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The principal aim of this report is to describe a selection of successful partnerships between commercial tourism and protected area managers, with both public and private-sector involvement; and to identify the advantages of expanding such partnerships, and the factors which contribute to their success. The case studies reviewed are from both Australia and overseas. Their significance and implications are examined in an Australian context.

The tourism and travel sector is currently valued at nearly $5 trillion p.a. worldwide, and over $60 billion p.a. in Australia (Worboys et al. 2000). At least a third of this is in the nature, eco and adventure tourism (NEAT) sector (Buckley 2000a). Tourism within natural areas makes up a significant share of this (Blamey 1995). Queensland’s parks alone generate over $1 billion p.a. in tourism expenditure.

Natural environments provide a major market differentiation between otherwise similar tourism products in different countries. This is particularly important for countries like Australia which are distant from major world population centres. At present, nature-based tourism in Australia is largely dependent on protected areas, including national parks, conservation reserves, marine parks and World Heritage areas (Australia Department of Tourism 1991; Allcock et al. 1994; Cresswell and Thomas 1997; Figgis 1999; Pigram and Jenkins 1999; Worboys et al. 2000).

The World Conservation Union (IUCN) defines a protected area as an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means (Davey 1998). Under this definition protected areas cover about 7.7% of the earth’s land surface (Worboys et al. 2000).

The use of protected areas varies from strict protection with limited public access, to areas where recreation is encouraged but resource development is not, to multiple use areas where resource utilisation, recreation and nature conservation are all practised. To provide
In Australia, most protected areas are managed by State and Territory governments. Some are managed or co-managed by Commonwealth and local governments. For some States and parks, individual protected areas have management plans which specify the level of tourism and recreational development allowed. These plans may be developed in consultation with other relevant parties such as traditional owners, local communities, tourism operators, other government agencies, non-government organisations and the general public.

In general, the aim of management plans is to protect the natural environment and provide the public, including tourists, with the opportunity to visit, enjoy and appreciate natural areas without creating adverse environmental impacts. Techniques include:

- providing infrastructure and visitor services
- interpreting the natural environment
- assisting planning and development both within and outside the park
- monitoring environmental impacts
- limiting visitor numbers and access
- developing education, research and training
- administering economic instruments
- acquiring land for inclusion in protected area systems
- conserving places or sites of historical significance and value
- ensuring conservation of flora and fauna
- promoting community awareness
- managing jointly with traditional owners, government sectors and local stakeholders.

International consistency, IUCN has designated six distinct categories for protected areas worldwide (Davey 1998):

1. Strict protection (Strict Nature Reserve or Wilderness Area)
2. Ecosystem conservation and recreation (National Park)
3. Conservation of natural features (National Monument)
4. Conservation through active management (Habitat/Species Management Area)
5. Landscape/seascape conservation and recreation (Protected Landscapes/Seascape)
6. Sustainable use of natural ecosystems (Managed Resource Protection Area).

Individual protected areas are managed for a range of different objectives (McNeely et al. 1992; IUCN 1994; Preece et al. 1995; Pigram and Sundell 1997; Worboys 1997; Figgis 1999; Worboys et al. 2000). These may include:

- scientific research
- wilderness protection
- preservation of species and genetic diversity
- maintenance of environmental services
- protection of specific natural/ cultural features
- tourism and recreation
- education
- sustainable use of resources from natural ecosystems
- maintenance of cultural/ traditional attributes
In Australia, there are over 4,000 protected areas established and managed under State, Territory and Commonwealth legislation. Thirteen of these are designated as World Heritage Areas, meeting the criteria for ‘outstanding universal value’ under the World Heritage Convention.

There are also many other types of protected area, including conservation parks, environmental parks, flora and fauna reserves, nature reserves, state and wilderness parks, aquatic reserves, fish sanctuaries, marine parks, and marine nature reserves. In all there are about 5,800 marine and terrestrial protected areas in Australia, though many of these are very small (Figgis 1999).

The overall budget for protected area management in Australia is A$3.59 per ha, well below the global average of A$8.93 per ha (James et al. 1999; Figgiss 1999). There are significant differences between States.

Many of Australia’s public forests, the State and Territory forests managed by Forestry Commissions or equivalent agencies, also have very significant values for both conservation and tourism. These areas, however, are currently used primarily for logging. Tourism has not yet received full recognition as a major economic land use in these areas, but this may be changing.

There is also a significant tourism industry on Aboriginal lands, both those dedicated as Reserves, and privately-owned properties.

There are relatively few private protected areas in Australia to date, but there are significant areas of privately owned land which could be used for conservation and tourism if the owners think it appropriate. There are various government programs designed to encourage conservation use of private land.

2.1 Private Tourism on Private Land

Both protected areas and tourism operations may be either publicly or privately owned. Privately-owned conservation areas are relatively uncommon in Australia to date, with a few notable exceptions such as Earth Sanctuaries Ltd. They are more common in other countries.

In Europe, for example, there are large private estates owned by individual wealthy landholders, many of them incorporating areas of conservation significance, which are now open to the public and effectively operate as private tourism ventures. In many Latin American countries, there are private landholdings purchased specifically for conservation, and supported by small-scale tourism ventures. In southern and eastern Africa, there are a number of large private game reserves which also operate as up-market tourism attractions. In North America, there are large private landholdings which are managed in a relatively undisturbed state for recreational hunting. There are also significant areas of land owned by private organisations such as The Nature Conservancy, and managed primarily for conservation, and in some cases also for tourism.

