

APPENDIX III

PROTOCOL FOR COMMUNITY ENGAGEMENT TO DEVELOP THE DRAFT WESTERN AUSTRALIAN RANGELANDS NATURAL RESOURCE MANAGEMENT STRATEGY



January 2005

REGIONAL OVERVIEW

Introduction

The rangelands natural resource management (NRM) strategy describes priority natural resource assets and targets generated in the four sub-regions of the Kimberley, Pilbara, Gascoyne-Murchison and Goldfields-Nullarbor.

Community engagement processes used in each sub-region to derive this information have evolved somewhat differently, but have been, and will continue to be consistent with the Protocol for Community Engagement, provided at Attachment Four of the Bilateral Agreement to deliver the extension of NHT. As such every effort is being made throughout the rangelands to meet the Protocol's requirement to include:

- local government; State and Commonwealth agencies; indigenous communities; key industry, environmental and community development groups; relevant NRM community groups; and the relevant academic/ scientific community.

The specific engagement processes being utilised in the sub-regions are outlined further in this document. However by way of introduction to community engagement at a regional level, a summary follows of the:

- region's key stakeholders;
- particular challenges for community engagement in the region;
- major engagement mechanisms used with these stakeholders; and
- the Rangelands NRM Coordinating Group's commitments to on-going community engagement throughout the region.

Key Rangelands Stakeholders

The rangelands occupies almost 90 per cent of Western Australia's landmass and 75 per cent of its coastline, and consequently includes an enormously diverse range of communities and stakeholders. However, some "key" stakeholder groups can be broadly defined which have been the targets of engagement processes throughout the region.

Local Government

In the rangelands there are:

- four local government authorities in the Kimberley;
- four in the Pilbara;
- nine in the Goldfields-Nullarbor;
- and nine whole and six part local government authorities in the Gascoyne-Murchison.

Local government has been consulted generally in Western Australia on NRM through a survey to all local councils seeking specific input on their awareness of NRM, current NRM activities and involvement in regional planning processes. The response rate from the rangelands' local councils was relatively low and this presents a particular challenge for the Rangelands NRM Coordinating Group to improve the involvement of local councils in NRM in the future.

However, local government is being engaged specifically within each sub-region, primarily at an institutional level with local council members represented on sub-regional NRM groups. In addition, Sub-regional Strategists and Facilitators have taken opportunities to brief local councils and local government zone meetings on the regional planning process and NRM more generally.

The Rangelands NRM Coordinating Group also has a unique, institutional link to local government through its Chair, who is also the President of the Western Australian Local Government Association (WALGA).

Within Western Australia there are a number of local government NRM support officers, which rangelands NRM staff are working with in developing engagement process with local councils in the sub-regions.

State Government

There are a number of key State Government agencies involved in, and supporting the NRM planning process in the rangelands. These agencies are represented on the Rangelands NRM Coordinating Group, Technical Working Group and sub-regional NRM groups. They include the Departments of:

- Conservation and Land Management (lead State agency for the rangelands);
- Agriculture;
- Environment;
- Planning and Infrastructure;
- Fisheries; and
- Indigenous Affairs.

As well as being key sources of technical information for the strategy, these agencies have often taken a leading role in supporting community engagement processes in the rangelands. State agencies have also hosted a number of strategist and facilitator positions, which have driven community engagement processes.

Whilst State agencies are supporting engagement processes, they are also being engaged by sub-regional groups to provide input on the State Government's priorities and targets for NRM in the region.

Indigenous Stakeholders

Engagement with Indigenous land managers has been more successful in some sub-regions than others, but is at least beginning to occur at an institutional level within each sub-region. Indigenous representatives sit on each of the sub-regional NRM groups throughout the region, and an Indigenous representative sits on the Rangelands NRM Coordinating Group.

Whilst it would be fair to say that Indigenous engagement has not been sufficient to date in the rangelands, there have been a number of workshops in particular sub-regions focused on engaging Indigenous stakeholders in NRM, particularly the Kimberley and Pilbara. These are explained in detail later in the document.

As a generalisation, Indigenous engagement is acknowledged by the Coordinating Group and the sub-regional NRM groups as a priority for future community engagement in the rangelands.

Pastoral

Pastoral land management is the most geographically significant industry within the rangelands, with approximately 450 pastoral stations covering 98 million hectares from the Kimberley in the north to the Great Australian Bight in the south. As a result pastoralists are a key stakeholder group for engagement and consultation and have been consulted on a sub-regional basis and via the industry's peak body, the Pastoralists and Graziers Association (PGA).

Within each sub-region pastoralists are being consulted through groups such as land conservation district committees (LCDCs), local zone meetings of the PGA and at meetings of Zone Control Authorities (ZCAs), which coordinate biosecurity action on pastoral land.

In addition, the Northern and Southern Rangelands National Landcare Program (NLP) Coordinators are hosted by the PGA and are supporting pastoral input into the rangelands NRM strategy.

Conservation and Biodiversity

There is a broad range of community groups involved in conservation and biodiversity in the rangelands, which are largely being consulted at sub-regional levels. They range from local scale environment groups to larger organisations such as the Community Consultative and Scientific Advisory Committees for the Shark Bay World Heritage Area.

Fishing and Aquaculture

This stakeholder group comprises the commercial, aquaculture and recreational sectors.

