Publicly owned protected areas have long been the cornerstone of biodiversity conservation in NSW. The NSW terrestrial reserve system consists of 800 protected areas, covering an area of 6.7 million hectares, or over 8.4% of the total land area of NSW. The NSW marine reserve system consists of six multiple-use marine parks and numerous smaller reserves covering 345,000 hectares or approximately 34% of NSW marine jurisdiction.

This E-Brief outlines the evolution of the reserve system in NSW since its inception in the 1800s. It also provides an overview of several issues arising from recent legislation affecting the reserve system:

- tourism;
- hunting on national park estate;
- and
- the moratorium on the establishment of marine parks.

**History of the reserve system in NSW**

NSW has a long history of protected areas. Jenolan Caves was the first protected area in NSW, dedicated as a reserve in 1866. In 1879, Sydney’s Royal National Park was established as Australia’s first national park and the second national park in the world.

It was established principally as a recreational reserve, to be used for purposes such as ornamental gardens, cricket, racecourses and artillery ranges. Mining and quarrying activities were permitted within the park.

In 1894, Ku-ring-gai Chase National Park was reserved. It was the first reserve to be established primarily for nature conservation. Over the following two decades, several other reserves were created providing the foundations of the NSW terrestrial reserve system.

The reserve system was largely neglected over the subsequent two decades until 1932 when a coalition of bushwalkers raised funds to purchase what was known as the Blue Gum Forest in the Blue Mountains. The Blue Gum Forest was immediately transferred into public ownership and reserved for public recreation. In the same year, the National Parks and Primitive Areas Council was formed as a non-government body to initiate proposals for the reserve system and to act as a reserve design and steering group. This generated a greater interest in the reserve system and resulted in a number of significant additions in the 1930s and 1940s, including Garawarra State Park, New England National Park, Morton...
National Park and the first ‘primitive reserve’ (akin to a wilderness area), Tallowa Primitive Reserve in the Southern Highlands.

In 1944, Kosciusko State Park was reserved. It covered an area of over 500 000 hectares and has subsequently increased in size to 670 000 hectares. The reservation of Kosciusko was particularly significant in that it was the first park to be permanently reserved, meaning it could only be revoked by an Act of Parliament. All other existing reserves could be revoked by administrative order, a situation which existed until 1967.

In 1948 the Fauna Protection Act was enacted which enabled the establishment of fauna protection reserves. The first fauna reserve was dedicated in 1954 over Cabbage Tree Island, off the coast of Port Stephens.

By 1967, 3 000 square miles of land, or approximately 0.9% of the State’s land area, were contained within the reserve system.

The National Parks and Wildlife Act 1967 was the first systematic attempt to create a system of national parks, state parks and nature reserves in NSW, and the first legislation of its kind in Australia. The Act provided for the permanent protection, as national parks or state parks, of spacious areas with unique or outstanding scenery or natural features. The Act ‘constituted’ 11 national parks and 8 state parks, the vast bulk of which were created from existing reserves. This included the first national park to be declared in the western division of NSW, the Kinchega National Park. However, the Act also led to approximately 120 000 acres being removed from national park estate and transferred to forestry operations.

The 1967 Act established the National Parks and Wildlife Service (NPWS) as the body to oversee the management of these reserves. The NPWS assumed management control of Kosciusko, Ku-ring-gai Chase and Royal National Parks immediately, and over the following decade, progressively took control of the remaining parks from their managing trusts. The Act was also significant in amalgamating the responsibility for reserves, flora and fauna into the one specialist organisation.

The reservation of land as a national or state park under the Act did not revoke existing leases and licences, including mining leases. This generated tension between conservation interests and mining in the reserve system. Two reserves where there was significant tension were Myall Lakes National Park, where large-scale sand mining was permitted, and Bungonia Gorge Reserve where a portion of the reserve was revoked to facilitate sand mining.

In 1969, the National Parks and Wildlife (Amendment) Act was passed which established a number of new parks and introduced provisions for the conservation of Aboriginal cultural heritage.

In 1972, Bouddi State Park was converted to Bouddi National Park and became the first national park to include a marine component.

In 1974, a new National Parks and Wildlife Act 1974 (NP&W Act) was introduced, primarily to consolidate the existing National Parks and Wildlife Act 1967 with several other statutes relating to the protection of flora and
fauna. The key relevant changes were that the 1974 Act enabled the establishment of Aboriginal protected areas and wilderness areas. The Act also incorporated protection for Aboriginal cultural heritage and flora and fauna.