All of these models could be applied to a greater extent in Australia. For private tourism ventures in private protected areas, it is probably most common for the landholder to also own the tourism business. However, this is by no means necessarily so. A private landholder may lease part of their estate to an independent tourism operator, as in fact occurs in some large rural properties in Australia. In either case, however, the landholder and tour operator have no particular responsibilities to the general public except for the broad requirement to comply with applicable legislation, e.g. for planning and development approval, environmental impact assessment, endangered species protection, etc.
Over recent decades, visitor numbers have continued to increase, and government funding for protected areas in Australia has continued to decrease in real terms. Park management agencies have been therefore forced to turn more and more to visitor charges of various types as a way to offset the increasing management costs associated with higher visitation rates, and in some cases also the higher per capita management costs associated with visitor demand for more sophisticated infrastructure.

This has led to a gradual change in perception. Mainstream tourism industry associations now recognise protected areas and other public lands as a vital asset for national tourism industries. Similarly, protected area management agencies recognise that commercial tour clients make up a significant component of their overall visitor mix, and that for planning and management purposes it can be useful to examine the role of parks within the overall tourism industry. This has led some national parks agencies, generally in response to a particularly severe shortfall between management costs and operating budgets, to consider running their own commercial tour operations as well as managing natural resources.

In a number of well-known instances, however, such proposals have met with very severe public opposition. When the South Australian government proposed construction of a resort and golf course within Wilpena Pound National Park in the Flinders Ranges, for example, it was met first with a court case under its own legislation; and when it subsequently proposed to amend the legislation, was met with such concerted public opposition that it was compelled to withdraw the proposal. Similarly, when the Victorian government proposed construction of an upmarket hotel and other tourist facilities in the park campground at Tidal River in Wilson’s Promontory National Park, with associated infrastructure in the park, it received over 3,500 public submissions of which 98% opposed the proposal. This is apparently the largest number of submissions on any government plan in Victoria.

There seem to be four possible reasons for this public opposition, each with different implications for public tourism in public parks:

### 2.2 Public Tourism on Private Land

This approach is not currently used in Australia. It would be feasible for public protected-area management agencies to lease adjacent areas of private land in order to establish and operate publicly-owned visitor facilities. However, it is more commonplace for facilities on private land to be owned and operated by private companies.

### 2.3 Public Tourism on Public Land

Management agencies for national parks and other public lands in most countries have a long history of providing visitor services and infrastructure, at least in more heavily-visited areas. Historically, these have been funded, along with other park management costs, from agency budgets allocated from the state or country's general tax revenue. Currently, it is commonplace for protected area management agencies to charge fees of various types for both public visitors and commercial tour operators (Drimal and Common 1995; Eagles 1995; Queensland National Parks and Wildlife Service 1996; Bickerstaff 1997; Dawson and Ducker 1998; Bushell et al. 1999; Hanif 1999). Effectively, they have become providers of recreational services, commonly at prices far less than if equivalent services were provided on private landholdings.

Until recent years, outdoor recreation has been largely a personal leisure activity, often using skills and equipment that individual members of the public have acquired gradually over a lifetime of experience. Public land management agencies have provided recreational opportunities as a public service, not as a commercial or revenue-raising venture. Where fees have been charged, they have rarely been intended to recover even operational administrative costs. In consequence, parks have not been perceived as part of the tourism sector, either by their management agencies, tour operators or the general public. The commercial nature, eco and adventure tourism sector was far smaller than it is now and was not treated as significant by the mainstream tourism industry. Parks were used extensively by the outdoor education sector, but this was largely non-profit and publicly-funded in the same way as the parks themselves.
functioning of a global ecosystem which can continue to provide breathable air, drinkable water, and genetic diversity for use in the industry sectors such as pharmaceuticals, agriculture and textiles. In most countries and jurisdictions, this primary aim is specified in establishing legislation for protected areas, and as the cardinal principle in their management plans. Even where it is not specified in legislation, however, this is still the most critical and valuable use of parks to the human economy.

The second major function of parks and other protected areas, subsidiary only to conservation, is for recreation. Outdoor recreation, including that in parks and other protected areas, provides major benefits to human society in terms of both physical and human health. It also provides major economic benefits, supporting a large international outdoor recreation, outdoor education and nature tourism industry. A large body of international expertise and information has been built up over the past century, in reconciling demands for recreational opportunities with primary conservation management, and accommodating competing demands for conflicting types of recreation. This body of knowledge includes scientific, management, economic and legal components, which are largely applicable to commercial tourism as well as private recreation.

Commercial tourism in parks and other protected areas is one type of recreational use, and as such is subsidiary to the primary conservation function of those areas. The demands of commercial tourism are also subsidiary to those for public recreation. Commercial tourism in parks varies enormously in scale. Small groups may be very similar, in a park management context, to similar-sized groups of private visitors. Large high-volume tour operations, tourist accommodation and other tourist facilities, in contrast, may need special management conditions if they are to operate as a commercial success without jeopardising the park’s primary conservation function, or the recreational opportunities for private visitors and non-profit groups such as schools and other educational organisations.

There is currently a strong global growth in demand for outdoor recreation, including commercial nature tourism. This is leading to a large increase in the number of visitors to national parks and other protected areas and public lands worldwide. This is placing an
increasing strain on the public resources allocated to protected area agencies for management of visitors and of land, water and biological resources. At the same time, the demand for commercial nature tourism is increasing disproportionately, as increasingly urbanised populations are treating outdoor recreation as a purchasable short-term holiday experience rather than a lifetime personal skill.

Within this overall framework, there are significant opportunities for mutual benefit between protected area management agencies and commercial tour operators, as long as partnership arrangements are constructed appropriately. Partnerships range from permitting of small-scale ecotours, where the tour operator gains a commercial opportunity and the park management agency gains greater control over some of its visitors; to long-term leases on areas of public land, where private companies develop and/or operate tourism facilities and contribute revenue to assist in the management of the remainder of the protected area estate.