The fishing and aquaculture industries are being engaged throughout the region as an important, relatively new stakeholder group, given the requirement to address coastal and marine issues in the accredited strategy. As with other stakeholder groups, the industry has been better engaged in some sub-regions than others and will be the focus of on-going engagement processes.

The commercial fishing sector has been engaged at peak body level through the Western Australian Fishing Industry Council (WAFIC). The aquaculture sector has been engaged through the two peak bodies; the Aquaculture Council of Western Australia (ACWA) and the Pearl Producers Association (PPA).

The recreational fishing sector has been consulted through RecFish West and the Regional Recreational Fishing Advisory Council (RRFAC). Additionally fishing and aquaculture industry representatives sit on sub-regional NRM groups and various reference and focus groups.

Mining

The mining industry is a particularly important stakeholder in all of the rangelands' sub-regions, particularly the mineral rich Pilbara and in the Goldfields-Nullarbor sub-regions where it impacts on significant areas of those sub-regions, and contributes very significantly to their economies.

In fact mining in the Pilbara is a significant contributor to the entire country's economic well-being.

Mining perhaps occupies less geographic area in the Kimberley and Gascoyne-Murchison sub-regions, but is still a significant contributor to their economies.

The mining industry also has significant expertise and potential financial resources to invest in NRM in the rangelands.

Tourism

Tourism is emerging as an important industry throughout the rangelands and its impact has significant implications for NRM, particularly for sensitive coastal and marine areas. Sub-regional NRM groups are engaging with individual tourism operators and associations, and with the State's peak body, the Western Australian Tourism Commission.

Horticulture

Horticultural land use occurs in specific locations at Carnarvon in the Gascoyne and in the Ord Irrigation Area in the Kimberley. As a result the horticulture industry has been targeted as a key stakeholder group in each of these sub-regions.

Challenges for Community Engagement

The nature of Western Australia's rangelands presents some particular challenges for engaging with stakeholders on NRM. Probably most obviously is the tyranny of distance and isolation in a region that comprises almost 90 per cent of the State and includes 75 per cent of its coastline, but has low, sparsely distributed communities. Community engagement under these circumstances becomes very resource hungry in relation to time and finances, and consequently there is a limit to the level of engagement that can be achieved. For example, with very remote communities such as Indigenous communities in the central desert areas, and North Kimberley coast.

The challenges related to distance and isolation also mean there is a fairly low level of awareness of NRM in many parts of the region. This presents a further challenge for community engagement as many stakeholders do not immediately have the capacity to provide input into strategy development processes. As a result the Rangelands NRM Coordinating Group and its staff have had to focus on awareness raising in many areas to bring stakeholders up to a point where they can provide meaningful input on the targets based approach of the strategy.

This has also been compounded by stakeholders essentially needing to learn a new "landcare language", which has a strong focus on priorities, targets and monitoring and evaluation. This is quite different to the language that many rangelands stakeholders have previously been familiar with in relation to NRM.

A further challenge facing the Rangelands NRM Coordinating Group in developing the strategy and engaging with stakeholders has been the very short timeframes in which to achieve accreditation. Whilst the Group appreciates the need to meet the tight deadlines for strategy development, this has meant that community engagement in some areas has not been adequate. However, the Coordinating Group is committed to on-going engagement in these

areas post-accreditation to improve community capacity for the broad range of the region's stakeholders.

As a generalisation there are some stakeholder groups that could be said to have been poorly engaged to date in the development of the rangelands NRM strategy. However, as stated above the Group is committed to addressing these inadequacies and ensuring that these groups are engaged into the future. Of particular note is the relatively low level of engagement that has been possible with indigenous communities, which are very often remote and unfamiliar with NRM planning processes. In addition, local government is probably another stakeholder group that requires particular attention post-accreditation.

Major Engagement Mechanisms

Engagement mechanisms have largely been determined by the extent to which stakeholders are already involved in NRM and understand it, and the time the Coordinating Group has had available to engage with them. This has keenly focused the Group's decision making on levels of engagement with stakeholder groups and types of engagement with them. By way of example, key considerations have been:

- should engagement occur simply at a peak body level, or is a more comprehensive level of engagement possible; and in turn
- should engagement be focused on awareness raising or on a genuine attempt to involve and empower stakeholders?

Therefore engagement mechanisms have ranged in focus from:

1. structured workshops seeking specific input from stakeholders on NRM assets and targets, and in turn seeking their commitment to working in partnership on addressing these; to
2. brochures and information packages providing general awareness raising about NRM and its regional delivery in the rangelands.

The levels and types of engagement considered throughout the region are summarised at Attachment One.

Communications Consultant

To assist the Coordinating Group with broadscale communications and awareness raising, a communications consultant has been appointed by the Coordinating Group on a contract basis for the period leading up to accreditation. The consultant will primarily adopt a whole-of-rangelands focus, but is also assisting with sub-regional communications and media support.

The consultants developed a broad "media and communications strategy", which will form the basis of communications activities up to accreditation.

Major communications tasks include:

- preparing and distributing NRM stories for the media;
- preparing a rangelands NRM promotional flyer;
- preparing and distributing advertisements on specific rangelands NRM events and activities;
- preparing templates and tools to assist Sub-regional Strategists and Facilitators with media and communications;

- assisting with development of rangelands NRM posters and other promotional material; and
- providing material for a rangelands NRM website, which is currently being developed.