During the late 1970s and the 1980s there was a significant expansion in the reserve system, with the national park estate increasing by 100%. Large rainforest national parks were established, including Barrington Tops, Border Ranges and Washpool National Parks.\textsuperscript{11}

In 1976 the first Aboriginal place was gazetted in Wallaga Lake on the South Coast of NSW.

In 1977, sand mining was banned in coastal national parks, resolving an issue of significant conflict.

In 1980, the management of 15 state recreation areas was transferred from the Department of Lands to NPWS. In 1983, the NP&W Act was amended to officially recognise state recreation areas as a land tenure under the reserve system.

In 1987, Parliament passed the \textit{Wilderness Act}. Yengo National Park became the first park to protect a wilderness area the following year. This was quickly followed by the Deua, Wadbilliga and Wollemi National Parks, which all protect large tracts of wilderness.

In the late 1980s – early 1990s, 16 new national parks were created, including Jervis Bay and the Gardens of Stone National Parks, and a total of 50 new reserves were added to the reserve system.\textsuperscript{12}

In 1995 the Carr Labor Government was elected on a nature conservation policy committed to the significant expansion of the terrestrial reserve system and the establishment of a system of marine parks.

In the period from 1995 to today, 472 reserves, totalling 2.7 million hectares, have been added to the reserve system.\textsuperscript{13}

In 1997 the \textit{Marine Parks Act} was passed, enabling multiple use marine parks to be established in NSW coastal waters. In 1998, the Jervis Bay and Solitary Islands Marine Parks were the first marine parks to be declared in NSW.

In 1998 the Mutawintji National Park and nature reserve was the first reserve to be handed back to the traditional owners. The reserve has subsequently been leased back to the NPWS.

In 2005, a new reserve type, community conservation area, was created with the gazettal of the Brigalow and Nandewar Community Conservation Area.

This year, the terrestrial reserve system reached a significant milestone with the dedication of the 800th reserve in NSW, the Capertree National Park.\textsuperscript{14}

\textbf{Current Issues}

A significant number of proposed laws concerning the NSW reserve system have recently been introduced into Parliament. This discussion focuses on three key issues arising from this legislation:

- tourism in national parks;
- the proposal to allow hunting on national park estate; and
- the proposed moratorium on the
establishment of marine parks.

Tourism

Recreational use has been an object of the reserve system since the establishment of the Royal National Park in 1879. In recent years there has been a focus on encouraging visitation and tourism in the reserve system, evidenced by the State Plan target to increase the visitation to NSW parks and reserves by 20% by 2016. In 2006, the NPWS produced the Living Parks sustainable visitation strategy to provide an ecotourism plan for the NSW reserve system. Most recently, the National Parks and Wildlife Amendment (Visitors and Tourists) Act 2010 (the Amendment Act) was enacted to enhance opportunities for sustainable tourism in national parks. The Amendment Act is yet to come into force, but has provoked concern that the conservation objectives of the reserve system may be compromised for the sake of tourism.

The existing NP&W Act facilitates visitor and tourism opportunities. The Minister can grant licences or leases over reserved land for the purpose of providing accommodation or other facilities and amenities for visitors and tourists. Approximately two thousand leases, licences and easements have been granted over reserved lands and over 200 licensed commercial ventures operate in the reserve system. The NSW reserve system has generally experienced low impact, minor tourist development.

In May 2008, the NSW Government established the Taskforce on Tourism and National Parks to advise on practical methods to achieve the State Plan target of increasing visitation to the reserve system. The Taskforce was required to:

- examine and report on opportunities for an enhanced level of sustainable tourism in NSW parks and reserves compatible with the conservation of the natural and cultural heritage values of these areas.

The Taskforce released a final report in November 2008, which included a series of 20 recommendations to enhance tourism opportunities in the reserve system. The report was adopted by the Government. The Taskforce reported that in its current form, the provisions of the NP&W Act in relation to the granting of leases or licences over reserved land are complex and ambiguous, lacking clear detail on what is permitted within the reserve system.

The main object of the National Parks and Wildlife Amendment (Visitors and Tourists) Act 2010 was to contribute towards the implementation of the Taskforce recommendations. Supported by the Government and Opposition, it passed through Parliament with only one amendment. The 2010 Amendment Act has not yet been proclaimed to commence.