Ways in which protected areas can contribute directly to commercial tourism operations include: nationally and internationally-known attractions; publicly-funded marketing of parks and other natural and cultural icons by government agencies, the World Heritage Bureau, etc.; privately-funded marketing in newsletters and magazines of conservation groups, outdoor recreation associations, etc.; and publicly-funded infrastructure including access roads, carparks, toilets, power and water supply, telephones, campgrounds, picnic areas, visitor centres, interpretation facilities, walking tracks, lookouts, safety rails, stairways, etc.

In addition, natural environments provide a major market differentiation between otherwise similar tourism products in different countries – particularly important for countries like Australia which are distant from major world population centres. Ways in which commercial tourism operations can contribute to protected area management (Pigram and Jenkins 1999; Buckley 2000; (Worboys et al. 2000) include

- direct cash contributions; e.g. through permit and licence fees
- adding private land to protected areas; building infrastructure available for public use
- payments of various kinds in exchange for preferential use rights; contributions to environmental foundations to support protected areas
- in-kind contributions to protected-area management agencies
- cooperative monitoring and management programs in protected areas.

Most importantly, commercial tourism can provide a significant source of revenue for protected area management in areas where public funding is inadequate. Note that management costs include both those associated with tourism, and those associated with other anthropogenic impacts such as weeds, feral animals and water pollution from outside the park.

Commercial tourism may also contribute indirectly to conservation of the natural environment outside protected areas through, for example:

- change of land-use from less sustainable industries to tourism
- testbeds for new environmentally-friendly technologies
- increased individual environmental awareness from tourism
- industry-led standards, codes, best-practice and accreditation (Buckley, 2000).

At the broadest political scale, commercial tourism can provide an economic incentive for protecting natural and cultural heritage through the declaration of protected areas and through conservation use of other public and private lands.

In general, commercial tour operators and their clients in protected areas are not on the same footing as members of the public visiting for individual private recreation. Even where their behaviour on the ground is indistinguishable from private visitors, legal relations with the land management agency are different. This is one major reason
3.1 Private Tourism on Private Land

3.1.1 Conservation Corporation Africa – Londolozi and Ngala, South Africa

Conservation Corporation Africa (CCA) is a private corporation which operates over 20 game lodges and reserves in five African countries, including five in South Africa. CCA has 2,500 employees, supporting over 20,000 families. CCA was established in its current form in 1990, but many of the reserves have been operating for much longer.

Londolozi is the oldest reserve in the CCA portfolio, first established in the 1920’s. It is 14,000 ha in area, and is part of the 56,000 ha Sabi Sand Private Reserve, which is contiguous with the publicly owned Kruger National Park, 2 million ha in area. Londolozi Lodge is a member of the exclusive international Relais et Chateaux group and has won numerous tourism awards. It incorporates four camps and one Lodge.

Ngala is also a 14,000 ha private game reserve in the Sabi Sand region. It is an unusual partnership between a government agency, non-government organisation and a private corporation. The Ngala property was donated to the South Africa National Parks Trust, via the Worldwide Fund for Nature, by landowner Hans Hoheisen. The Ngala land has been incorporated into Kruger National Park, but in April 1992 SANPT entered into an agreement with CCA under which CCA has exclusive tourism operating rights over the Ngala land, including the Ngala Game Lodge. The Lodge opened in October 1992 after renovation. It is a member of the Small Luxury Hotels of the World. A substantial lease fee and a proportion of profits from the tourism operations are returned to SANPT, for use in expanding or adding to conservation areas.

Day-to-day operations of the Lodge are managed for minimal impact. Glass and cans are recycled in nearby Nelspruit. Catering scraps are used in neighbouring communities for raising pigs. Candle ends are provided to a local village business which re-casts them and sells them...
back to the Lodge. Local businesses also recycle paper, together with treated elephant dung, to make a specialist craft paper which is used in the Lodge.

Dedication as game reserves has conserved the Londolozi and Ngala land from clearance for agriculture. Operation as upmarket private tourism destinations generates significantly more revenue than if they had simply been gazetted as additions to the Park. CCA also supports field wildlife research by its rangers and outside agencies, and since 1999 it has published the CCA Ecological Journal. By using revenue from international visitors to employ local staff, Londolozi and Ngala can support more local families than would be possible through subsistence agriculture. Through its Rural Investment Fund (RIF), CCA also contributes directly to local community projects which would not otherwise receive funding. The overall result is a highly successful partnership between tourism and conservation, including a major addition to the conservation estate.

3.1.2 Sabi Sabi Game Reserve, South Africa

Sabi Sabi is an 8,000 ha private game reserve, also in the Sabi Sand Private Reserve adjacent to Kruger National Park. It was bought by its current owner, Mr Hilton Loon, in 1974. Mr Loon also owns the adjacent Mala Mala Reserve. Sabi Sabi had previously been used for grazing cattle. Lion and white rhino have been reintroduced and Sabi Sabi, along with other reserves in the Sabi Sands area, is a prime area for ‘Big Five’ game viewing. It currently has two operating Lodges, Bush Lodge and Selati Lodge. A third Lodge, Earth Lodge is currently under construction to replace the River Lodge, which was destroyed by heavy floods.

Sabi Sabi has around 130 employees of which over 100 are local Shangaan people, supporting a corresponding number of local families. It also supports various wildlife conservation groups including the Endangered Wildlife Trust, which recently gave its Cheetah Award to Operations Director Michel Girardin. Sabi Sabi has also won a range of tourism awards.

