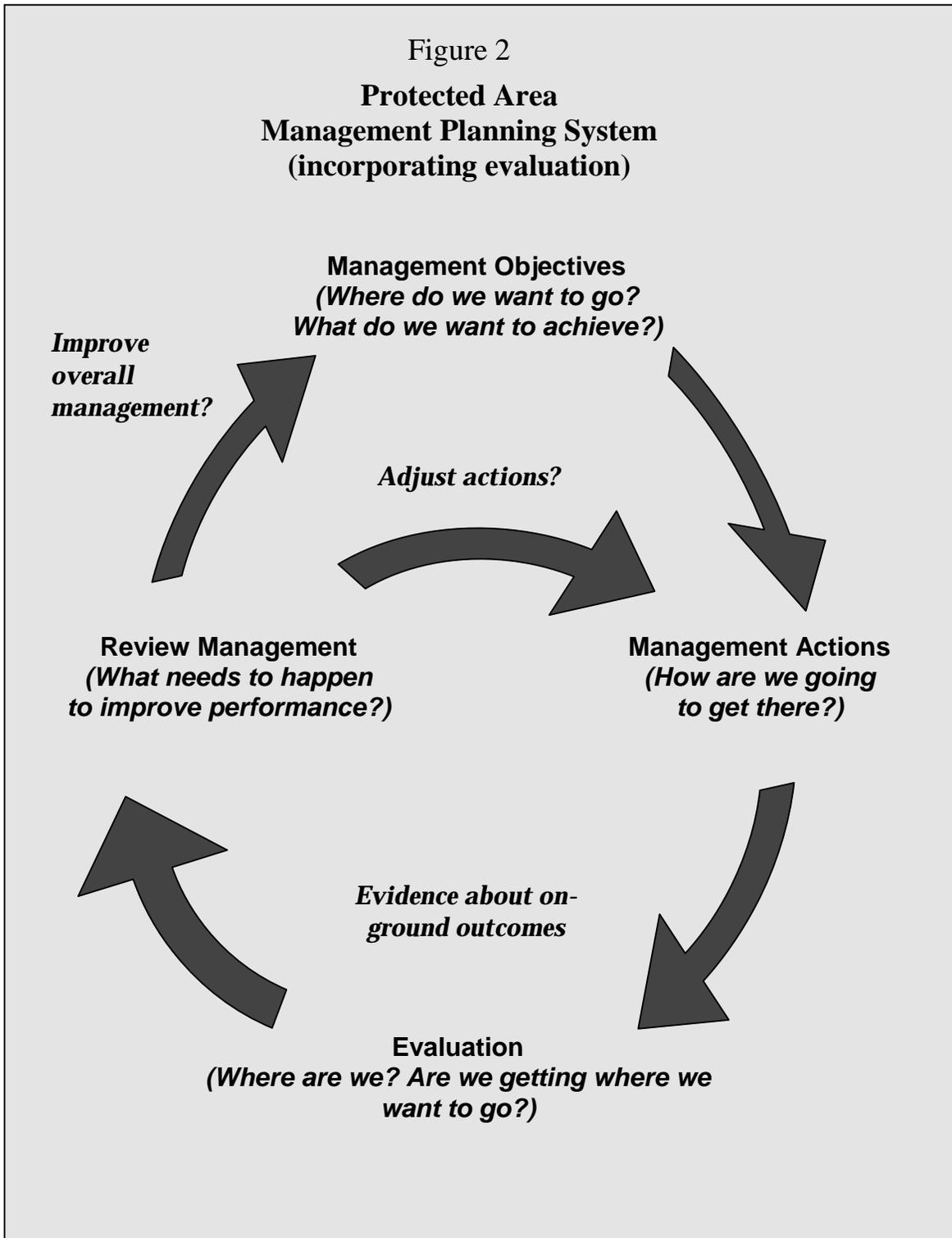
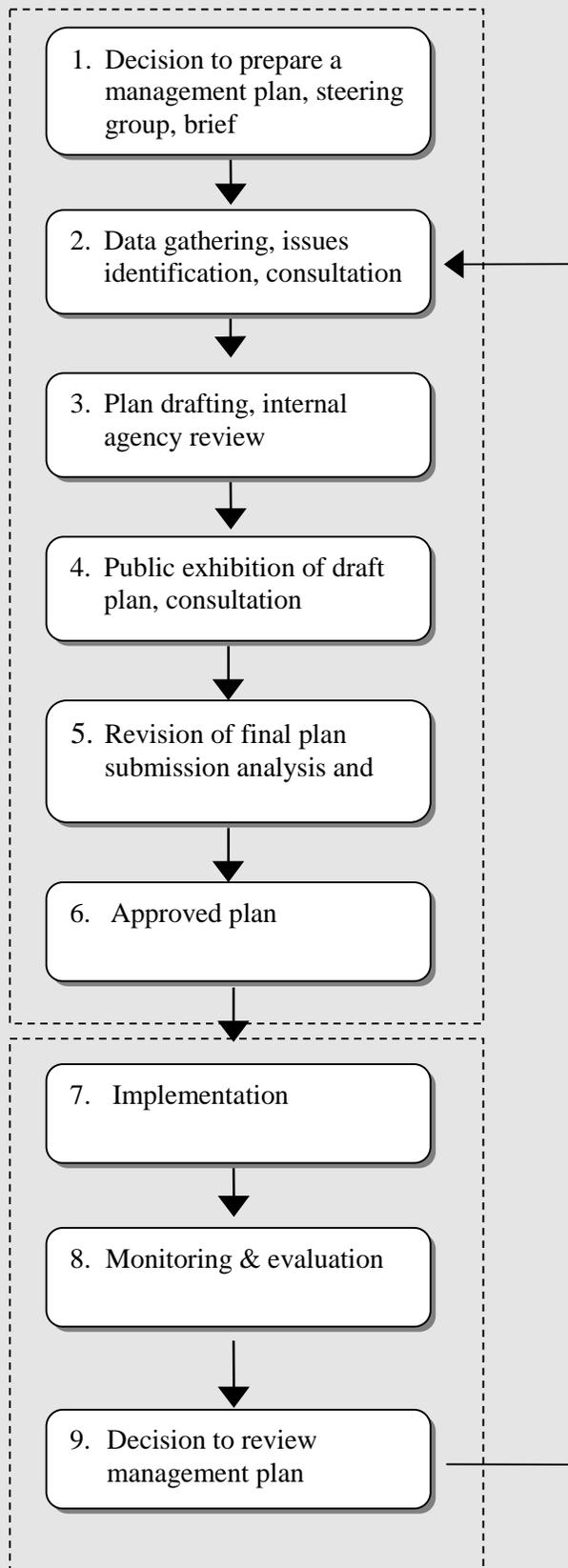


Figure 3
Model of Protected Area Management Planning Process



5. **Revision of final plan, submission analysis and reporting**
Generally this step involves documentation of public comments along with the resulting proposed plan changes. This documentation then accompanies the proposed final plan through the subsequent approval steps. The level of feedback to submitters is variable, ranging from basic acknowledgement (most agencies) to published analysis of submissions (WA). Advisory/management committees/councils and Traditional Owners may be involved in this or the previous stage, reviewing plans and submissions and advising the Minister (NSW, SA, NT, WA, Tas, ACT, NZ). NZ has a legislated deadline to revise a draft plan and forward it to the Conservation Board within 8 months of public release. The Board then is required to approve the plan or refer it back to the DG within 6 months.
6. **Approved plan**
A plan is approved by the Traditional Owners/Minister/Chief Executive/Board and, in some cases, finally by the Parliament or the Governor. There is a myriad of different administrative processes. The public is informed of approval through public notice and copies are made available.
7. **Implementation**
There is little detail on how implementation is achieved. The Commonwealth, NZ and ACT are actively exploring this area.
8. **Monitoring and evaluation**
There is little detail on processes here. Mid-term reviews are conducted in WA and NT. NZ and Tas are developing monitoring and evaluation frameworks and processes.
9. **Decision to review plan**
As circumstances or legislation dictate. Usually the same processes are followed in broad terms.