Website

The Rangelands NRM Coordinating Group has launched a website to highlight its activities and the planning process that it is undertaking, and opportunities for stakeholders to be involved. Whilst the website in the early stages of its development, it will become an important tool in raising awareness about NRM and engaging with stakeholders on a remote basis.

The website will be a particularly important tool during the formal, six-week community consultation period for providing rangelands stakeholders with access to the draft strategy and an opportunity to provide input on its contents.

Formal Community Consultation

In addition to community engagement processes undertaken at the sub-regional level, the strategy will also be the subject of a formal, six-week community consultation period during March and April 2005 to actively seek public comment and review of the strategy. This will involve broadscale distribution to key stakeholders throughout the region and its sub-regions, and a series of public forums highlighting the strategy and seeking feedback on its contents.

As previously mentioned the strategy will also be available the Rangelands NRM Coordinating Group's website for feedback.

Feedback on the strategy from this process will be incorporated into the document in advance of its submission to Commonwealth and State Ministers for accreditation.

On-going Community Engagement

The development of the rangelands NRM strategy and associated community engagement is considered to be an on-going process by the Rangelands NRM Coordinating Group, in accordance with the adaptive management principles upon which the regional NRM delivery model is based.

The Group understands that there will always be a need to accommodate new information and ideas, and that the community's priorities for NRM will change over time. This new information and these changed priorities will need to be reflected in the rangelands NRM strategy.

To facilitate this, the Group will support sub-regional arrangements that have emerged in the Kimberley, Pilbara, Gascoyne-Murchison and Goldfields-Nullarbor to oversee on-going community engagement throughout the region. Also in accordance with the requirements of the Bilateral Agreement on the delivery of NHT, the Group is committed to these arrangements evolving to adopt more democratic approaches to reflect the range of stakeholder needs in the rangelands.

The Group is also committed to on-going formal review of the strategy, which will need to take place on a (bi-annual??) basis. In addition to review of the strategy, the Group will work with the sub-regions to develop a yearly investment plan highlighting the priority NRM actions that will allow implementation of the rangelands strategy by the regions natural resource managers.

Finally, the Coordinating Group is committed to extending what it acknowledges as only institutional engagement with particular stakeholders such as indigenous groups and local government. The Coordinating Group is keen to continue and improve this institutional engagement but acknowledges that much more work needs to be done to bring these groups to a level where they are setting clear priorities for NRM action in the region.

KIMBERLEY

Approach to Consultation

The approach to regional NRM planning in the Kimberley has built on the good work already undertaken in the sub-region through the Healthy Country project and Ord Land and Water Management Plan 2000.

Healthy Country Project

'The Kimberley – Our Place, Our Future Conference in 1998 identified the need for communities and government to work together to improve a range of services and functions. Proposed strategies included the development of visions and plans for environmental management through community input.

Following the Conference, the Kimberley Land Council (KLC) hosted the 'How healthy is our country' workshop in August 2000, with one of the outcomes being the formation of a steering committee of Aboriginal and non-Aboriginal people from the Kimberley. Several meetings were held for the Healthy Country Committee, with the aims of the group being:

- develop a regional strategy for land and water Management;
- develop a framework for project development;
- success funds and implement programs to avoid environmental problems before they are created;
- support aspirations of the Kimberley community;
- look towards the future for a co-operative approach to natural resource management in the Kimberley; and
- become a networking organisation that approves/ endorses programs and projects.

The Healthy Country Committee, developed principles and provided a framework and understanding of NRM in the Kimberley region. A draft Healthy Country plan was developed by the KLC, with the information sourced from a series of workshops in 2002.

The interest and involvement in NRM was continued from the Healthy Country project, through the regional NRM planning process with over 300 people attending the Bungarun NRM workshop in September 2004.

Ord Land and Water Management Plan 2000

The Ord Land and Water Plan began when local people identified the need to address problems associated with rising ground water in the irrigation area. The Plan encouraged the community to take control, and look after its own problems.

To implement the Plan and develop projects under the National Action Plan for Salinity and Water Quality, an Ord Catchment Reference Group has been established with representative from:

- Rangelands NRM Coordinating Group;
- Ord Land and Water;
- Ord Irrigation Co-operative;
- CSIRO;
- Department of Agriculture
- Department of Environment; and
- Water Corporation.

The Ord Reference Group is currently expanding its membership to include key stakeholders throughout the Ord Catchment.

Interim Kimberley NRM Group

To build on the work of the Healthy Country project and Ord Land and Water Management Plan, and continue the process of community engagement for the rangelands NRM strategy, an Interim NRM Group has been established with members from:

- Argyle Diamond Company;
- Environs Kimberley;
- Kimberley Diamond Company;
- Kimberley Land Council;
- Kimberley Primary Industry Association;
- Local Government;
- Ord Catchment Reference Group;
- Ord Land and Water;
- Pastoralists and Graziers Association;
- Pearl Producers Association;
- recreational fishing interests; and
- WWF

The State Government is also represented on the Group through:

- Department of Conservation and Land Management;
- Department of Environment;
- Department of Agriculture;
- Department of Fisheries;
- Department of Indigenous Affairs;
- Department for Planning and Infrastructure;
- Kimberley Development Commission; and
- Tourism WA.

