

***TOURISM ON THE GREAT BARRIER REEF
AND ADJACENT WATERS***

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I have been asked to say something about Tourism and the Great Barrier Reef and adjacent waters. This is my penance for lobbying for a MLAANZ conference to come to Cairns! Open your mouth and your given a paper. I am however very pleased to address you in my home town and on a topic which is very close to my heart.

I will try and give you a brief overview of the Regulatory background under which Tourist operators conduct their businesses in Reef and adjacent waters, comment on relevant recommendations of the Australian Marine Industries Strategy 1997 and the subsequent National Oceans Policy and offer my assessment as to the impact of both on tourism business operations in that region.

MARINE INDUSTRY DEVELOPMENT STRATEGY AND OCEANS POLICY

During the triennium 1995 to 1997, I was fortunate to be a member of the Australian Marine Industries and Sciences Council (AMISC) which was charged, amongst other things with the production of a national Marine Industry Development Strategy. In the course of drafting that report AMISC identified a number of impediments to the development of marine industries in Australia, the primary culprit being excessive prescriptive regulation. The Strategy suggested that regulatory agencies should be focusing more on outcomes rather than prescriptive processes in the development of regulation. Among its core recommendations for the regulation and control of marine industries was the adoption of the multiple use principle of management and implementation of transparent decision making processes.

After a public consultation phase during 1996, the Strategy was released in January of 1997. The Government welcomed the opportunity to consider the ideas set out in that strategy and went on to work on the development of the Oceans Policy. Oceans Policy has taken up some of the Strategy's recommendations in the Marine Industry Development context regarding marine policy and decision making processes, in the regulatory sphere and the adoption of the "management for multiple ocean use" principle. It also devotes a special section to Marine Tourism under the "Ocean Uses and Impacts" category in the Chapter dealing with principal

actions designed to cover development and implementation of Australia's Oceans Policy. I will deal with more of what the future holds in terms of Oceans Policy for Marine Tourism later in this paper.

DOING BUSINESS ON THE REEF

Cairns, The Far North and the Whitsunday region are at this time assessing the change in the regulatory framework in which Reef tourism operations are conducted through the introduction of new Plans of Management for the Cairns Section, the proposed Far Northern Section Plan and the Whitsunday Plan of Management. A brief overview of such tools of management and assessment of how they might work on the water (as opposed to "the ground") allows me to present you with a snapshot of the environmental restrictions for doing business in such a sensitive location as the Great Barrier Reef.

REGULATORY CONTEXT - GREAT BARRIER REEF MARINE PARK AUTHORITY (GBRMPA)

If you want to do business on or near the Reef, you need first to understand the whole of the reef is a Marine Park managed by the Great Barrier Reef Marine Park Authority (or GBRMPA for short) set up in 1975 under the Great Barrier Reef Marine Park Act 1975 ("GBRMP Act"). Secondly it comprises a World Heritage area. In 1981, the special values of the Great Barrier Reef were recognised with its listing as a Heritage property under the international World Heritage Convention, to which Australia is a signatory. This means that the Great Barrier Reef is also subject to the Commonwealth's World Heritage Properties Conservation Act 1983, which provides the legislative framework whereby Australia can meet its obligations to the "utmost of its resources" to ensure "the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage" within its territory.¹

The Authority is made up of a 4 member board to which the organisational and administrative arm reports. (*Annexure 1*) After a recent restructure GBRMPA has now focused its operations around four critical issues groups:

1. Tourism and recreation.
2. Conservation/World Heritage.

¹ World Heritage Properties Conservation Act 1983 Schedule (Article 4 Convention for the protection of the World Cultural and Natural Heritage)

3. Fisheries.
4. Water Quality/Coastal.

Pursuant to S.31 of the GBRMP Act areas of the Park may be identified by Proclamation of the Governor General and the areas not only include the waters of any sea, but also the sea-bed, sub-soil beneath the sea-bed and the air space within the Marine Park Area².

GBRMPA is charged with the responsibility for ensuring the "care and development" of the Great Barrier Reef Region in line with its primary obligation, which is "conservation of the Great Barrier Reef". The Act provides that management of the Marine Park must be in accordance with the following objectives:

- (a) the conservation of the Great Barrier Reef,
- (b) the regulation of use in the Marine Park so as to protect the Great Barrier Reef, while allowing the reasonable use of the Great Barrier Reef region.
- (c) the regulation of activities that exploit the resources of the Great Barrier Reef so as to minimise the effect of those activities on the Great Barrier Reef,
- (d) the reservation of some areas of the Great Barrier Reef for its appreciation and enjoyment of the public; and
- (e) the preservation of some areas of the Great Barrier Reef in its natural state undisturbed by man except for the purposes of scientific research.