Environmental management measures include an artificial wetland area as part of the sewage treatment system. Sewage at Bush Lodge is collected by gravity feed to a 3-chambered 10,000 l holding and separation tank. Sludges are pumped out periodically and trucked out. Liquids are pumped to settling ponds, with fringing vegetation protected by electrified fences. Water drains gradually through plant roots to a small swamp area. Ponds and swamp support a range of waterbirds including the endangered saddle-billed stork, which feeds on frogs.

As with other private reserves in the Sabi Sands area, the most significant overall contribution which the Sabi Sabi tourism operation makes to conservation is to protect the area from clearance for settlement, agriculture, or grazing by cattle. It does so through a low-volume high-value tourism operation with low impacts.

3.1.3 Earth Sanctuaries Limited, Australia

Earth Sanctuaries Limited (ESL) is a private company established with conservation as its core business. ESL purchases land; erects feral-proof fences; eradicates feral animals such as foxes, cats, goats and rabbits; and rehabilitates vegetation. When the habitat is ready, local native animals are re-introduced into the new protected area. Ecotourism, education and other revenue-generating activities are then developed to fund ongoing conservation work.

ESL was founded in 1969 by Dr John Wamsley when he established Warrawong Earth Sanctuary in the Adelaide Hills, South Australia. The success of Warrawong has led to the development of Yookamurra and Scotia Earth Sanctuaries, both in New South Wales. All Earth Sanctuaries are open to the public. Planning has begun for several other Earth Sanctuaries around Australia. ESL currently manages over 88,000 ha, and has re-introduced a range of rare, threatened and endangered mammals into feral-free habitat. These include the numbat, platypus, bilby, eastern quoll, southern hairy-nosed wombat, yellow-footed rock wallaby and mallee fowl.

Capital funds for developing new sanctuaries are supplied by investors. ESL is a listed public company, with projects and financial records open to inspection by the public. Currently, there are more than 4,423 shareholders who receive dividends. The value of shares has increased at about 30% per annum.
An important economic tool for ESL is a recently introduced Australian Accounting Standard for Self Generating and Re-Generating Assets (AASB1037). This allows the biological increase in wildlife to be added to the financial statements. The accounting standard is being applied to the viticulture and silviculture industries around Australia, and since grape vines and forest trees can be classified as assets, so too can wildlife. This has meant that threatened Australian animals protected by ESL are worth between $1,250 and $5,000 each.

ESL's ongoing cashflow is provided from a suite of ancillary activities. These include tourism and visitor services such as accommodation, food and beverage sales, gift shops, and conferences and functions; sales of native plants, captive wildlife and building materials; and education, film and photographic revenue.

### 3.1.4 Yellow-Eyed Penguin Reserve, New Zealand

The Yellow-Eyed Penguin Reserve is a private conservation area near Dunedin on New Zealand's South Island. The reserve aims to preserve the world's most endangered penguin from extinction, and is funded entirely through profits from its daily tour operation. Established in 1985 by Howard McGrouther and Scott Clarke, it is now one of the premier tourist attractions in New Zealand's Otago Region and provides significant benefits of the local community.

All tours are small, and accompanied by a guide. They begin with a 20 minute multilingual talk and slide show on the reserve. The number of visitors is set by monitoring the penguins for any behavioural changes which might indicate adverse impacts from tourists. Currently the reserve receives under 40,000 visitors per year, well below the anticipated capacity of 90,000 p.a. Over the past 14 years, the population of Yellow-Eyed Penguins in the reserve has increased from 30 to 200.

The Reserve carries out its own scientific research, visitor management, reforestation, revegetation and penguin habitat management. It has developed a large wetland area and a bird hospital, established a colony of Little Blue Penguins, and provided protection for fur seals. It has also built a reception area, lecture theatre and shop. All activities are financed by revenue raised through visitor entry fees.

In particular, the Reserve has constructed a system of hides and interconnecting tunnels that blends in to the landscape and allows close access to the Yellow-Eyed Penguin without causing undue stress. Special penguin nesting boxes have been constructed to protect young birds and a system of cooling ponds has been developed to reduce heat stress in adults.

### 3.1.5 Chumbe Island Coral Park, Tanzania

Chumbe Island is the first private marine park in Tanzania. It is an uninhabited island 24 ha in area, 13 km southwest of Zanzibar Town, with a protected coral reef and forest.

Funding for the project was originally received via private investment and donations from non-government organisations. Profits from tourism operations are re-invested in conservation, land management and free island excursions for local school children. Additional professional support is also provided by more than 30 volunteers. Facilities funded to date include a visitor centre, seven eco-bungalows, park ranger patrol boats, and nature trails. Old buildings have been rehabilitated and converted into a visitor centre and accommodation, and a historical lighthouse and mosque are maintained in good condition.

The Island is managed for low-impact recreational activities such as swimming, snorkelling and underwater photography. It is also used for education and training of park rangers, local fishermen, government officials, school children and tourists, and for research conducted by marine and tertiary education institutions.

The Island provides a protected breeding area for endangered species of coral, reef fish and island fauna. This is due to environmental protection work by local fishermen who have been employed and trained as park rangers. Their role includes patrolling the island, monitoring the reef daily, preventing illegal fishing and anchoring, managing a rat eradication program, recording events such as coral
bleaching and storm damage, assisting marine researchers, and guiding visitors over marine and terrestrial nature trails.

No further construction of tourism facilities is allowed, and day visitation is limited and regulated by the tides to avoid damage to coral reefs by boats. All new buildings are state-of-the-art eco-architecture and self-sufficient in water and energy. Features include rainwater catchment, solar water heating, greywater recycling by vegetative filtration, composting toilets, natural ventilation and photovoltaic power generation.