State agencies representatives in the Kimberley, also acted as the Technical Working Group for the development the plan.

Whilst the initial Group has been selected to begin the planning process in the region, it is intended that future members will be elected to the Group through a democratic processes.

There has also been a group of facilitators and a strategist working on informing the community about the plan and compiling information. The team includes:

Gillian Holmes	Sub regional NRM Strategist
Jane Rapkins & Jean Fenton	Sustainable Wateruse Facilitator
Margaret Jukes	Sustainable Landuse Facilitator
Troy Sinclair	Coastal & Marine Facilitator
Karin Carnes	Biodiversity Facilitator
Charles Prouse	Indigenous Land Management Facilitator
Paul Bateson	Northern Rangelands Regional Facilitator

Mechanisms for Engagement

Many tools and events have been used for community engagement in the Kimberley including workshops, mailouts, feedback forms, presentations, newsletters, and release of a draft plan for comment.

Presentations

Information about the development of the plan was presented at meetings across the Kimberley. Meetings that were attended by facilitators and/or strategist included:

- North Kimberley LCDC;
- East Kimberley LCDC;
- West Kimberley LCDC;
- Pastoral and Graziers Association;
- Zone Control Authority;
- Halls Creek Shire;
- Broome Shire Council;
- Wyndham East Kimberley Shire;
- Derby West Kimberley Shire;
- Kimberley Area Consultative Committee;
- Environs Kimberley;
- Broome Botanical Society;
- Ord Land and Water Board;
- Ord Irrigation Co-operative;

- Kimberley Primary Industry Association;
- East Kimberley Growers Association;
- West Kimberley Growers Association;
- Save Endangered East Kimberley Species; and
- Western Australian Fishing Industry Council.

Newsletter and Feedback Forms

A newsletter was distributed to all residents in the Kimberley and many people who received the newsletter participated in workshops and/or returned a feedback form.

Radio and Newspaper Articles

A number of radio interviews have been undertaken with:

- ABC Radio;
- Warringarri Radio;
- 6DBY Radio; and
- Rubbibi Radio.

In addition, articles and advertising has been distributed to all local newspapers including:

- The Kimberley Echo;
- Halls Creek Herald;
- The Bastion; and
- Broome Bulletin.

Workshop Series

There have been two major workshop series throughout the Kimberley to develop the Kimberley information for the rangelands NRM strategy. There were open workshops held in each of the Kimberley's major towns, and also an Indigenous workshop held at Bungarun.

The workshops were the major mechanism for identifying assets, threats and management actions, for the protection of natural resources in the Kimberley.

Assets, Threats and Management Actions

The focus for asset identification in the Kimberley was based on the themes of social, environmental, economic and cultural. Breaking the identification of assets and threats into themes provided the opportunity for greater discussion and enabled participants to look outside their area of interest and ask questions.

Workshops were held throughout the Kimberley where the following questions were asked:

- What do we want to protect?
- What threatens what we want to protect?
- What actions can we take to protect the asset against threatening processes?

Workshops were held in the following locations:

Location	No. of Participants
Kununurra	28
Broome	38
Derby	31
Fitzroy Crossing	15
Halls Creek	10

An Indigenous workshop was also held at Bungarun with over 300 people attending. As already discussed, there has been a lot of work done in the past for the healthy country project. The Kimberley plan does not reinvent what has already been done, but builds on past workshops and information.

Resource Condition and Management Action Target Workshops

Two workshops were held in the Kimberley for the development of RCTs and MATs. One was held in Kununurra (concentrating on the NAP identified Ord Catchment) and one held in Broome. The aim of the workshops was to work through actions developed during the workshop series and make the actions SMART.

Release of the Draft Kimberley NRM Plan

The draft Kimberley NRM Plan was distributed to more than 200 people for comment.

Future Workshops

A significant amount of work has gone into informing the community about the Kimberley NRM Plan and how the community can provide input.

With the release of the Plan, workshops will be held throughout the Kimberley to work through the document, prioritise issues and also to start identifying projects for the Investment Plan.

Specific Challenges to Engagement

Challenges facing community engagement in the Kimberley includes the remoteness of many communities and land manager, the size of the region, the wet season and ensuring that there is representative input from all sectors of the region.

The Kimberley also faces the challenge of having a transient population, with many people working in the region for a couple of years then leaving. This is a key problem in many of the departments as information is not passed on when someone new starts in a position.

The timeframe for the development of the plan and the size of the region has meant that there are some representative groups that have not had the opportunity to provide sufficient input into the development of the plan. During the review period of the Rangelands NRM Strategy and in the future, key stakeholders and sectors will be targeted.

PILBARA

Approach to Consultation

Stakeholders in the Pilbara were identified through discussions with peak bodies and organisations. Stakeholders were then grouped into the following categories:

- State government;
- Local government
- Industry
- Fisheries
- Mining
- Pastoralism
- Tourism
- Community
- Indigenous
- Conservation

Stakeholders were then mapped according to their level of influence on the project and the level at which they would be impacted by the project to determine the timing and level of engagement with each stakeholder group.

Mechanisms for Engagement

Understanding the implications of geographic/ demographic/ socio-economic characteristics and trends within the Pilbara is a first step in identifying methods for community engagement. Community engagement efforts must be passive (that is providing information) and active (that is providing opportunities for direct interaction, discussion and debate).