5 REVIEW AND DISCUSSION OF PRACTICES

This section identifies some “good practices” in various aspects of the management planning process. Where known, specific planning tools/products are referred to. These are listed together in Appendix 8.

5.1 Audience for management plans

Management plans are prepared mainly for regular use by protected area managers (including operational staff). However, they are not intended as detailed works programs. Members of the public and senior agency staff are also important users. In some situations, traditional owners, neighbours, local Government or commercial operators can also be primary users.

Management plans must meet managers' needs in terms of content, level of detail, ease of use. There are often conflicts between the needs and expectations of reserve managers, the community and senior staff etc.

Good Practices

- **Identify and involve main users closely in plan preparation.**
- **Facilitate and encourage managers to lead/contribute to planning projects.**
- **Understand main users' expectations and seek to meet them, where appropriate, in the planning process.**

5.2 Format and content of management plans

There has been some convergence in the format and content of management plans. In general there has been a move to shorter, more concise plans, focussing on significant values and issues with little background resource information. These shorter plans may be supported by subsidiary documentation in which specific issues or areas are addressed in more detail. This method of planning can be more suitable to traditional owners because it provides an opportunity for detailed discussion of issues.

Queensland has taken the initiative of producing A3 brochure style plans for some smaller/simpler reserves.

The Commonwealth has adopted a very simple English style for its latest Kakadu plan, to make it more accessible to traditional owners. Although some consider this style condescending, the concept of making plans more accessible to a wider range of users is worthy. Similarly, the Commonwealth has also translated key sections of the Uluru plan into the local Aboriginal language, Pitjantjatjara, and of the Christmas Island plan into Chinese and Bhasa Malay thereby acknowledging the main cultural groups on the Island.

Standard formats are more or less being used within each agency. Sometimes these are supported by electronic templates and planning manuals to assist staff. These provide quality control as well as speeding the process.

Good Practices

- **Use a simple, clear style with user-friendly language.**
- **Place the reserve in context – regional, national, international.**
- **Identify significant values and issues.**
- **Identify the criteria by which the performance of management under the plan will be assessed (see Tas reserve management performance standards)**
- **Use electronic templates and vary as needed (e.g. Qld, Vic, NSW, NT, Tas).**
- **Produce a management planning kit/manual for planners including procedures, standard documents, common policies etc. (see Vic, NSW, Qld, NT documents)**

- **Use two (or more) levels of management plans – more detailed, fuller plans for national parks and important protected areas and less detailed, briefer plans for smaller reserves (see Qld plans).**

5.3 Targets and timeframes

Targets set by Ministers and/or agency senior management have been most effective in gaining high proportions of reserves covered by management plans. With the exception of WA and Qld, all other states and NZ expect to have all or nearly all national parks with management plans by the end of 2001 (see Appendix 4). In NSW new parks have been added to the system and the target is now to have plans for new parks within 2-5 years after gazettal.

The focus of management planning effort has been on higher status, high use reserves. For example, there are approximately 2700 protected areas in Victoria under various pieces of legislation but only the 91 reserves managed under the National Parks Act are part of Parks Victoria's planning target.

In NZ, where DOC is responsible for over 5000 pieces of land, overall planning direction is provided by Conservation Management Strategies (CMSs) for each conservancy. Individual management plans are prepared for each national park and other reserves as identified by the CMS. NT, WA and Tas are also using/developing broad planning approaches to provide a level of planning for all reserves.

Timeframes for plan preparation and approval vary from 10 months to 2+ years (see Appendix 3 for individual planning stages). Too tight a timeframe can alienate the public, miss out on valuable consultation and result in a plan needing early revision. However, there is a point where collecting additional information and further consultation will not add much more to the plan but can be expensive.

Good Practices

- **Gain high level (Ministerial/Agency) public commitment to planning targets and timetables – as a means of ensuring planning is initiated and completed.**
- **Develop comprehensive planning for the entire protected area estate not just a selection of reserves (see NZ, NT, Tas approaches).**
- **Establish realistic timeframes for the planning process to enable meaningful public consultation pre and post draft plan.**

5.4 Public involvement

Providing opportunities for the public to have input to management of protected areas is a major role of the management planning process. The community may be involved in the planning process at many levels, including:

- basic provision of information about the planning process and a general invitation to comment (planning for the public);
- targeted consultation with groups and individuals about specific issues (planning with the public);
- active participation by the community in issues identification/definition and resolution (planning by the public).

Greatly increased levels of time and resources are required to support active community participation in management planning. Determining the appropriate level of community involvement in a planning project is a key “good practice” decision.

All reserve legislation requires formal exhibition of draft management plans for a minimum period (1-3 months) and some legislation requires pre-draft consultation.

Regardless of legislative requirements, all agencies consult with stakeholders and the public in the early planning stages. Formal calls for submissions at this stage can bring out important issues but generally most public response comes with the draft plan. Invited stakeholder workshops are an effective way of gathering and focussing public input at an early stage.

Where there are tight planning timeframes, pre and post draft consultation is minimal and may lead to loss of public involvement and confidence in the process.

With many competing demands on people’s time, techniques are required that encourage and assist public involvement.

The internet is becoming increasingly important, especially for publishing draft plans. However, face-to-face contact with interested people and groups will remain a key aspect of public consultation, particularly with Aboriginal/Iwi people, but also local communities and neighbours.

The experience of adequately consulting with traditional owners is mixed. Where traditional rights have been recognised through settlements, land title etc., there are clear mechanisms for Aboriginal/Iwi involvement. Elsewhere, pending Native Title claims have complicated the process of consultation with Aboriginal communities. It can be unclear who should be consulted. Time constraints imposed by planning targets can mitigate against attempts at meaningful consultation with Aboriginal people. However, approaches adopted by NZ, NT, WA, the Commonwealth and Tas are useful. Characteristics of effective processes of consultation with traditional owners include: allowing adequate time for relevant community members to be consulted, face to face contact in the community environment, use of suitable media and language and official recognition in the process through membership of boards, committees, partnerships etc.

Most agencies do not provide published feedback to the public on submissions received on draft plans and any resulting changes. Although time-consuming, this step would improve accountability and confidence in the process as well as encourage continued involvement.