By the Great Barrier Reef Marine Park Act Amendment Act 1995 the Authority was given the power to develop Statutory Plans of Management. The Authority's broadened responsibilities flowing from World Heritage Listing were recognised by requiring that statutory Plans of Management must have regard to:-

- (a) the protection of world heritage values of the Marine Park; and
- (b) the precautionary principle.³

² Section 31 Great Barrier Reef Marine Park Act 1975

³ Section 39Z Ibid

Along with "ESD" (Ecologically Sustainable Development), the concept of "the precautionary principle" is the politically correct term used these days prefacing most management tools relating to maritime endeavour which are likely to have any possible impact on living marine organisms, particularly in the commercial fishing and marine tourism fields. The search for a universal interpretation of ESD, accepted by all relevant agencies goes on and is not the subject of this paper, but for those of you not familiar with the "precautionary principle" concept, the Act itself points us in the direction of the Intergovernmental Agreement on the Environment 1992 which is scheduled to the National Environment Protection Council Act 1994, where section 3.5.1 describes the "precautionary principle" thus:

"Where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation."

To put it more simply it basically means "where you are unsure about the science be overly cautious about management".

The primary objective of Marine Park management however remains the conservation of environmental, cultural and heritage values of the Great Barrier Reef, in the national interest.

GBRMPA has various consultation mechanisms. Regional Marine Resources Advisory Committees have been set up at provincial locations along the coast, one of which is located in Cairns ("CRMRAAC"). These groups are a fairly informal collection of reef stakeholder representatives who meet regularly to discuss topical reef issues and provide feedback to the Authority.

VALUE OF MARINE TOURISM

In June 1997 the "Review of the Marine Tourism Industry in the Great Barrier Reef World Heritage Area" (known as the "Sturgess" Report) was released. The Review was a joint initiative of the Tourism Review Steering Committee with assistance from the GBRMPA and the Office of National Tourism. To give you an idea of just how valuable to the region's economy Marine Tourism is, I've extracted some relevant statistics from the Review showing the number of international visitors to the region in 1995 was over 700,000 with around 20 percent of international visitors to Australia going to the Reef region.

The introduction of the "user pays principle" through the Environmental Management Charge (EMC) levied on visitors to the reef has produced data which indicates that 1.6 million visitor-days were spent on the Reef in 1996. About one third to one half of these visitors were from overseas. Three quarters of international visitors to the region are taking some form of trip out to the Reef.⁴

It is interesting to note that despite being one of Queensland's largest industries, contributing 7.1 percent of the Gross State Product (GSP), generating 7.7 billion in expenditure in 1995, and providing 122,000 jobs, Tourism in general is not an identified industry according to international accountancy principles which are used to produce Gross Domestic Product. As an industry Tourism is defined by consumption rather than the value of goods and services produced. Thus many aspects of tourism value are represented in other industries such as the accommodation, recreation and transport sectors. It is therefore notoriously difficult to estimate the value of the industry as a whole, let alone the marine sector.

MARINE INDUSTRIES COMPARED (Overhead)

AMISC however did make this attempt at a national level and by way of comparison you can see from this overhead marine tourism makes by far the largest contribution to total production in marine industries, with some 13 billion in the domestic and 2 billion in the export markets on the basis of a calculation in 1980 of marine tourism being about 40 percent of all domestic tourism and about 19 percent of international visitors.⁵ In 1997 these figures were revised to suggest that 42 percent of domestic tourism and 50 percent of International tourism is now marine or coastal based.⁶

GBRMPA's annual report for 96-97 indicates tourism in the Reef Marine park contributes over one billion dollars to the Australian economy.⁷

⁴ Review of Marine Tourism Industry in the Great Barrier Reef World Heritage Area (the "Sturgess Report") prepared by the Tourism Review Steering Committee with assistance from GBRMPA and Office of National Tourism. p 4

⁵ Review of a Strategy for Marine Industries in Australia, A. English paper to (Policing Australia's Offshore Zones conference, Canberra, April 1997).