3.1.6 Chaa Creek Ltd, Belize

Chaa Creek Ltd is a 135 ha private nature reserve and resort set along the Macal River and foothills of the Maya Mountains in Belize. While operating as a commercial ecotourism venture, Chaa Creek has taken an active role in preserving the ecological, cultural and archaeological aspects of the local Belize culture.

Chaa Creek carries out a range of reforestation programs, including riverbank erosion controls and replanting of commercially used palm species. It takes part in local land and wildlife conservation programs for bird and howler monkeys. It has assisted in developing a natural history museum and a butterfly hatching project. It has also taken part in developing a natural history curriculum in local secondary and tertiary institutions, and mobile displays to take educational programs to students outside the local area. Chaa Creek also provides advice on local development issues to policy makers in local and national government; and works with non-government organisations to promote environmental education and conservation.

Chaa Creek currently employs 47 local Belize people. It runs local art and craft exhibitions, sponsors local events, and uses local people to produce uniforms, furniture and foodstuffs.

3.1.7 Fraser’s Selection Land For Wildlife, Australia

Land for Wildlife is an Australian government program that aims to encourage private landholders to provide habitats for wildlife, whilst continuing to use the land for primary production.

It is a voluntary scheme which operates by providing advice and incentives to landholders. These include free tree grants, newsletters, an identification sign, literature kits, workshops, visits to the property by trained extension staff, and networking opportunities with other eligible land owners. Land for Wildlife aims to create habitat corridors for native wildlife on private land.

A successful example is provided by Fraser’s Selection, an 85 ha rural mountain property north of Brisbane, Queensland, which registered for the Land for Wildlife program in 1998. Fraser’s Selection is a diverse working property that contains wet and dry sclerophyll forests, remnant rainforest, waterfalls, creeks, and a number of rare and endangered species of flora and fauna. It operates two tourist cabins with a high occupancy rate supported mainly by word-of-mouth referral. Membership of the Land for Wildlife program was used to support an application for Advanced Accreditation under the National Ecotourism Accreditation Program.

3.1.8 Australian Trust for Conservation Volunteers (ATCV) and Nomad Backpackers

The Australian Trust for Conservation Volunteers (ATCV) is a large non-profit, non-political organisation which contributes to conservation by involving volunteers in practical conservation projects every year. Landholders and land management agencies provide equipment and materials, expertise, and on-site supervision. ATCV volunteers provide labour. ATCV’s projects include:

- tree planting
- erosion and salinity control
- collecting seeds of indigenous plants
- building and maintaining bush walking tracks
- restoring historical buildings
- surveys of endangered flora and fauna
• habitat restoration
• weed eradication.

Recently, ATCV has formed a partnership with Nomad Backpackers to sell special six-week working conservation holidays to international visitors. Marketed as The Conservation Experience, these programs cost $20 a night including food, accommodation and project-related travel. This initiative allows international visitors to experience a variety of conservation projects in different parts of Australia, including remote and pristine locations that are off the beaten track of traditional tourist trails. To date more than 800 overseas visitors have booked these packages.

Another recent initiative by ATCV is the Aboriginal Culture Tourism Project, which aims to link Aboriginal communities, ATCV, Parks Victoria and visitors to southwest Victorian protected areas. The intention is that project participants will spend 10 days with local indigenous communities along the coast, rivers and mountains of southwest Victoria.

3.2 Public Tourism on Private Land

3.2.1 KwaZulu-Natal Conservation Service, South Africa

KwaZulu-Natal (KZN) established the first system of wildlife protected areas in Africa over a century ago. In 1998 the KwaZulu-Natal Nature Conservation Service (KZN NCS) was established as a parastatal model for protected area management. This involved combining all provincially based public nature conservation authorities, including Natal Parks Board and KZN Department of Nature Conservation. This new organisation is responsible for 8.16% of the land surface of KwaZulu-Natal, including a number of national parks and publicly-owned nature conservancies. Revenue earned is retained by KZN NCS.

Over the past century, nature conservation in KwaZulu-Natal has evolved through three main phases:

1. restoring wildlife populations and expanding the protected area network

2. involving the private sector in promoting the economic value of wildlife and

3. encouraging full participation of local communities in conservation.

KZN NCS’s current management philosophy incorporates biodiversity conservation, community involvement and the sustainable use of biodiversity resources, particularly through tourism.

By encouraging landowners to acquire and use wildlife at subsidised prices, KZN NCS has established a system of Biosphere Reserves and conservancies managed under voluntary cooperative agreements with landowners. There are presently 222 conservancies managed by landowners, covering 21% of the Province. Most of these continue farming, as well as managing part of their land for wildlife. Owners pay KZN NCS a per-hectare fee each year, and the funds are used to employ conservation staff, purchase equipment and undertake conservation management and monitoring programs. This system has enabled an increase in wildlife habitat at no cost to KZN NCS, and has enabled landowners and communities to benefit directly from conservation activities.

A total of 130,000 large mammals, including endangered species such as white and black rhinoceros, have been captured and moved to private parks as part of a new initiative in biodiversity conservation. When numbers of particular species increase beyond the carrying capacity of habitats in protected areas, KZN NCS sells the surplus to private wildlife parks and commercial game reserves. At present 10,000 large mammals are moved off protected areas each year. Currently, 21% of white rhinoceros are privately owned. Wildlife sales have earned KZN NCS over US$2.23 million since 1997.