Good Practices

- **Tailor consultation to the particular circumstances.**
- **Inform the public when planning has commenced.**
- **Involve key stakeholders and others early.**
- **Enable “non-submission writers” to be heard through on-site visits etc. where they feel comfortable.**
- **Establish and use state/regional/district consultation databases.**
- **Use a variety of media.**
- **Prepare public consultation packages for staff (see NSW guide to the design of public consultation programs).**
- **Prepare information for the public on the planning process (see Qld pamphlet outlining the process and how people can get involved).**
- **Provide user friendly consultation materials and draft plans.**
- **Include submission guide in front of draft plans (see WA draft plans).**
- **Provide feedback to the public of impact of submissions received on draft plan (see WA documents).**
- **Allow sufficient time for meaningful consultation with Aboriginal/Iwi people, face-to-face contact where they feel comfortable (e.g. WA, NT, NZ, Commonwealth approaches).**

5.5 Boards, councils, advisory and consultative committees

Legislative provision for boards of management and councils/advisory committees varies but most provide for their involvement in preparation of plans. In some cases they are formally involved in plan approval. In NZ Conservation Boards may approve management plans.

District and/or reserve specific consultative and advisory committees may also be involved in plan preparation and are part of the broader public involvement process covered in Section 5.4. The effectiveness of such groups in helping to resolve management planning issues can depend on how representative they are of the broad range of stakeholder interests. The more representative the better.

Where they are formally involved in approval of management plans, boards and advisory councils/committees clearly have a significant role in the process. How well this is being

met and how their operation may be improved is beyond the scope of this study. However, the use by statutory bodies of sub-committees to specifically review draft management plans and public submissions as a basis for a full council recommendation to the Minister appears to increase the effectiveness of these bodies. Also, as for the general public, the involvement of advisory bodies in plan development from an early stage through field visits and participation in goal and issue identification can be most productive.

The value of other committees can be more problematic. Where set up and supported by the agency for a specific planning task they may work well. Depending on the 'fervour rating' of issues, personalities, agency resources etc., it can be difficult to get individuals representing particular interests to agree to balanced resolution of issues.

Good Practices

- **Role and level of responsibility/authority of the council/committee is meaningful and clearly defined.**
- **There is regular 2-way communication and information sharing between the agency and council/committee.**
- **Council/committee members understand and support management objectives for the protected area.**

5.6 Contracting out vs. internal staff.

Most agencies use in-house staff, generally designated planning staff, to prepare management plans. At times, most have used consultants/contractors for specific or specialised planning work (e.g. site design).

Parks Victoria has been the only agency to use contractors to a significant degree but even here value is added in-house, the amount depending on the performance of the contractor. Parks Victoria embarked on a greatly accelerated management planning program in 1995 following a government audit of activities. The circumstances were exceptional – clear targets were established publicly by the Minister, there was a massive increase in the level of resourcing and access to an available pool of high level skills (many senior staff had been made redundant in the public service cut-backs).

Advantage of using contractors:

- more readily match resources to the demands of the program
- performance of the work is isolated from competing demands
- gain access to more experienced personnel (in the particular circumstances applying in Victoria)

Disadvantages of using contractors:

- limited freedom to change brief
- contractors limited appreciation of organisational standards
- contractors limited understanding of public sector structures and functioning
- no regeneration of knowledge and experience in house
- potential for loss of skills and experience altogether where contractors abandon the field in downturns in the level of contracting
- input from contracted planners not usually available during implementation phase of the plan
- decreased likelihood of organisational learning and progressive improvement in management planning
- often there is a need for significant input from Departmental staff thereby reducing apparent efficiencies that may be gained by using contractors

Any use of contractors needs to be accompanied by clear documentation (e.g. Parks Victoria planning manual). Unsatisfactory plans due to inadequate briefs and control are reported by other agencies. The recent experience of some agencies in using planning contractors is that, despite frequent project team meetings and clear guidelines, they are not quicker, cheaper or better than internal planning teams.

Good Practices

- **If plans are to be prepared by out-of-house staff it should be on the basis of a well-documented contract. Adequate provision needs to be made for necessary in-house project management and value adding.**
- **Use a strategic and quality controlled project management approach whether planning is undertaken by contractors or internal staff.**

5.7 Managers vs. dedicated planners

In most agencies in-house management plans are mainly prepared by planners. Planning projects may be led by the planner or District Manager/senior district staff. District staff are involved in steering groups/project teams. These arrangements are intended to achieve “ownership” of plans by managers.

Having full-time planners as against part-time district/regional planners results in a much quicker rate of plan production.

NSW has long encouraged and assisted management staff to do management planning themselves to gain real ownership by managers. Managers are supported and advised by head office planning staff who provide quality control. Until recently this was also the

SA approach, but it is now seen as producing too variable a result and plans are being prepared by professional planners on a contractual basis.

Good Practices

- **Planning projects initiated and run by District Managers (except for large/complex reserves such as World Heritage Areas).**
- **Close involvement of district staff in the planning process.**
- **Use of project teams with at least one member of the district responsible for implementation of the plan.**
- **Provide detailed guidance and support (e.g. manuals, templates and planning advice) where district staff are responsible for management planning.**

5.8 Implementation

Responsibility for implementation of plans is generally though relevant Park, Regional or District Managers. However, the link between preparing a plan and implementing it is not usually made very explicit. The majority of agencies reported no or only tenuous links between management plans and priority setting and budget allocation. Just because an action is in a management plan does not guarantee funding. With some exceptions, the financial implications of a management plan are not generally considered in the approval process.

Better integration of management planning processes and plans with policy and strategy frameworks and budgeting and development planning processes is essential if management planning and plans are to serve as the essential framework for guiding management action for particular areas. If not integrated with policy and strategy planning, e.g. resource strategies, management plans lose credibility. If not integrated with the budgeting and development planning processes, management plans may not always be used as the framework for determining management actions.

Rolling implementation plans have been proposed that would confirm the priority listing of actions, detail tasks to be performed and set target dates.

In most agencies, detailed subsidiary plans are prepared as necessary to give more detail, for example fire management plans, conservation plans, interpretation plans etc.

Good practices

- **Identify funding requirements at the time of plan approval (see NSW financial impact assessment pro-forma).**
- **Monitor and periodically report on progress in the implementation of plan prescriptions (e.g. NT, WA mid term review processes).**
- **Rolling implementation plans to define and update the priority listing of actions; detail tasks to be performed and set target dates for completion (e.g. ACT, NZ approaches).**
- **A clear and documented process to facilitate management plan implementation – in the same way that the process of plan preparation is documented in manuals.**
- **Good integration of management planning processes and plans with policy and strategy planning frameworks, budgeting and development planning processes.**

5.9 Monitoring, evaluation and review

The majority of agencies do not monitor or report on implementation or effectiveness of management plans. Agencies that do generally focus on mid term auditing of implementation.

Monitoring, evaluation and review involve data collection, using targeted monitoring programs, to assess progress in achieving the objectives listed in management plans against identified performance indicators. Such an approach needs to be based on indicators that are clearly defined, easy to measure and provide meaningful feedback.

Many agencies, both nationally and internationally, are working on the issue of monitoring and evaluation of performance in park management. For example, the Great Barrier Reef Marine Park Authority has committed substantial resources to the development of performance indicators. Success to date has been variable. The ANZECC Working Group on National Parks and Protected Areas Management is currently pursuing the issue through its best practice program.

A framework for monitoring and evaluating the Tasmanian Wilderness management plan and other protected areas has been developed. The first “State of the Wilderness” report is in preparation. New management plans for several national parks in Tasmania are incorporating monitoring and evaluation programs. Draft management standards for Tasmanian national parks have also been developed based on the management objectives specified in legislation.