The object of the Amendment Act is to alter the National Parks and Wildlife Act to:

- Provide for opportunities for sustainable tourist use;
- Clarify and rationalise the provisions of the Act relating to leasing and licensing;
- Enable certain commercial tourist activities to be undertaken in wilderness areas; and
- Re-categorise certain reserved land to better reflect their existing usage.
The Minister for Climate Change and the Environment stated that the Amendment Act:

...seeks to get the balance right between conservation and connecting people with nature...20

According to the Minister, the Amendment Act does not broaden the purposes for which leases or licences can be granted by the Minister. Rather, it provides greater clarification and certainty on permissible facilities and activities, which was lacking in the previous legislation.21

The Amendment Act establishes that the Minister may only grant a lease or licence over reserved land, where the Minister is satisfied that:

- The purpose for which the lease or licence is granted is compatible with the natural and cultural values of the land and any reserved land in the vicinity;
- The lease or licence provides for the sustainable and efficient use of natural resources, energy and water; and
- Any new or modified structures are of an appropriate built form and scale, including bulk, height, footprint, setbacks and density.

The Amendment Act requires the Director General of DECCW to adopt sustainability assessment criteria to establish how these requirements are satisfied. It is also a requirement of the Amendment Act that any leasing or licensing proposal gives effect to the objects of the NP&W Act and is consistent with the management principles for the reserve category. Any new facilities or activities must also be in accordance with the Plan of Management for the reserve.22 The Government has stated that these provisions provide greater safeguards for the reserve system and will prevent large, resort style development.23

The argument that the Amendment Act does not broaden the purposes for which leases and licences may be granted over reserved land, or compromise the conservation objective of national parks, was supported by legal advice the Government tabled in Parliament. This stated:

The amendments proposed by the bill would clarify but not broaden in any significant way the range of purposes for which leases and licences may be granted in national parks.

The amendments would strengthen the environmental controls and checks and balances in the Act on the environmental impact of developments in national parks.

They would better secure the protection of the natural and cultural values of national parks than the admittedly already considerable protection given by the Act.24

The Amendment Act has also been described by the Government as increasing transparency and accountability. Whereas under the NP&W Act, as currently in force, only leases in ski resort areas are required to be publicly advertised, the Amendment Act would require public advertisement of all leases involving new purposes, new buildings or significant modifications to existing buildings.25 Under the Amendment Act all leases for new facilities or significant modifications to existing buildings must also be referred to the advisory council for the reserve in which the lease is proposed.26 The Minister has further committed to referring all major lease renewals, as well as leases that involve substantial
infrastructure and are for a term greater than ten years, to the relevant advisory council.\(^{27}\)

The NP&W Act, as currently in force, explicitly precludes any commercial activities from being undertaken in wilderness areas. The Amendment Act would change this, permitting licensed commercial tour operators to provide guided small group tours in wilderness areas, incorporating activities such as bushwalking, canyoning, cross country skiing and canoeing.\(^{28}\) The stated aim of this amendment is to improve equity of access for, and safety of, individuals in wilderness areas. The Government has stated that these provisions will only permit the same types of activities that are currently permissible on a self-reliant basis, and accordingly they will have no greater impact on wilderness areas than existing non-commercial activities.\(^{29}\)

The Taskforce recommendations and the Amendment Act have been controversial, generating criticism from numerous conservation groups and the NSW Greens. Conservation groups have commissioned their own legal advice on the outcomes of the Amendment Act. This advice argues that whilst the NP&W Act, as currently in force, gives the Minister the power to grant leases or licences over reserved lands: the exercise of this power has been strictly confined by the Courts to purposes which promote or are ancillary to the promotion of the purposes for which National Parks and other conservation reserves have been created.\(^{30}\)

Following release in draft exposure form, the Amendment Act was altered to more closely refine the purposes for which a lease or licence may be granted. However, conservation groups still maintain that the Amendment Act provides greater scope for development in reserves than the narrow approach adopted by the courts under the NP&W Act as currently in force. They also argue that the Amendment Act places significant discretionary power in the Minister to determine whether a lease or licence should be granted. The amendments enabling certain commercial activities within wilderness areas have also been strongly criticised by conservation groups as inappropriate for encouraging increased human impact on wilderness areas. However, the Amendment Act does not remove the right for objectors to legally challenge the granting of a lease or licence over reserved lands.\(^{31}\)

**Hunting**

In June 2009, the Game and Feral Animal Control Amendment Bill was introduced into the Legislative Council, a Private Member’s Bill sponsored by Robert Brown MLC of the NSW Shooters Party.\(^{32}\) The Bill would amend the *Game and Feral Animal Control Act 2002*. The key objects of the Bill are to:

- Enable the Environment Minister\(^{33}\) to allow hunting of game animals in national park estate by licensed game hunters;
- Expand the list of game animals that may be hunted to include native animals;
- Provide for the operation of private game reserves; and
- Create a new offence of approaching or interfering with someone lawfully hunting.