Over the past 10 years, KZN NCS has developed a large-scale community conservation program intended to promote sustainable lifestyles, improve quality of life, advance cultural activities and ensure conservation benefits for local communities. With assistance from KZN NCS, local communities have received donations worth over $7.75 million. Indigenous tribal communities are involved in developing and managing protected areas through local protected areas boards. As a result KZN NCS has also allowed local communities
to harvest meat, fish and thatching and weaving material to a total value of $1.64 million.

Tourism facilities in protected areas owned by KZN NCS have created jobs and encouraged economic growth in parts of the Province where no alternative sources of revenue existed (Hughes 1998). Local communities have developed and managed their own tourist destinations, and taken part directly in tourism businesses within protected areas. KZN NCS also trains and employs local people as staff and guides in protected areas. To attract tourists, local communities have also established wildlife areas, and KZN NCS has donated animals, trained local people, and sold hunting and access rights to private tour operators. They have also developed small businesses within protected areas based on fresh produce, charcoal production and handicrafts with total value over $500,000 p.a.

All tourists visiting protected areas pay a community levy, totalling about $750,000 p.a. These funds are distributed by a registered Community Trust, through local boards. KZN NCS is currently examining prospects for camp developments on tribal lands adjacent to parks, and participatory developments within protected areas. These would probably involve co-ownership, e.g. with KZN NCS controlling 50% of shares, the private sector 25% and local communities 25%.

KZN NCS is also an active partner of the KwaZulu-Natal Conservation Trust, KZNCT. The KZNCT is an independently registered capital fund, established in 1989 so that the corporate sector and members of the public could contribute to organised conservation, as dwindling state government budget allocations and political instability have placed the survival of animal species and biodiversity at increasing risk. The KZN NCS works closely with the Trust in fundraising and identifying conservation projects in need of support.

The Trust generates revenue through fundraising, trading in art, collections and donations. Artists and sculptors donate their work to the Trust and some pieces are reproduced for marketing purposes. A range of clothing, equipment and accessories are also manufactured and marketed with the Trust's emblem, in return for a royalty fee. Sporting events, such as sponsored mountain bike races, are also a major source of revenue. Projects funded include law enforcement equipment, research into biological control of introduced plants, protection of San rock art and electronic animal tracking systems.

### 3.3 Public Tourism on Public Land

#### 3.3.1 St Paul Subterranean River National Park, Philippines

The St Paul Subterranean River National Park (SPSRNP) is 80 km from Puerto Princesa City in the Philippines, facing the South China Sea. It incorporates one of the world's longest navigable underground rivers, 8.2 km in length.

The SPSRNP is managed by the local City Government of Puerto Princesa, with funding from the City, entrance fees, and institutional study grants.

The City Government of Puerto Princesa provides management training programs for staff; supports tourism, agriculture and community development; and encourages traditional resource use by local communities where these are compatible with the park's goals. The Park's management board includes representatives of local communities, government agencies, settlers, business and political leaders and non-government organisations.

Management includes the establishment of a buffer zone, water quality monitoring, information and education campaigns, habitat restoration, research and visitor impact assessment. This requires enforcement by rangers, forest watch teams, and policy and government officials, in order to prevent logging, slash and burn farming, and poaching, and to reduce the use of agricultural chemicals. In the underground river caverns, petroleum-fuelled lights have been replaced with battery-powered lights which are recharged using solar energy.

To manage visitor numbers the SPSRNP has established other tourist attractions in the buffer zone, to carry the overflow of tourists before and after the underground river tour. Access to the river is limited to 200 visitors per day, controlled by the park visitor centre.
3.3.2 Tidbinbilla Nature Reserve, Australia

Tidbinbilla Nature Reserve (TNR) is managed by Environment ACT and is 40 minutes from Canberra in the Australian Capital Territory. It has won numerous state awards for environmental tourism. First declared in 1939, TNR now protects 5,500 ha of forest, woodland, wetland and grassland communities. Annual visitor numbers are currently estimated to be about 150,000. Tourism activities include regular ranger guided activities, a visitors centre, picnic areas, a series of wildlife enclosures for close viewing, and an extensive walking trail system that provides access to the more remote areas in the higher ranges away from the valley floor.

An entry fee of $8.00 per car was introduced in 1997. Revenue raised from entry fees is retained at Tidbinbilla and contributes to capital works. TNR's management objectives are to:

- provide appropriate access and facilities for all
- provide and maintain a broad range of high quality nature based activities
- contribute to regional tourism
- provide an opportunity for environmentally responsible commercial tourism ventures
- develop mechanisms to charge for services and accept funds and sponsorships
- seek partnerships with research institutions and individuals
- balance the benefits of facilities against the recurrent costs of managing the asset
- encourage private sector initiatives to sponsor and promote particular activities
- increase awareness, at national and international levels, of the commercial opportunities that tourism can provide to complement and support core activities of nature conservation areas.

3.4 Private Tourism on Public Land

3.4.1 Cape Otway Light Station, Australia

Cape Otway lies on the southern coastline of western Victoria, Australia. It is part of the 13,000 ha Otway National Park. In addition to its significance for plant and animal conservation, Otway National Park includes a major source of late dinosaur fossils at Dinosaur Cove, west of Cape Otway. It also includes Cape Otway Light Station, the only surviving example of a lighthouse and telegraph station from the late 1840’s and 1850’s. The main feature is the ‘Old Light-tower’, historically one of the main lights of the western Bass Strait. The site also includes the Cape Otway Telegraph Building, designed to provide telegraph communications with Tasmania and, eventually, to be part of Australia’s cable link to the rest of the world.