The IUCN World Commission on Protected Areas has established a web site for its Management Effectiveness Task Force where documents on management effectiveness are being compiled and regularly updated with new publications.

The new series of US management plans are intended to identify outcomes to be achieved to use in future monitoring.

Key Steps in an Outcomes-based Evaluation of Management Performance



Good practices

- **Incorporation in management plans of criteria for evaluating management effectiveness (e.g. statements of desired management outcomes and how success of management under the plan will be judged).**
- **Management plans that establish monitoring programs to measure changes in conservation outcomes over the management period.**
- **Assessments of management performance undertaken and reported periodically (e.g. annually – 5 yearly).**
- **Opportunities for internal and external stakeholders to provide feedback on what aspects of the plan have worked well and what have not: as well as factors that have helped and hindered management performance.**
- **Mid term / five yearly reviews of management plan implementation and effectiveness.**
- **Development of simple systems to monitor the effectiveness of management plans in achieving conservation and recreation outcomes.**
- **Findings of evaluation and associated recommendations are taken into account to improve ongoing management of the area.**

6 “GOOD PRACTICE” CONSIDERATIONS IN THE MANAGEMENT PLANNING PROCESS

Using the stages in the planning process model shown in Figure 3 and the review of processes and practices in Sections 4 and 5, the following “good practice” considerations are proposed as a framework for decision making in the management planning process.

Initiation of Plan Development

- Is a statutory management plan necessary, is it the best planning approach, is it required by an approved management planning program/target?
- Who will be responsible for co-ordinating and guiding the management planning process?
- What is a realistic timeframe and budget that allows for meaningful consultation with stakeholders and development of a quality plan?
- Are project needs and project management arrangements clearly specified?

Identification of Planning Requirements

- What are the legislative, corporate and other mandates of the plan?
- What is the approval process for the plan?
- What is the term of the management plan?

Review of Planning Context and Issues

- What is the regional, national and international context of the reserve?
- What is the administrative and social context of the plan?
- Is there high level (e.g. Ministerial/Agency) public commitment to planning targets and timetables?
- What are the significant conservation values, threats and issues?

Consultation Process

- Who will be the main users of the plan?
- What are the main users’ expectations of the plan?
- How can the main users contribute to, or be involved in, the development of the plan?
- How can non-submission writers be best involved?
- What level of involvement will stakeholders /indigenous people/advisory committees have in the planning process?
- What level of information about the planning process, obligations and issues will be provided to the community?
- How can information best be provided to the community and stakeholders?
- How can different segments of the community be reached, encouraged and assisted to input to the planning process?
- What level of feedback to the community will be provided regarding the impact of submissions on development of the plan?
- How will the level of community support for the plan be assessed?

Plan Development and Product

- Have all the stages in Figure 3 (planning process) been undertaken?

- Does the draft plan include a submission guide at the front?
- Are the management objectives clearly identified and well-founded?
- Are the criteria for judging the performance of management under the plan clearly articulated?
- Are the significant values and issues identified?
- Is there a clear and justified linkage between the management objectives and the plan prescriptions?
- Do prescriptions provide for monitoring, evaluation and reporting on management performance?
- Is the plan style, language and format suited to its main users?
- Is the level of detail in the plan appropriate to the size or significance of the reserve?

Implementation of Plan

- Are responsibilities and priorities for implementing the plan prescriptions clearly designated?
- Are processes in place to incorporate the plan prescriptions and priorities into budget planning and operational programs?

Monitoring and Evaluation of Management under the Plan

- Are the criteria for judging the performance of management under the plan clearly articulated?
- How and when will the rate of progress in implementing the plan's prescriptions be assessed and reported?
- Are processes in place to monitor progress in implementing the plan's prescriptions?
- How and when will the effectiveness of management under the plan be assessed and reported?
- Are realistic monitoring programs in place to provide evidence about the extent of achievement of the plan's objectives over the management period (including changes in the state of conservation of the reserve)?
- Are processes in place to incorporate the findings of evaluation into ongoing management so as to progressively improve performance?

Review of the Management Plan

- When, or under what circumstances, will the plan be reviewed?

7 WHAT NEXT?

Recommendations for the future :

- Continue the self-maintaining e-mail network of planners from Australian and New Zealand protected area management agencies.
- Provide a home on the ANZECC web site for ‘good practice’ management planning tools and products. Add new tools to the site as they become available following consultation with the planners’ network.
- Give priority to developing and exchanging information on –
 - effective involvement of indigenous people in management planning;
 - linking management plans with agency policy and strategy development, budgeting and development planning;
 - monitoring, evaluating and reporting on the implementation of plans and the effectiveness of plans in meeting management objectives for reserves;
 - use of the internet for public consultation and release of management plans and planning documents.

REFERENCES

- Parks Canada, 1994: *Guiding Principles and Operational Policies*
- Parks Canada, 1994: *Parks Canada Superintendent's Guide to Management Planning*
- National Park Service, 1998: *Directors' Order 2 Park Planning*, United States Department of Interior
- U.S. Department of Energy, n.d.: *Environmental Management Benchmarking Guide*, DOE Office of Environmental Management
- Lipscombe, Neil R, 1987 *Park Management Planning: a guide to the writing of management plans*
- The best reference for evaluation is the web site of the IUCN World Commission on Protected Areas Management Effectiveness Task Force:
Address <http://www.nrsm.uq.edu.au/wcpa/metf/> and then go to the 'Park Management Documents' where documents on management effectiveness are being compiled and regularly updated with new publications. The best references there at the moment are:
- Hockings, Marc, draft, in prep: *Evaluating Management Effectiveness – A Framework for Evaluating Management of Protected Areas.*
- The Broads Authority, 1999: *Management Effectiveness: The Case of World Natural Heritage. Summary of an International Workshop.*
- Parks and Wildlife Service, 1999: *Tasmanian Wilderness World Heritage Area Management Plan 1999.* The web site address for a downloadable electronic version is www.parks.tas.gov.au/wha/whahome.html and go to 'management matters' or to purchase hard copies (at \$AU24.95), write to Service Tasmania 134 Macquarie Street, Hobart Tasmania 7000.

APPENDIX 1

Benchmarking Group

- | | |
|---|-----------------|
| • Australian National Parks & Wildlife Service, Environment Australia (Commonwealth Department of Environment and Heritage) | David Phillips |
| • NSW National Parks & Wildlife Service | Alison Ramsay |
| • Parks Victoria | Geoff Hodges |
| • Queensland Department of Environment and Heritage | Bob Hoey |
| • Department for Environment, Heritage and Aboriginal Affairs, SA | Alex McDonald |
| • Department of Conservation and Land Management, WA | Jim Williamson |
| • Parks & Wildlife Commission NT | Stuart Gold |
| • Parks & Wildlife Service Tasmania | Anni McCuaig |
| • Environment ACT | Barry Griffiths |
| • Department of Conservation New Zealand | Herb Familton |
-

Discussions held with :

- | | |
|--|---|
| • Bernard Potvin
Chief, Policy and Special Projects Division
Parks Canada | • Rob Saunders
Parks Victoria |
| • Murray McComb
Chief, Park Planning
Parks Canada | • Mal Poulter
Parks Victoria |
| • Cynthia Young
Head, Park Planning & Special Studies
U.S. National Park Service | • Bruce Leaver
(then) Commissioner
Resource Management & Planning
Commission
Tasmania |

APPENDIX 2

ANZECC NATIONAL PARKS AND PROTECTED AREAS BENCHMARKING AND BEST PRACTICE PROGRAM

Best practice in management Planning - *Questionnaire*

The purpose of this questionnaire:

The purpose of this questionnaire is to gather information from New Zealand and all Australian states on current practices in management planning, to assist in identifying best practices.