This discussion focuses on the first two objects of the Bill, as they are the most relevant to the NSW reserve...
system. Under the existing Game and Feral Animal Control Act 2002, a declaration can be made permitting hunting on specified public land. In its current form, the definition of public land explicitly excludes national park estate. The Bill proposes to remove the exemption for national park estate, which would enable the Minister responsible for national parks to declare that hunting was permissible on specified national park estate.

The Bill also proposes to expand the list of game animals that may be hunted to include native animals. The Minister administering the NP&W Act must be consulted prior to native animals being added to this list and the Bill explicitly prevents native animals that are, or are part of, a threatened species, population or ecological community from being added to the list of game animals.

The Second Reading speech explains that the Bill is based on the recommendations of the statutory review into the Game and Feral Animal Control Act 2002 which was undertaken by NSW Industry and Investment and the Game Council. The rationale for the Bill, as outlined in the objects clause, is to:

- Provide for the effective management of introduced species of game animals, and
- Promote responsible and orderly hunting of those game animals on public and private land and of certain pest animals on public land.

The Second Reading speech for the Bill stated that recreational ‘conservation’ hunting makes a valuable contribution to feral animal control:

Since the start of licensed hunting on declared public land in March 2006, more than 20,000 feral animals have been removed from our State forests, by any calculation a huge contribution to conservation in New South Wales.

The Second Reading speech for the Bill highlighted the ecological and financial costs of feral animals and outlined a system for the hunting of native animals.

The Bill has been widely criticised by conservation groups, which argue that:

- Studies indicate that professional, targeted feral animal control is much more successful than recreational hunting;
- Game Council data indicates that the kill rate of feral animals by recreational hunters is very low (less than two feral animals per licensed hunter and less than one animal per hunting day in 2007-2008);
- Recreational hunters have a vested interest in retaining a sustainable population of feral animals to facilitate future hunting;
- Feral animal populations were, in some instances, established by hunters to facilitate hunting;
- There are safety issues associated with hunting in national parks and hunting conflicts with other recreational uses.

The Bill has yet to be debated in the Legislative Council. The Government has announced that it does not support it. The Coalition’s stated position is that it is strongly opposed to recreational hunting of native species in national parks. However it does not oppose recreational hunting of feral animals in national park estate.

The NSW Greens are opposed to the Bill. In June 2010, the Game and Feral
Animal Control Repeal Bill 2010 was introduced in the Legislative Council as a Private Member’s Bill sponsored by Lee Rhiannon MLC of the NSW Greens. The Bill aims to:

- Repeal the *Game and Feral Animal Control Act 2002*;
- Abolish the Game Council; and
- Prohibit hunting for sporting or recreational purposes on national park estate, as well as crown land and state forests where hunting can currently be permitted.

The Bill has not yet been debated in Parliament.

**Moratorium on Marine Parks**

In 1998, Australian governments agreed to establish a national representative system of marine protected areas in Commonwealth, State and Territory waters. This is intended to fulfil Australia’s obligations as a signatory to the Convention on Biological Diversity and contribute to the development of a global representative system of marine protected areas. All Australian states and the Northern Territory have established a network of marine protected areas, with marine parks as a central component.

There are currently six marine parks in NSW waters, covering an extent of 345 000 hectares or 34% of waters within NSW jurisdiction. sanctuary zones, in which fishing is completely prohibited, make up 18% of marine parks, or 6.5% of total NSW marine jurisdiction. The remaining 82% of marine parks allow for recreational fishing and varying levels of commercial fishing.

In June this year, the Marine Parks (Amendment) Moratorium Bill was introduced in the Legislative Council as a Private Member’s Bill sponsored by Robert Brown MLC of the NSW Shooters Party. The Bill proposes to amend the *Marine Parks Act 1997* to impose a five year moratorium on the declaration of additional marine parks and the expansion of sanctuary zones within marine parks.