Advertising, promotion and information provision relating to the process of developing and refining the draft strategy and the subsequent investment plan must be sufficient to ensure that all sections of the general community and all key stakeholders have adequate opportunity to understand the content and provide comment.

A number of engagement options were identified as suitable for engaging the community in the Pilbara.

STAKEHOLDER	Objective of engaging	Way of engaging
COMMUNITY	inform, consult & involve	marketing & promotion stakeholder interviews written submissions, workshops
CONSERVATION	inform, consult & involve	marketing & promotion briefing papers & updates written submissions focus groups workshops

INDIGENOUS	inform, consult & involve	marketing & promotion briefing papers & updates written submissions focus groups workshops
LOCAL GOVERNMENT	inform, consult & involve	marketing & promotion briefing papers & updates written submissions local government briefings
FISHERIES	inform, consul & involve	marketing & promotion briefing papers & updates written submissions focus groups working group (issue based)
MINING	inform, consult & involve	marketing & promotion briefing papers & updates written submissions focus groups working group (issue based)
PASTORALISM	inform, consult & involve	marketing & promotion briefing papers & updates written submissions focus groups working group (issue based)
TOURISM	inform, consult & involve	marketing & promotion briefing papers & updates written submissions focus groups working group (issue based)
STATE GOVERNMENT	inform, consult, involve & collaborate	marketing & promotion briefing papers & updates written submissions focus groups working group (issue based)

METHOD OF ENGAGEMENT	REASON
<p>WORKSHOPS</p> <p>Specifically designed to ensure geographical representative consultation (Tom Price, Onslow, Newman, Port Hedland, Karratha, Roebourne, Wickham, Dampier)</p>	<ul style="list-style-type: none"> - Stakeholders across region to have input into the process - Exchange of ideas amongst stakeholders - Improved profile of NRM in Region - Demonstrating willingness to go to the community
<p><i>Focus Groups</i></p> <p>Specific groups & their representatives targeted for involvement (indigenous, tourism, fisheries, conservation)</p>	<ul style="list-style-type: none"> - Access to specific range of stakeholders - Targeted information gained - Stakeholders in own venue or environment where they can openly participate - Builds on relationship

	<ul style="list-style-type: none"> - Input from stakeholders who may not normally contribute to NRM 'policy' development
<p>LOCAL GOVERNMENT BRIEFINGS</p> <p>Council briefing (Shires of East Pilbara, Roebourne and Ashburton and Town Port Hedland)</p>	<ul style="list-style-type: none"> - Local Government has been identified as key Stakeholders - Indirect access to large number of people through Council correspondence to rate payers - Provides opportunity for Councils to work towards common outcomes for planning - Provides opportunity for Councils to apply resources to leveraging additional resources through NRM.
<p>Written Submissions</p> <p>Request written submissions in response to Discussions Papers, Issues papers, technical papers and drafts</p>	<ul style="list-style-type: none"> - Allows Groups to submit collaborated feedback on the process and products of Strategy development Groups can identify & provide input & direction on issues of most relevance
<p>Working Group (Issue based)</p> <p>Social, economic & environmental Working Groups across the Region. These may be asset based (Land, Water, Air, Biodiversity, Coastal and Marine, Indigenous) or asset use based (pastoral, mining, tourism, recreation)</p>	<ul style="list-style-type: none"> - Access to specific range of stakeholders - Targeted information gained - Input from stakeholders not traditionally or directly involved in NRM
<p><i>Stakeholder interviews</i></p>	<ul style="list-style-type: none"> - Enables detailed information to be gathered - Can target stakeholders who are normally not involved in 'NRM process' - Can be done direct or via phone, email - Can be held at a range of locations in a relatively short period of time
<p>MARKETING & PROMOTION OPTIONS</p> <p>Brochures, Newsletters, media releases, advertising and Web based promotion and feedback</p>	<ul style="list-style-type: none"> - Stakeholders able to access sections of strategy of greatest relevance
<p>BRIEFING PAPERS & UPDATES</p> <p>LCDCs, NRM Facilitators, Local government, Local MPs Development Commissions etc</p>	<ul style="list-style-type: none"> - Key stakeholders involved on several fronts - Able to develop options for their own organizations in line with strategy

Pilbara NRM Group

The Pilbara NRM Group was established in October 2003 and has met on three occasions. The Group is made up of representatives from:

- Local Government
- Pastoral Industry
- Mining Industry
- Indigenous Representative
- Department of Conservation and Land Management;

- Department of Environment;
- Department of Agriculture;
- Department for Planning and Infrastructure;
- Pilbara Development Commission; and
- Tourism WA

It is anticipated that membership of the Group will be expanded to include representatives from the Department of Fisheries and the Fishing Industry.