How to complete this questionnaire:

- Complete the straightforward factual questions first. Where answer options (e.g., **Yes No**) are given please circle the appropriate answer(s).
- Other questions are more complex - they will be completed during a phone interview with the ANZECC Benchmarking Project Officer. These are indicated by ☎ and "*Follow up discussion*".
- Some questions require additional information/documentation. These are indicated by 1

Definitions:

- *Management plan*: a plan for one or a group of protected areas.
- *Protected area*: an area reserved for conservation of natural values that meets the guidelines for protected area management categories (IUCN 1994). Places reserved for conservation of cultural values are also included in this definition for the purposes of this project.

Your name: _____ **Organisation:** _____

<i>Overview</i>			
1	1.	Please write a concise description of the planning process; starting at the time when the decision is made to prepare a management plan for a particular reserve and finishing with plan amendment/replacement. Include plan implementation. Attach a flow diagram to show the main stages, with indicative times for each stage. Indicate specific factors in your operating environment that impact on any part of the process.	
<i>Legislative framework</i>			
☎	2.	Are your management plans for protected areas required by legislation? If yes: does this legislation place conditions on the preparation of management plans? What conditions?	Yes No Yes No
		<i>Follow up discussion.</i>	
3.		Does a management plan receive final approval from: a) Parliament b) Governor-in-Council c) Minister d) other (please specify)	

<p> 4.</p>	<p>What is the legal relationship between management planning for protected areas and planning under any other state-wide planning legislation? a) subject to the jurisdiction of other planning schemes b) exempt from the jurisdiction of other planning schemes c) other (please detail)</p> <p><i>Follow up discussion: Specific situations and implications for protected area planning.</i></p>
<p><i>Purpose and use of management plans</i></p>	
<p> 5.</p>	<p>What do you consider to be the main purpose of management planning?</p> <p><i>Follow up discussion.</i></p>
<p>6.</p>	<p>For which of the following groups are management plans prepared for use by? Please circle all relevant, and number from 1 to 3 in order of priority (1=highest). a) protected areas operational staff b) protected area managers c) specialist/other staff in the managing agency d) senior decision makers in the managing agency e) the public f) other (please specify)</p>
<p><i>Progress and Priorities for management plans</i></p>	
<p>1 7.</p>	<p>Are the figures reported by the recent NSW survey of parks management agencies (see attached tables) accurate for your organisation, in terms of: no. of reserves required to have a management plan, no. of adopted plans, no. of plans on exhibition, no. of plans proposed in the next 3 years? If no: please supply correct information, in similar form.</p>
<p>8.</p>	<p>Have targets been set for management plan preparation (e.g.. All national parks by the year 2000)? If yes: What are they?</p> <p style="text-align: center;">How were they determined?</p> <p>If no: How are priorities determined? By whom?</p>
<p> 9.</p>	<p>Do you have any planning approaches for areas without a management plan (e.g.. generic plans, policies, strategies)? <i>Follow up discussion.</i></p>

<i>Planning Process</i>			
	10.	Are your management plans mainly prepared by (circle): a) In-house staff b) External consultants c) A mix of both <i>Follow up discussion – advantages and disadvantages.</i>	
	11.	Who leads the planning project?	
	12.	Are planning project teams formed? If yes: who is on the team? If no: who else is involved, and how?	Yes No
	13.	Do formal advisory committees have a role: In the preparation of management plans? In the approval of management plans? <i>Follow up discussion: effectiveness and "value-adding" of any such committees.</i>	Yes No Yes No
	14.	Is a set time period allowed for preparation & approval of management plans? If yes: what time period?	Yes No
<i>Community Partnership and Consultation</i>			
	15.	Please outline a typical process of community participation and consultation in management plan preparation (including any feedback to the community).	
	16.	Are Aboriginal communities actively involved in management planning? <i>If yes, follow up discussion on how, effectiveness and Aboriginal views.</i>	Yes No
	17.	Are stakeholder groups actively involved in management planning? <i>If yes, follow up discussion on how, effectiveness, group views.</i>	Yes No
	18.	Do you measure the level of community acceptance/support for the final management plan? If yes: how?	Yes No
<i>Plan content, detail, format, style</i>			
1	19.	Do you have a standard (circle) a) table of contents b) format c) level of detail/length <i>Please attach a copy of a recent standard plan.</i>	
1	20.	Do you have a template or manual for producing standard plans? <i>If yes, please attach a copy of the template/manual.</i>	Yes No
	21	Is zoning normally used in management plans? Are generic zones used? <i>Follow up discussion on usefulness.</i>	Yes No Yes Sometimes Yes No

Technology				
	22.	What technological support is used in plan preparation and implementation (e.g.. GIS)?		
		<i>Follow up discussion of how it is used, recent advances ...</i>		
	23.	Is the internet used for (circle) a) community consultation b) exhibiting draft plans c) publishing final plans If so, please give the internet addresses of examples:		
Plan Implementation				
	24.	Are management plans directly linked to priority setting & budget allocation? <i>Follow up discussion of how, and effectiveness.</i>	Yes	No
	25.	Who is responsible for implementing management plans?		
	26.	Are detailed subsidiary plans prepared to guide implementation? <i>Follow up discussion on how such plans are prepared and implemented.</i>	Yes	No
	27.	Is implementation of management plan prescriptions (circle): a) monitored b) evaluated c) regularly reported on		
	28.	Is achievement of plan objectives monitored and evaluated?	Yes	No
	29.	Are performance measures identified for (circle): a) plan prescription implementation b) achievement of plan objectives <i>Follow up discussion of effectiveness.</i>		
	30.	For how long does a management plan usually apply?		
	31.	What triggers amendment or revision of a management plan, and how is this done?		
Costs				
1	32.	Do you know how much management plans cost to produce (including staff time and overheads)? Give estimates of the typical cost per plan of data gathering \$ consultation \$ plan drafting	Yes	No
	33.	Are plans done to set budgets? If yes: what?	Yes	No

<i>Improvement and best practice</i>	
34.	What changes have you made in the way management planning is conducted in recent years
35.	What changes have been most successful, and why?
36.	What changes have been least successful, and why?
 37.	What do you consider to be best practice aspects of your management planning? <i>Follow up discussion: any case studies that could be used in best practice report.</i>
 38.	What aspects of your management planning need improving? <i>Follow up discussion.</i>
 39.	It has been suggested that it is now time to move on from traditional management plans to a more concise, generalised, "overarching" document, that will set the framework for more prescriptive "sub-plans" or other operational documents. <i>What do you think? Follow up discussion.</i>
1 40.	Please attach a copy(s) of a recent management plan and any related planning documents that you consider represents your current best practice.