According to the Second Reading speech for the Bill:

This bill will allow the incumbent Government and an incoming government to undertake the necessary work to assess existing marine parks in accordance with the recommendations of the Government’s own scientific panel. The bill will also allow for the completion of the select committee inquiry into recreational fishing and time for the Government to assess any recommendations that flow from that inquiry.

In the debate on the Bill in the Legislative Council, the Government representative stated:

As the Government has made it clear that it has no intentions to establish additional marine parks at this time, we do not oppose the Marine Parks Amendment (Moratorium) Bill 2010. However, the Government does intend to move amendments to the bill to ensure that the moratorium excludes any changes to the zoning plans for Solitary Islands and Jervis Bay marine parks, including any increases in sanctuary zones that may result following consideration of public comment on proposed amendments to the zoning plans for these two marine parks.

The Government’s amendments would exclude the current zoning plan reviews for Solitary Islands and Jervis
Bay marine parks from the operation of the Bill, allowing the proposed expansion in the sanctuary zone of the Solitary Islands marine park.

However, the zoning plan for the Lord Howe Island Marine Park is also currently under review and the zoning plans for the remaining three marine parks will be due for statutory review in the five year moratorium period, thereby precluding any expansion of the sanctuary zones of these parks as a result of the zoning plan reviews.

Further debate on the Bill has been adjourned until late August.

Speaking in September 2009 on a related issue, Duncan Gay MLC, Deputy Leader of the Opposition in the Legislative Council, said:

I recently launched an online petition campaign calling for a moratorium on the creation of any new marine parks in New South Wales until there is proper science in place.46

For their part, the NSW Greens oppose the Bill, as do conservation groups. An alliance of 38 conservation organisations issued a media release stating:

The overwhelming scientific evidence shows marine parks and their sanctuary zones provide vital protection for aquatic habitats and marine life, including rare and threatened species. They help maintain or increase the number and size of fish populations; build resilience into ecosystems so they can cope with human impacts such as climate changes; and contribute financial and tourism benefits to local communities.

Leading scientific and conservation organisations, including the Australian Marine Sciences Association and the International Union for the Conservation of Nature, have called for an expansion of marine parks as the best way for fish stocks and marine ecosystems to survive and thrive.

2010 is the International Year of Biodiversity. One of the issues raised by this Bill is whether a moratorium of the kind proposed could be reconciled with NSW obligations at a national and international level to establish a representative system of marine protected areas to conserve marine biodiversity.

Conclusion

Publicly owned protected areas have long been the cornerstone of terrestrial biodiversity conservation in NSW. Marine protected areas are a much more recent phenomenon, but are widely recognised as an integral part of marine biodiversity conservation.

The NSW reserve system has been the focus of significant recent legislation, resulting in much community and political debate about the purpose and the future of the reserve system.

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2 It was originally dedicated as the Fish River Caves Reserve and renamed Jenolan Caves Reserve in 1884.
3 The Royal National Park was originally named the National Park. It was renamed the Royal National Park in 1955 to commemorate the 1954 Royal visit.
4 This is now part of the Morton National Park.
This followed on from the establishment of the Snowy Mountains National Chase, an area of 160 square kilometres centred on Mount Kosciusko, which was reserved in 1906 for public recreation and the preservation of game.


Warrumbungle National Park was the final park to be handed to the NPWS for management in 1978.

Ministerial approval was required for renewal or extension of a lease or licence.


Section 151, NP&W Act 1974.


Excluding the ski resort areas which are a special case governed by a specific SEPP, the State Environmental Planning Policy (Kosciusko National Park – Alpine Resorts) 2007.


The Amendment was a Government amendment, based on the recommendation of conservation groups, introducing a five year sunset clause in relation to the granting of leases and licences for commercial activities in wilderness areas.


The Shooters Party is officially known as the Shooters and Fishers Party following the NSW Electoral Commission approving the name change in July 2010.

The Explanatory Notes to the Bill refer to the Minister responsible for national park estate land, currently the Minister for Climate Change and the Environment.

Section 20 Game and Feral Animal Control Act 2002.

The Bill proposes that 11 native ducks; 2 native quails; 10 other native birds and four types of kangaroos are included on the list of game animals.


The Solitary Islands Marine Park and the Jervis Bay Marine Park zoning plans are currently under review. This review has recommended an increase in the size of the sanctuary zone in the Solitary Islands Marine Park from 12% to 20% of the marine park.