The Pilbara Strategy Team includes:

Christine Rowland	Sub regional NRM Strategist
Rebecca Blyton	Water Facilitator
Hayley Turner	Sustainable Landuse Facilitator
Heather Taylor	Coastal & Marine Facilitator
Catherine Rummery	Biodiversity Facilitator
Kevin Walley	Indigenous Land Management Facilitator

Presentations

Briefing sessions, forums and workshops were delivered to the following organisations and groups:

- ILM Workshop
 - Looking After Country 1
 - Looking After Country 2
- Yindj ibarndi. Working Group meeting
- Yandina
- Strong Women's Group – Roebourne
- Foundation – Roebourne
- Minurmarghali Mia campus – Pilbara TAFE
- Ngardo-Ngarli-Yarndu Regional Council
- PNTS Committee Meeting
- Cape Lambert Eco Action Network
- Care for Hedland Group
- Cape Conservation Group – Exmouth
- Nickol Bay Naturalists
- Pilbara Coastal Water Quality - Onslow
- Pilbara Coastal Water Quality - Port Hedland
- Pilbara Coastal Water Quality - Karratha
- King Bay Game Fishing Club
- Dampier Rec Fishing Club
- De Grey Station

- Red Hill Station
- Roebourne Karratha Land Conservation District Committee
- Ashburton Land Conservation District Committee
- Town of Port Hedland
- Shire of Ashburton
- Shire of East Pilbara
- Australian Greens
- Pastoral & Graziers Association - Perth
- Biodiversity Community Meeting
- Coastal & Marine Community meeting - Karratha
- PGA & District Consultative Committee – Port Hedland
- PGA & District Consultative Committee – Karratha
- Conservation Working Group Meeting - Karratha

Radio and Newspaper Articles

A number of radio interviews have been undertaken with ABC Radio.

In addition, articles and advertising has been distributed to all local newspapers including:

- North West Telegraph;
- Pilbara Classies;
- Pilbara News;
- Community Association Newsletters;
- Internet sites; and
- distribution lists through Robe, Hamersley Iron and Local Council.

Workshops

A series of Workshops were held throughout the Pilbara to identify resource condition targets and management action targets. These workshops were held at:

- Wickham;
- Karratha;
- Port Hedland;
- Onslow; and
- Indigenous Land Management Workshops (two were held at Port Hedland).

Further indigenous workshops will take place at Jiggalong, Nullagine, Warralong and Yandeyarra

A series of targets interviews will be held in Tom Price, Pannawonica, Marble Bar, Paraburdoo and Newman.

Specific Challenges to Engagement

Understanding stakeholders and what motivates them to be engaged in consultation is particularly important in the Pilbara due to the influx of large temporary workforces, during construction phases of large projects, fly-in/ fly-out mining practices, largely transient populations and the vast geographical distribution of the population.

GASCOYNE-MURCHISON

Approach to Consultation

The approach to consultation in the Gascoyne-Murchison was on “resource user groups”, reflecting the actions and values of people using, managing, valuing or controlling the sub-region's natural resource assets.

This acknowledges that natural resources are used and valued by many people. For example the landscape at any one place in the region may have pastoral uses overlapping biodiversity values overlapping indigenous cultural values overlapping tourism uses. The challenge for regional planning is to determine use and management of these assets which does not diminish any of these values.

Therefore the consultation process was focused on encouraging all managers and users of assets to provide input on what is best for NRM in the sub-region.

Mechanisms for Engagement

NRM Reference Groups

As a first step in the consultation process, State agencies were asked to highlight priority natural resource assets associated with their broad areas of responsibility, which have been identified in existing strategic documents and plans. This information formed the basis of a "first cut" of the region's priority assets to inform broader community engagement in relation to assets.

This information was then progressed through a number of stakeholder reference groups based on the primary areas of resource use and management in the region:

- Pastoral Land Management;
- Horticultural Land Management;
- Conservation and Biodiversity Management;
- Traditional Land Use and Management*;
- Local Government Management;
- Mining Use;
- Tourism and Recreational Use; and
- Fisheries and Aquaculture Resource Management.

Each reference group differed in its membership but generally comprised:

- A member of the Interim Gascoyne-Murchison NRM Council;
- State agencies;
- technical experts;
- representatives from peak bodies;

- industry/ resource managers; and
- relevant NRM facilitators.

Meetings were held during July 2004 for the reference groups to confirm and add to agency asset lists and divide assets into broad asset classes. The reference groups also determined key threatening processes to the assets, and developed preliminary management action targets and management actions.

NRM Information Packages

The information generated from the reference groups was then used to develop information packages for each resource user group. With this information a questionnaire was distributed to add value to the information generated from each reference group and to specifically ask about management actions and targets. The information collected from the questionnaire and consultation formed the basis for the management action targets and management actions developed for the Gascoyne-Murchison NRM Plan.

Resource Use	Number of Questionnaires
Tourism	208
Pastoral Land Management	234
Fishing	127
Horticulture Land Management	145
Conservation	78
Local Government	10

The information provided to the resource user groups was then allocated to the asset class (Landscape, Waterscape or Seascape) that it corresponds to in this plan. The information provided by respondents identified a number of short term and medium term management actions to achieve the long term sustainable use of the natural resources. The information was then used to conduct public workshops in the Gascoyne-Murchison region to obtain a consensus on the relative priorities of the actions.

Public Workshops

Facilitated public workshops will be held in the Gascoyne-Murchison to obtain further comment on the information being provided for the Rangelands NRM Strategy. They will be held in January and February 2005 in the regional centres.