Checklist

Have you answered all multiple choice questions?: 2, 3, 4, 6, 7, 8, 9, 10, 12, 13, 14, 16, 17, 18, 19, 20, 21, 23, 24, 26, 27, 28, 29, 32, 33	*
Have you answered all the questions requiring text answers?: 1, 4, 5, 6, 8, 11, 12, 14, 15, 18, 22, 23, 25, 30, 31, 32, 34, 35, 36, 37.	*
Have you attached documents where necessary?: 1 1, 7, 19, 20, 32, 40	*
Have you collated any information you may need to hand when discussing questions with the ANZECC Benchmarking Project Officer?:  2, 4, 5, 9, 10, 13, 15, 16, 17, 21, 22, 24, 26, 29, 37, 38, 39.	*

Thank you very much for your time and co-operation. I will be in touch with by phone soon, to talk about subjects marked 
Cheers

Anni McCuaig
Ph: (03) 62336489
Fax: (03) 62240884
Email: anniemc@dpiwe.tas.gov.au

APPENDIX 3

Description of Management Planning Processes 1998

New South Wales

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Decision to prepare plan taken by District Manager in accordance with approved planning program.	
2. Establishment of a Steering Committee, Project Manager, brief and program for preparation of the plan	1 meeting – see attached suggested agenda for meeting.
3. Intention to prepare plan advertised internally within Department, in local newspapers and letter sent to stakeholders inviting input.	3-4 weeks (often undertaken concurrently with collection of available information).
4. Writing of plan.	Generally 6-12 months, varies depending on complexity of plan
5. In-house circulation of preliminary draft plan. Discussions/meetings may also be held with stakeholders.	1 month
6. Review of draft plan and preparation of submission requesting exhibition of plan with attached Financial Impact Statement sent by District Manager to Regional Manager.	1 month
7. Regional Manager's review of plan and endorsement of exhibition.	Should be 2-3 weeks (but can be months).
8. Plan reviewed and endorsed by relevant Executive-Director	1 week
9. Plan submitted to Director-General and /or Minister requesting approval to exhibit plan.	
10. Printing of draft plan.	2-3 weeks.
11. Plan placed on public exhibition. Advertisements placed in newspapers and plan distributed free to public	Statutory exhibition period is 30 days but Service policy is to exhibit for 3 months.
12. Submissions received, summarised and report with recommendations to amend plan prepared by District for Advisory Council	Usually takes 2-3 months but varies depending on complexity and number of submissions received

New South Wales (cont)

Stages in Plan Preparation	Indicative Time and Impacting Factors
13. Plan and submissions reviewed by Advisory Council Management Planning Sub-Committee. Recommendations to full Council prepared.	Planning Sub-Committee meets once a month. Plan considered at next meeting after District review completed.
14. Advisory Council considers plan, submissions and reports and makes recommendations to Minister.	Advisory Council meets every 3 months. Plan considered at next meeting after Sub-Committee meeting.
15. Minister adopts plan with recommended amendments or other amendments as he/she desires.	No time frame
16. Printing of adopted plan.	3 weeks
17. Adopted plan distributed to stakeholders.	1 week
18. Plan implemented by District.	Plan generally operates for around 10 years
19. Amendment or replacement if necessary of adopted plan (generally following same process as above)	Times as above

Victoria

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Decision to prepare a management plan	1 month
2. Data gathering, issues identification.	1 month
3. Plan drafting internal agency review.	4 months
4. Public exhibition of draft plan, consultation	2 months
5. Revision of final draft	1 month
6. Approved plan	1 month
7. Implementation	5 years
8. Monitoring and evaluation	
9. Decision to review management plan	

Western Australia

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Liaison with Region and District re issues	
2. Liaison with other Government agencies	
2a Liaison with Local Authorities	
3. Field trips(s)	
4. Resource data collection, literature review	
5. Clarify issues and identify stakeholders	
6. Public participation	
7. Goals and issues to CALM corporate executive	
8. Goals and issues to NPNCA	
9. Prepare planning strategies/options	
10. Mapping requirements	
11. Issue papers to CE (optional)	
12. Issue papers to NPNCA (optional)	
13. Write draft plan	
14. Seek CALM specialist Branch comments:	
15. Submit plan to relevant Director(s)	
16. Submit to CE	
17. Submit to NPNCA	
Analysis of Public Submissions (APS)	
18. Acknowledge submissions	
19. Prepare analysis of public submissions	
Preparation of Final Management Plan	
20. Revise draft plan with public submissions	
21. Revise maps	
22. Seek specialist Branch comments	
24. Submit final plan and APS to Relevant Director(s)	
25. Submit final plan and APS to CE	
26. Submit final plan and APS to the NPNCA	
27. Submit to Local Government Authority	
28. Submit final plan and APS to FESA	
29. Submit final plan and APS to Director of Parks	

Commonwealth

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Director issues public notice of intention to prepare a plan and invites interested persons to make representations on the proposed plan	minimum period of one month for representations (but usually 60 days)
2. Draft plan is prepared	
3. Director issues public notice stating the plan is prepared and invites interested persons to make representations on the plan	minimum period of one month for representations (but usually 60 days)
4. Director to alter plan if appropriate	
5. Director submits plan to Minister, together with representations made on the plan and a report by the Director	
6. If required, dispute resolution mechanisms may be implemented where a Board of Management and the Director cannot agree either on submission of the plan to the Minister or on the contents of the plan	
7. Minister lays plan before Houses of Parliament	plan comes into effect if neither House passes a motion disallowing the plan within 20 sitting days
8. Minister issues public notice as soon as practicable after plan has come into effect	

Australian Capital Territory

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Identification of issues/objectives et. undertaken in consultation with community organisations and Departmental agencies through workshops or other means	
2. Draft distributed to Depts/Agencies	> 2 weeks for comments
3. Approval for public release required from Minister	
4. Draft available for public comment as notified in Gazette and local newspapers. Public inspection/available as notified in the Gazette and newspapers [s.200 (3) & (4)]	> 21 days
5. Draft considered by the Nature Conservation and Namadgi Sub-committee of the Ministerially appointed Environment Advisory Committee	
6. Issues and responses documents prepared	
7. Discussion with agencies/community as necessary. Task groups may be set up to deal with specific issues.	
8. Final Draft Plan distributed to agencies for final comments. Nature Conservation and Namadgi Sub-committee considers responses to the issues raised	2 weeks
9. Final Draft Plan prepared and sent to Minister for forwarding to ACT Assembly Standing Committee on Urban Services together with [s.202]: <ul style="list-style-type: none"> • a written report on the issues raised in written comments and the response provided (the Issues and Responses report); and • a written report about consultation with the public, other person or authority 	
10. Minister to send the Final Draft together with the reports listed above to the Standing Committee [s.203]	within 7 days

Australian Capital Territory (cont)

Stages in Plan Preparation	Indicative Time and Impacting Factors
11. Standing Committee meets to consider the Draft Final Plan and sends a report to the Minister. Committee invites govt. officials and representatives from community organisations to the meeting	
19. Standing Committee sends a report to Minister for consideration, who: <ul style="list-style-type: none"> • approves the Plan of Management as a disallowable instrument (see below); or • refers Draft Plan to Conservator for changes [s.204(b), s.205, s.206] 	no time limit for report
13. When necessary a response to the Standing Committee’s report is prepared and circulated to agencies	Depts given 2 weeks to comment on response
14. Response revised as necessary and sent to the ACT assembly for approval	
15. Plan comes into force after five ACT Assembly sitting days unless comments are received	
16. Gazetted in Public Gazette	
17. Plan printed and distributed	