In 1997 Parks Victoria leased the Cape Otway Light Station for 21 years to a small local company, Tourism Great Ocean Road Pty Ltd. Guided tours of the Light Station are conducted daily, and accommodation is available in the old Lightkeeper’s residences. A local Aboriginal (koori) guide also takes visitors on educational tours.
to traditional village sites of the Katabanut people, with information on indigenous foods and medicines.

With assistance from a $40,000 grant from the Australian federal government, building restoration has commenced starting with the main tower. A visitor centre and other interpretive works are also planned.

3.4.2 Undara Experience, Australia

Undara Experience is a family-operated tourism business in Queensland, on the eastern edge of the Gulf Savannah region of northern Australia. It is adjacent to the Undara Volcanic National Park containing the Undara crater and associated geological features, notably the Undara Lava Tubes. The Undara Lava Tubes were formed some 190,000 years ago when an estimated 23 billion cubic metres of lava flowed from a major volcanic crater on to the Atherton Tablelands. Molten lava flowed out under a solidifying crust, leaving a series of long, hollow tunnels. Roof collapses in some areas created deep, dark, damp areas which support unique pockets of rainforest.

Undara Experience was established in the late 1980’s by the Collins family. The family surrendered part of their special lease to the Queensland Parks and Wildlife Service (QPWS) for the development of a national park; established the Undara Lava Lodge; and made a legal agreement with QPWS which gave Undara Experience sole rights to run commercial tours in the Undara Lava Tubes.

Undara Experience is a member of Savannah Guides, with high standards of environmental interpretation and management. A variety of tours are offered, with multilingual interpretation. Tourist accommodation includes Undara Lava Lodge, a modern building including a 50-person conference venue; restored turn-of-the-century railway carriages; a permanent tented camp, and a campground and caravan park with full facilities.

3.4.3 Montague Island Nature Reserve Tours, Australia

Montague Island is about 10 km offshore from Narooma in southern New South Wales, Australia. The Island is a Nature Reserve managed by the New South Wales National Parks and Wildlife Service (NSW NPWS). Commercial tours to the island are offered by Narooma Cruises. There are currently 4500 visitors annually.

Narooma Cruises operates two vessels, and NSW NPWS provides four rangers to act as tour guides. These guides receive specific training in interpretation, management practices on the Island, and the conservation goals of NSW NPWS.

Narooma Cruises earns 70% of its total revenue from the Montague Island tours. In 1998 the tours grossed approximately $200,000, with 12% returned to local ticket sales outlets and $70,000 returned to NSW NPWS as landing fees. All landing fees are put towards restoration projects, maintenance programs, guide salaries and tour administration at Montague Island.

3.4.4 Reef Biosearch, Australia

Reef Biosearch is an organisation of marine biologists and educators in Queensland, Australia. It was established in 1986 with the aim of combining tourism, education and research. Reef Biosearch provides the interpretation component of commercial tours operated by Quicksilver Connection in the Great Barrier Reef Marine Park, using guided walks and snorkel trips to teach visitors about reef and island ecology, minimal-impact behaviour, and global threats to reef environments.

Reef Biosearch also carries out general marine education programs in schools, tourism industry, training institutions, and the broader community. It conducts environmental research and monitoring on the Reef, and acts as advisors and consultants to the reef management agencies.

Research conducted by Reef Biosearch enables operators and the tourism industry to differentiate between human-induced and natural changes on the reef. This distinction can only be made through long-term research and monitoring. This is equally vital for reef conservation and for tourism planning. Reef Biosearch has tested the effects of tourism operations on reef fish populations, coral communities and water quality. This research has been made possible...
through the close connection with Quicksilver Connections, which provides logistical support. Research funding is provided by government and university grants, and profits from snorkelling trips and T-shirt sales.

Reef Biosearch staff are involved in a range of environmental education programs including coral reefs and associated ecosystems. It has organised school programs with reef field trips; developed primary-school teaching manuals; run courses in reef biology for the tourism industry and the broader community; and takes part in various coastal restoration and catchment management projects.

### 3.4.5 Sydney's Quarantine Station, Australia

Sydney's Quarantine Station is located on North Head in Sydney Harbour. It incorporates over 60 separate buildings with considerable heritage value. There is also evidence of Aboriginal occupation of the foreshore. The New South Wales National Parks and Wildlife Service (NSW NPWS) has managed the site since 1986, but despite significant conservation works, the buildings are continuing to deteriorate through lack of funding for maintenance. In 1998, NSW NPWS therefore invited tenders by private companies to lease the Quarantine Station and manage it for heritage conservation and tourism. Mawland Hotel Management (MHM) was selected as the preferred tenderer.

Under the tender agreement, MHM proposes to spend $4 million on conservation works during the first five years of the lease, and over $100,000 p.a. in the remaining 15 years of a 20-year lease. A further 25-year lease extension is envisaged if the initial lease is successful.

A revised Conservation Plan for the site stipulates that no buildings may be dismantled or removed, no new buildings may be developed, and public access must be maintained. The MHM proposals include: improved commercial transport to the site; a restaurant, accommodation, and a functions and events centre; and a visitor centre, environmental and cultural study centre and interactive guided tours.

NSW NPWS will station staff at the Quarantine Station to manage Sydney Harbour and oversee MHM's operations. MHM will contract NSW NPWS to provide guides for day tours. Part of the revenue from the Quarantine Station will be provided to NSW NPWS to assist in management of Sydney Harbour National Park.

The proposed arrangement is currently subject to community consultation. This includes review of the Site Conservation Plan; stakeholder briefings and public information sessions on the MHM proposal; and input into an Environmental Impact Assessment for the proposal, commissioned by MHM.