Town	Date	Town	Date
Exmouth	24 th of January, 2005	Murchison Settlement	7 th of February, 2005
Coral Bay	25 th of January, 2005	Mount Magnet	8 th of February, 2005
Carnarvon	27 th of January, 2005	Meekatharra	9 th of February, 2005
Denham	28 th of January, 2005	Gascoyne Junction	10 th of February, 2005

This information will then be provided to the Rangelands NRM Coordinating Group for inclusion in the accredited Rangelands NRM Strategy.

Presentations

Information about the development of the plan was presented at meetings and workshops across the Gascoyne-Murchison. Meetings and workshops that were attended by facilitators and/or strategist include briefings to local government authorities, Land Conservation District Committees, peak bodies, Zone Control Authorities and community groups.

Radio and Newspaper Articles

A number of radio interviews have been undertaken with:

- ABC Radio; and
- WA FM.

In addition, articles and advertising has been distributed to all local newspapers including:

- Northern Guardian; and
- Midwest Times.

Specific Challenges to Engagement

In the Gascoyne-Murchison region there is a high level of stakeholder commitment to NRM activities. There are however a number of challenges in the region for engagement of stakeholders in the NRM planning process. The first was establishing a sub-regional group to oversee the planning process in the region. The interim Gascoyne-Murchison NRM Council was established using people who could represent a resource use group and had links to peak bodies. This was an important concession to “getting the job done” and with time the Council will become more formal with election of people to represent stakeholders in the region.

The two most fundamental challenges to the planning process were the time frame and distances over which the planning was done. Given a longer time frame an expanded stakeholder engagement process could have been undertaken. The time frame provided in some areas good engagement others adequate and in two (indigenous and mining) poor engagement. With this acknowledgement there is a commitment through an extended engagement processes for the indigenous and mining resource groups to increase their participation in NRM at a higher level following the preparation of this document.

The tyranny of distance is a particular burden for any process in the region that requires a high level of stakeholder input. Travel distances and times are high for all parties involved in the process. With the limited resources and tight time the tyranny of distance was a specific challenge to the NRM planning process in the Gascoyne-Murchison. This challenge was mitigated by the strong commitment of the sub-region’s community, industry and agency staff to ensure the best possible work could be undertaken with the resources at hand.

GOLDFIELDS-NULLARBOR

Approach to Consultation

Stakeholders in the Goldfields-Nullarbor were identified through discussions with interested community members, government departments and agencies, peak bodies and organisations and by publicising activities that may attract other interested parties. The Goldfields-Nullarbor

NRM Group (a sub-regional group established by and modelled on the Rangelands NRM Coordinating Group) was used to assist in identifying significant stakeholders and opportunities for consultation.

Several major groupings distinguished by resource use and/ or socio-cultural attributes were identified. Consequently the identified groups are a mix of industry, interest and community-type entities. The major groupings identified were:

- State government;
- local government;
- Indigenous communities and enterprises;
- conservation;
- pastoralism ;
- mining;
- tourism and recreation; and
- 'other' industries (eg fishing, horticulture).

Whilst this approach does have the disadvantage of not yielding distinct and separate groupings (eg there are Indigenous groups involved in pastoralism) it has the advantage of recognising that rangelands are frequently characterised by multiple, overlapping uses of land (eg concurrent mining and pastoralism within a land management unit) and by multiple, overlapping interests of land-users (eg economic and cultural aspirations of Indigenous land managers).

Consultation with these groups (or combinations thereof) was then planned and prioritised having regard to a number of key factors:

- the group's capacity to influence NRM outcomes;
- the group's level of familiarity with NRM and NRM planning;
- the necessary 'level' (eg representative body, broad community, individual group members) and depth (eg time-frame for building functional relationships) of engagement for effective outcomes; and
- the achievable level of engagement within existing resource and time constraints of the strategy development process.

Whilst care was taken not to exclude any potential participants, maximum effort was focussed on those groups expected to provide the most significant outcomes for strategy development and implementation.

Mechanisms for Engagement

Engagement mechanism choices were influenced by stakeholder attributes such as socio-cultural characteristics, physical isolation, and their enthusiasm, motivation and capacity for participation in strategic development. The extensive, pre-existing contact networks of the Sustainable Land Use and Indigenous NRM Facilitators also influenced the choice of engagement mechanisms.

As a general rule, it was felt that active engagement (two-way interaction in one-to-one or small group settings) where the onus for facilitating input to strategy development is accepted by those developing the strategy is preferable to passive engagement (the provision of information) where

the cost and effort associated with receiving and responding to information rest predominantly with those being consulted. This was felt to be particularly important, at least as the first step, when dealing with groups such as Indigenous communities and pastoralists that are prone 'consultation burnout'.

This general approach to consultation was supplemented by 'institutional' engagement with representative bodies, especially where active engagement with individuals or small groups was not seen as appropriate or viable.

Specific mechanisms adopted include:

- Attending/ addressing formal meetings of stakeholder groups (eg Land Conservation District Committees, Zone Control Authorities, individual Local Government Councils and Local Government Zone meetings, community-based environment groups, Indigenous land management bodies, mining industry environment groups).
- Participation in field trips and exercises with interest groups (eg Dundas Shire Council study tour of Nullarbor coastal and marine management issues, Nullarbor Karst system field trip with caving and conservation group representatives, attendance at EMU workshops, attendance at Department of Agriculture field days, participation in Desert Knowledge CRC workshops on relevant issues).
- Convening public meetings and workshops.
- Conducting a series of in-depth interviews with pastoralists on NRM issues and publishing results.
- Press releases and media interviews.
- Recruitment of stakeholder group members or representatives to the Goldfields-Nullarbor NRM Group.
- Preparation and distribution of stimulus material such as discussion papers.