Queensland

Steps in the management plan development process	Minimum timeframe for simple plans (Times could be doubled for more complex plans)
1. Propose advertising to formally commence planning process	Week 0
2. Minister approves advertising of intention to prepare draft plan	Week 2
3. Advertise intention to prepare draft plan and invite submissions	Week 4
4. Close of public submissions on intention to prepare draft plan	Week 10
5. Submissions analysed and sent (with recommendations) for consideration by Minister	Week 12
6. Minister approves recommendations in relation to preparation of draft plan	Week 14
7. Proposed draft plan text completed by Region and sent to text editing staff in Head Office	Week 18
8. Proposed draft plan text edited and returned to Region for checking	Week 20
9. Checked text returned for final edit	Week 22
10. Minister approves draft plan text for release	Week 24
11. Draft plan printed and advertised as available for comment	Week 26
12. Close of public submissions	Week 32
13. Submissions analysed and sent (with recommendations) for consideration by Minister	Week 34
14. Minister approves recommendations for final plan preparation	Week 36
15. Final plan prepared	Week 37
16. Final plan sent to printer	Week 38
17. Final plan printed	Week 39
18. Submission to Executive Council or Cabinet	Week 40
19. Anticipated Governor in Council approval	Week 44

Queensland (cont)

Steps in the management plan development process	Minimum timeframe for simple plans (Times could be doubled for more complex plans)
20. Plan implementation	As required
21. Plan review	Within 10 years of approval
22. Plan amendments/replacement	As required

Northern Territory

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Decision to prepare Plan of Management (POM)S18(1)	
2. Establish Planning Team and prepare project timetable	
3. Public notice seeking comment	
4. Planning Officer prepares draft after consultation	3-6 months
5. Draft approved by Planning Team and Regional Manager	approx. 1 month
6. Management Committee approval	approx. 1 month
7. Commission Board approval	approx. 1 month
8. Notify Minister re public comment period.	
9. Minister submits to Cabinet	
10. Cabinet approves draft and public comment	
11. Seek public comments in Gazette S18 (7)(b) Seek Gov agency comments	minimum 1 month
12. Consider & summarise comments S18(8) and S18(9)(b)	1 month
13. Alter POM if necessary S18(8) <ul style="list-style-type: none"> • Management Committee information paper – if substantive changes, Management Committee approval • Commission Board Information paper – Commission Board approval 	1 month
14. Submit to Minister – POM – Review of Submissions S18(9) – Executive Council submission – instrument	1 week
15. Administrator considers POM and alters S18(10) and prepares report S(18(11) or accepts and signs instrument S18(10)	3 weeks
16. ASAP Minister lays POM before Leg Assembly S19(1)	minimum 7 sitting days
17. POM comes into operation S19(3)	
18. ASAP Minister publishes notice in Gazette and newspapers s19(6)	
19. Copies available for inspection or purchase s19(6)	

South Australia

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Background information gathering and research	2 to 6 mths or more
2. Pre-planning public consultation; advertise for & review submissions	3 mths
3. Preparation of draft plan	2 to 3 mths or more
4. Internal review of draft plan by selected groups & individuals including Regional Consultative Committees	1 mth
5. Amend draft; printing, gazettal and advertise then release for public review for three months minimum	3 mths min - usually 4 to 5 mths
6. Collate public submissions, summarise and prepare departmental (and consultative committee) responses, forward with draft plan to Reserve Planning & Management Advisory Committee for consideration and advice and thence to SA National Parks & Wildlife Council - or Wilderness Advisory Committee (for Wilderness Areas).	3 mths
7. SANPW Council advises Minister of any proposed changes and recommends adoption	1 to 2 mths
8. Minister may ask for comment from Director NPW; then adopt plan, with or without alteration, or seek further advice from SANPW Council or WAC	
9. After ministerial approval, final editing and alterations made to plan; then printing, gazettal and advertising to inform public that the management plan has been adopted and is available	2 to 6 mths
10. Management plan is then the official guide for all actions that take place on the park	
11. Action plans are prepared and implemented to address day to day operations in more detail	
12. Monitoring and eventual review of management plan when circumstances change	up to 10 yrs or more

New Zealand

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Consultation with appropriate persons and organisations, Regional Councils, Territorial Authorities, and Iwi (Maori Tribal) authorities, and draft preparation by Director General.	
2. Draft Plan Release for public comment	minimum 40 working days
3. Submissions received public opinion ascertained	
4. Hearing by director – Generals’ representatives and Conservation Board of submitters that wished to be heard	
5. Summary of submissions/Draft Revision	within 8 months of draft release, unless Minister approves extension
6. Board approval refer back to Director General call up by Minister/NZ Conservation Authority.	within 6 months of Director General Referral
7. Public notice of approval under S 17 N, using omnibus s49 (1) process	
8. Conservation Board Implementation advice (S6M (c))	
9. Whole plan review S 17 H within 10 years following above process (S 17 F) (note ability to review in whole or part),	
10. Public notice of approval under S 17 N, using omnibus s 49 (1) process. Note 8 applies	
11. Plan Amendment S17 I (where plan objectives not altered). Note ability to amend under S 17 I (4) with no public notice where the	

Tasmania

Stages in Plan Preparation	Indicative Time and Impacting Factors
1. Annual planning program developed taking into account District, Program and Ministerial priorities	April – June each year
2. Annual planning program approved by Director	July each year
3. Decision to commence plan in accordance with approved program.	
4. Establish steering committee and work program	
5. Intention to prepare plan advertised in newspapers and letter sent to known stakeholders and neighbours inviting input	
6. Community consultation depending on the situation, may include ‘meet the planner’ days, meetings with interest groups, circulation of issue papers etc.	1 month
7. Write draft plan	3 months
8. Circulate draft plan within agency for comment	1 month
9. Brief National Parks and Wildlife Advisory Committee (NPWAC) on planning issues	Fit in with a scheduled meeting, may include field visit.
10. Revise draft plan and circulate to selected State agencies for comment	2 months
11. Minister releases draft plan for public and NPWAC comment	NPW Act requires a min 30 days but usually allow 60 days, advertised in 3 newspapers circulating in State
12. Comments analysed, further consultation as necessary, final plan prepared and forwarded to Minister together with schedule of comments and proposed responses	2-3 months
13. Minister approves plan	1 month
14. Governor approves plan	1 month
15. Plan gazetted	plan in force 7 days after gazettal except for any sections requiring approval of Parliament (see 16.)
16. In certain categories of reserve, approval of both Houses of State Parliament also required for any sections of plan allowing exercise of other statutory powers in the reserve	Depends on sitting times of houses.
17. Implementation	
18. Monitoring, evaluation and review	Plan period 10 years