### 3.4.6 Hastings Cave and Thermal Pool Enterprise, Australia

The Tasmanian Parks and Wildlife Service (TPWS) is currently developing enterprise agreements with commercial tourism operations at a number of sites. These enterprises have majority government ownership, and Management Boards with 50% representation from local communities. The enterprises must comply with TPWS regulations. They lease the site in return for a lease fee in cash or kind. They provide funds to hire TPWS staff to work in the enterprise. Any profits are to be used for local visitor facilities.

The Hastings Cave and Thermal Pool provides a good example of this enterprise model. A commercial leaseholder has been given the opportunity to develop tourism accommodation at the site. Commonwealth and State government funds have been provided for a new visitor centre, to be operated by the new enterprise. The partnership has brought business skills to site management and marketing that were not otherwise available.

### 3.4.7 Wet Tropics of Queensland World Heritage Area, Australia

The Wet Tropics of Queensland World Heritage Area (WTQWHA) is a 900,000 ha area of tropical rainforest stretching 450 km from Cooktown to Cardwell in Queensland, Australia. It supports over 3,000 plant species, and at least 25 rare, threatened or endangered vertebrate species. Prior to listing, much of the area was subject to commercial logging.
The WTQWHA receives an estimated 3.4 million visitor days per year. There are over 200 commercial operators with permits to operate within the WTQWHA, issued by the Queensland Parks & Wildlife Service (QPWS), and the Queensland Department of Natural Resources (QDNR).

The Wet Tropics Management Authority (WTMA) was created in late 1990 as the body responsible for ensuring that the World Heritage Area was managed in accordance with the requirements of listing under the World Heritage Convention. WTMA does not directly own the land within WTQWHA. Its main role is in policy, planning, regulation and coordination, with day-to-day management by QPWS and QDNR.

In 1997 WTMA developed a non-statutory policy framework entitled ‘Protection through Partnership’. Its partners include the nature-based tourism industry, Indigenous peoples, the conservation sector, local government and local communities. WTMA has established formal consultative arrangements with each of these.

### 4. FACTORS FOR SUCCESSFUL PARTNERSHIPS

On the basis of case studies presented, a consistent set of factors emerge which contribute to successful partnerships between tourism and protected areas. These conclusions are also supported by relevant case studies summarised in previous reviews (Department of Industry, Science and Tourism 1996 a,b; Pigram and Sundell 1997, Stabler 1997; Hall and Lew 1998; Fennell 1999; Font and Tribe 1999; Pigram and Jenkins 1999; Singh and Singh 1999; Grant 1999; Buckley 2000; Godde et al. 2000; Worboys et al. 2000).

The main principles are summarised below:

1. **Accurate and publicly-available information, and open and extensive community involvement.**

2. **A negotiating platform where neither the landholder nor the tourism developer are compelled to enter into a partnership agreement unless they choose to do so, under conditions which they are free to negotiate; the partnership will only proceed if the land management agency, the tourism developer and local communities are all satisfied that they will benefit from the arrangements.**

3. **A legal framework which allows the landholder or land management agency to retain funds raised through tourism, for management of visitors and for management and expansion of the protected area.**

4. **Financial arrangements which provide the protected area owner or manager, private or public, with revenue from tourism activities which is sufficient: (a) to manage the tourism activities themselves and associated increases in visitor number and infrastructure requirements; (b) to minimise and compensate for the environmental impacts associated with these; and importantly (c) to provide a surplus which can contribute to the protected area estate, and provide an incentive for the protected area manager or landholder to enter into the partnership in the first place.**
5. Recognition, by both the tourism developer or operator, and the protected area agency or landholder, that they have different primary goals and that the partnership has to help each party meet its own goals.

6. Recognition by both parties, that they operate under very different legal, social, economic and environmental constraints, and that the partnership arrangements need to recognise both sets of constraints if they are to be successful.

7. Legal arrangements which specify liabilities for any injury and/or environmental harm unambiguously, and set out the insurance requirements of all parties involved.

8. Operational arrangements which allow public protected area managers to fulfil their obligations for conservation and to public recreational visitors as well as commercial tourism ventures in partnership agreements.

9. A basic level of conservation funding by government, in the case of public protected areas, so that tourism is not the sole means of financial support.

10. Arrangements which provide opportunities for commercial tourism in relatively small and heavily visited areas with concentrated tourism infrastructure, providing for tourism operations which produce both a profit for the tourism operator, and funds for the protected area agency to use in management of larger and more lightly-visited areas.

5. CONCLUSIONS

Under the right conditions, partnerships between tourism and protected areas can be highly successful and beneficial for both tourism operator and landholder, public or private.

With the current low level of government funding for protected areas in Australia, partnerships with tourism are fast becoming a financial necessity. At the same time, the growth of nature tourism is providing an increasing financial incentive for commercial tourism to operate in protected areas and to contribute to their establishment and management.

In Australia, three models are likely to be particularly successful and worth pursuing in all States.

1. Fixed-site, privately-managed, large-scale tourism facilities, either publicly or privately owned, in heavily-visited sections of public protected areas, yielding sufficient revenue to contribute to management of the remainder of the area as well as profit for the commercial operator.

2. Charges for low-key recreational activities and facilities, for both private visitors and small-scale commercial tours in less heavily-visited areas.

3. Private tourism ventures on private landholdings set aside as protected areas, including: adventure activities and outdoor sports; scenic tours, sites and facilities; and wildlife-based tourism operations such as game lodges, wildlife sanctuaries and fauna reserves, birdwatching tours, etc.

In addition, though public forests, Aboriginal lands and working rural properties are of course not protected areas, there are major commercial tourism opportunities for all of these.
REFERENCES


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