Specific Challenges to Engagement

The dispersal of a small population over a large area is a fundamental obstacle to effective engagement of rangeland populations. It increases the financial cost and time involved in meeting stakeholders, and limits number of participants that can be expected to attend any given event.

For instance, when conducting a major NRM asset, threat and management response identification workshop involving a range stakeholders from throughout the Goldfields-Nullarbor, this issue was partly addressed by meeting the travel and accommodation costs of private individuals. Whilst this fostered good geographic and stakeholder group representation and interaction at the workshop, its expense was too great to be regularly incurred. Other approaches, such as teleconferencing, can be used to reduce costs, but they cannot completely substitute for personal interaction.

Given the deadlines on the strategy development process, the late commencement dates of the sub-regional Biodiversity Facilitator (27/9/04) and Indigenous NRM Facilitator (21/10/04) have reduced the capacity for effective consultation with some stakeholders. This is of particular concern for Indigenous engagement, and will require a continuation of engagement processes after strategy accreditation.

ATTACHMENT 1 – SPECTRUM OF COMMUNITY ENGAGEMENT*, RANGELANDS NRM STRATEGY

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
<p>Objective To provide the public & stakeholders with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.</p>	<p>Objective To obtain public & stakeholder feedback on analysis, alternatives and/or decisions.</p>	<p>Objective To work directly with public & stakeholders throughout the process to ensure that regional NRM issues and concerns are consistently understood and considered.</p>	<p>Objective To partner with public & stakeholders in each aspect of the decision including the development of alternatives and the identification of the preferred solution.</p>	<p>Objective To place final decision-making in the hands of the public & stakeholders.</p>
<p>Simply... RNRMCG has told stakeholders what is planned.</p>	<p>Simply... RNRMCG offers a number of options for input and will utilise the feedback it receives.</p>	<p>Simply... RNRMCG is encouraging public & stakeholders to provide some additional ideas and options, and join in deciding the best way forward.</p>	<p>Simply... RNRMCG will facilitate public & stakeholders to decide together what is best, and form a partnership/s to carry it out.</p>	<p>Simply... You help public & stakeholders do what they want – perhaps within a framework of investment, grants, advice and support provided by the resource holder.</p>
<p>Promise to public & stakeholders RNRMCG will keep you informed.</p>	<p>Promise to public & stakeholders RNRMCG will keep you informed, listen to and acknowledge your concerns, and provide feedback on how public input influenced the decision.</p>	<p>Promise to public & stakeholders RNRMCG will work with you to ensure you're your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</p>	<p>Promise to public & stakeholders RNRMCG will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations to the maximum extent possible.</p>	<p>Promise to public & stakeholders RNRMCG will implement what you decide.</p>
<p>Use when:</p> <ul style="list-style-type: none"> ▪ A decision has already been made or there is no opportunity to influence the final outcome. ▪ The issue is relatively simple. 	<p>Use when:</p> <ul style="list-style-type: none"> ▪ Policy decisions are still being shaped. ▪ There may not be a firm commitment to do anything with the views collected – but this is clearly communicated by RNRMCG. 	<p>Use when:</p> <ul style="list-style-type: none"> ▪ RNRMCG two-way discussion, among and with stakeholders. ▪ There is a real opportunity to influence the final outcome. 	<p>Use when:</p> <ul style="list-style-type: none"> ▪ RNRMCG needs public & stakeholders to talk to each other regarding complex, value-laden issues. ▪ There is capacity for public & stakeholders to shape policies and decisions that affect them. 	<p>Use when:</p> <ul style="list-style-type: none"> ▪ Regional public & stakeholders have accepted the challenge of developing solutions themselves. ▪ There is an agreement to implement solutions generated by stakeholders.
<p>Example</p> <ul style="list-style-type: none"> ▪ Southern Prospects Review ▪ RNRMCG website 	<p>Example</p> <ul style="list-style-type: none"> ▪ Written consultation on Regional Strategy. 	<p>Example</p> <ul style="list-style-type: none"> ▪ Community liaison or advisory groups. 	<p>Example</p> <ul style="list-style-type: none"> ▪ Workshops & Interviews; involvement of Coordinators 	<p>Example</p>
<p>Tools used</p> <ul style="list-style-type: none"> ▪ Advertising ▪ Displays ▪ Newsletters ▪ Website 	<p>Tools used</p> <ul style="list-style-type: none"> ▪ Public comment and submissions ▪ Surveys and questionnaires ▪ Public meetings 	<p>Tools used</p> <ul style="list-style-type: none"> ▪ Workshops ▪ NRM Strategy subcommittee 	<p>Tools used</p> <ul style="list-style-type: none"> ▪ NRM Strategy subcommittee ▪ Workshops 	<p>Possible tools</p> <ul style="list-style-type: none"> ▪ Citizen juries ▪ Consensus conferences ▪ Management groups and committees

*Source: Slight adaptation to Department of Environment (2003) *Community Involvement Framework*, Department of Environment, Perth. Based on International Association for Public Participation (2002), Wilcox (1994) and Health Canada (2000)