APPENDIX 4

Management Plan Progress - March 2000

	No. of Reserves	Adopted Plans	No. of Exhibition Plans	No. of Reserve Plans over Next 3 years	Projected Total no. of Reserves with Plans 2003	% of Total Reserves with Adopted and Exhibited Plans March 2000
QLD **						
National Parks	213	44	6	60	110 (51%)	23%
other p.a.s	226	13	0	60	73 (32%)	6%
Total	439	57	6	120	183 (41%)	14%
WA						
National Parks	63	4	5	2	21(33%)	14%
Other p.a.s	1255	6	17	2	45 (4%)	2%
Total	1318	40	22	4	66 (5%)	5%
S.A.**						
National Parks	18	8	7	6	18 (100%)	83%
Other p.a.s	295	98	40	44	182 (62%)	47%
Total	313	106	47	50	203(65%)	48%
N.T.						
National Parks	16	8	1	7	16 (100%)	56%
Other p.a.s	53	29	5	18	52 (98%)	64%
Total	69*	37	6	26	68 (99%)	62%
NSW						
National Parks	145	49	20	46	116 (80%)	48%
Other p.a.s	352	69	13	65	147 (42%)	23%
Total	497	118	33	111	262 (53%)	30%
TAS						
National Parks	18	10	5	7	18 (100%)	83%
Other p.a.s	317	28	15	289	317 (100%)	14%
Total	335	38	20	296	335 (100%)	17%
VIC**						
National Parks	35	29	8		35(100%)	100%
Other p.a.s	56	35	17	1	53(94%)	92%
Total	91	64	25	1	88(97%)	98%
C'wealth						
National Parks	6	5	0	1	6(100%)	83%
Other p.a.s	12	9	3	0	12(100%)	100%
Total	18	14	3	0	18(100%)	94%
N.Z.**						
National Parks	13	13	13	13	13(100%)	100%
Other p.a.s	5000			35	35(100%)	rest covered by CMS
Total	5013					
ACT						
National Parks	1	1			1 (100%)	100%
Other p.a.s	6	4	1	1	6 (100%)	83%
Total	7	5	1	1	7 (100%)	85%

* Figure based on number of plans required for reserves not total number of reserves (several reserves are grouped to be covered by a single plan).

** Figures as of September 1998.

APPENDIX 5

Benchmarking Process Measures

Process measures are used to compare the process performance of different organisations.

Possible process measures were identified for the whole planning process as well as the main stages. Information was only available to use some of these measures (see * in the list below). However, the complete list is included here for future reference.

Whole Process

- area of protected area estate covered by management plans
- proportion of protected areas with approved management plans*
- time to complete management plans*
- cost to complete
- level of user satisfaction (staff* and stakeholders)
- level of contribution to conservation and protection of reserve values (conservation effectiveness)

Main Stages

1. *Decision to prepare management plan*
 - existence of planning targets, priorities and high level commitment*
2. *Data gathering, issues identification, consultation*
 - time
 - level of effective involvement of management staff
 - level of effective involvement of stakeholders, indigenous people
3. *Plan drafting*
 - time
 - clarity of definition of values and issues
 - identification of measurable desired outcomes of management
 - clarity of and justification for plan prescriptions
 - inclusion of monitoring program to provide a basis for evaluating management effectiveness
 - degree to which plan is user-friendly
4. *Public exhibition of draft plan*
 - time*
 - level of involvement of stakeholders, indigenous people
 - ease of input for the community
5. *Revision of final plan/ 6. Approved Plan*
 - level of feedback to the community

- clarity/transparency of reasons for amendment from draft

7. *Implementation*

- existence of formal internal mechanisms to incorporate plan prescriptions into budget planning and operational programs*
- degree to which plan priorities are translated into work programs
- level of community support for the plan

8. *Monitoring and evaluation* / 9. *Plan review*

- ability to report regularly on how much of a plan has been implemented (action evaluation) and whether a plan is achieving the objectives of management for a reserve (outcomes evaluation)

APPENDIX 6

Estimates of Management Plan Costs (September 1998)

The cost of plan preparation varies widely depending on the complexity of the reserve. Most agencies have estimates of the range of direct costs, such as printing, advertising and planner's time involved in planning projects. No accurate information on the full costs of a range of plans was readily available.

Estimates included:

- \$ 40 000 based on staff time, printing and advertising for a typical plan (NSW)
- \$ 10 000 for small state park to \$ 85 000 for one icon national park – payments to contractors - does not include direct and indirect costs to agency in managing projects, reviewing plans and approvals process (Vic)
- \$ 14 000 - \$ 37 000 for typical plan – does not include costs of other staff in supervision, review and approval (Qld)
- \$ 25 000 for a small plan, \$ 80 000 for a large and complex plan (NT)
- \$ 35 000 for mid range reserve – does not include office overheads, admin assistance or other staff time in supervision, review etc. (Tas)
- \$ NZ 70 000 each for Mt Cook and Westland NP plans – drafting costs only. Full cost to complete NP plan approx \$NZ 120 000-130 000, of which ~ \$ 30 000 operating, the rest staff time. (NZ)

Information on total expenditure on protected area planning by agencies is not readily available. However, if specifications for the information required were provided, estimates could be made.

APPENDIX 7

Management Plan users' feedback

Feedback from a range of users (including rangers, district and regional managers, advisory council/board members) from several agencies was sought as some measure of the effectiveness and usefulness of current management planning processes and products.

Good practices identified by plan users include:

- detailed community consultation throughout the planning process
- resource surveys prior to management planning commencing
- involvement of Friends and volunteers in the planning process
- the availability an expert review committee to give final comment
- availability of a guide for plan writers
- consistency in the coordination of planning
- identification of the financial implications of plans
- priorities and specific actions identified – ‘so not wishy washy’ plans
- management plans make managers learn about their resource and make decisions about management
- use of specialists
- good resource information
- ongoing monitoring
- easy to follow format
- full input by field managers/operational staff
- Iwi consultation
- sign off by local managers
- level of prescription vs guidance
- good quality control over finished plan
- Regional and District Managers, senior staff and advisory committee members

Management plan users identified the following areas for improvement:

- pre-planning process
- more involvement of scientific officers in developing longer term strategies
- should be sign off of funding package with each plan approval
- time to prepare plans too long
- more training needed
- community consultation varies in success depending on methodology used.
- quicker approval process
- update plans on a regular basis
- more prescriptive, give guidance to staff

- information on effects on values and ways to remedy/avoid them
- cost of plans
- staff awareness of plans – danger of being ignored
- lack of sharing of systems approach, don't know if nationally consistent e.g. in how public input is incorporated
- give higher priority for planning
- everything except public consultation
- monitoring of implementation

and finally

“Forget the plans. Work on the process....”

APPENDIX 8

Examples of ‘Good Practices’

For agencies to consider in appropriate circumstances.

1. Kakadu management plan plain English (ANPWS)
2. Public consultation check list, guide to running a steering committee (NSW)
3. Submission database (NZ)
4. VISA workshop guide (SA)
5. Submission guide for draft plans (WA)
6. Monitoring and evaluation framework (Tas)
7. Guide to the planning process for the public (Qld)
8. Planning manuals/templates (Vic, NSW, Qld)
9. Financial impact statement (NSW)
10. Mid term reviews of plans (NT, WA)
11. Broad-scale planning tools (NZ CMS, NT Masterplan, Tas Land Management Zoning System).

These documents will be made available in electronic form, on the ANZECC web site. Additional documents can be added as they become available and if necessary, some deleted making a readily accessible, up-to-date “good practices” reference point for managers and planners.