⁶ Australia's Oceans Policy - An Issues Paper p 58

⁷ Great Barrier Reef Marine Park Authority Annual Report 1996-1997 p 17

CHARACTERISTICS OF MARINE TOURISM ON THE REEF

The Marine Tourism Industry on the Great Barrier Reef consists of six sectors:

- island transfer
- day tours (site specific and roving),
- live aboard dive,
- fishing charter,
- bareboat charter
- general charter.

The island transfer and day tour sectors are by far the largest part of the industry .

The Review of the Marine Tourism Industry on the Reef I mentioned earlier tells us that the industry is concentrated in only a few areas, with 95 percent of visitor-days taking place on only 4 percent of the reefs. The visitation being concentrated in the Cairns/Port Douglas region (67 percent of visitor days) and the Whitsundays (28 percent of visitor days). Visitation tends to follow a seasonal pattern, with higher numbers in the second half of the calendar year.

There are around 660 commercial operations in the Marine Park using 900 vessels. Of these, about 80 are site-specific and 440 are what we call regular rovers. As the name implies these operations could in theory rove throughout the park but tend to visit favoured sites. Five major operations account for more than a **third** of total visitor-day s.

The development of high-speed catamarans carrying up to 450 people at a time has significantly increased the number of people accessing the outer Barrier Reef over the past two decades. Further changes are likely to occur if new vessels, such as the wing-in-ground effect craft (WIGs), prove to be commercially viable. WIGs are fixed wing vessels which fly at high speed less than 5 metres above the earth's surface in order to gain aerodynamic efficiency. Some WIGs are under development in Australia and if they were to prove technologically and commercially viable, they would have the potential to open up many of the largely unused areas of the Reef.⁸

⁸ "Sturgess Report" p 5

CURRENT MANAGEMENT ARRANGEMENTS - ZONING PLANS

(Annexure 2) Up until the introduction of the most recent management Plans relating to the Cairns and Whitsunday areas, tourism use in the Marine Park was managed very prescriptively, principally through Zoning Plans for each of the 4 Marine Park Sections combined with a permit system. The Park is basically divided into 4 sectors:-

1. Far Northern
2. Cairns
3. Central
4. Mackay/Capricorn.

As their name suggests, Zoning Plans are like town plans, where broadly defined use areas are specified and where some flexibility and choice can be exercised within these broad constraints. Zoning plans tend to be regarded as a suitable vehicle to manage the "big picture" settings for use and access.

The Zoning Plans divide the areas they cover into various Zones such as:-

- General Use
- Marine National Park
- Habitat Protection Buffer
- Preservation for Scientific Research
- Estuarine Conservation
- Conservation Park

which each prescribe the sorts of activities which may be carried on in those areas.

The zone classifications are colour coded on Zoning Plan maps, thus for instance it is a sin to be caught catching anything in a "Green Zone", it is a "look but don't take" area.

Although Zoning Plans have been a major and integral component of Marine Park management, their primary effect has been to define where extractive industries such as trawling, line fishing and collecting are allowed. Historically tourism management has not been explicitly addressed in the Zoning Plans, mainly because tourism use was very low in the early years of the Park. As a result tourism use is allowed, subject to permit requirements, in more than 99 percent of the Marine Park.⁹

⁹ ibid p 6

THE PERMIT SYSTEM

The principal tool used to manage tourism within the Zones in the Marine Park has been the Permit system. Permits are administrative instruments used to grant access and use permissions to commercial operators who apply on a "*first-come, first-served*" basis. Through their detailed conditions, permits specify what the holder can do and where they can go, within the broader provisions of the Zoning Plan. This system of permits has been reviewed on a number of occasions and periodically revised. The tenure of permits is now 6 years. Transfer of permits has also been permitted for some years. One of the major apparent deficiencies of the Permit system according to reviewers was management being constrained to consideration of the impacts of individual operations in specific areas.

As one of the principal concerns of the Authority has been the potential for latent or "sleeping" permits to be activated in sensitive or frequently visited locations, the desire to better manage **cumulative impacts** has received greater focus.

THE SHIFT TO SPATIAL MANAGEMENT OF IMPACTS

"Managing the places instead of individual operators"

A review of the Marine Park Tourist Permit system in 1994 recommended a radical change away from the existing system of detailed individual assessment of applications for access and use, towards a much simplified and generic system of permits or licences, coupled with an improved system of planning, education and codes of practice.

It was thought such a shift would be made possible by the removal of necessary rules and conditions of access out of the individually-tailored permits and into plans and regulations, where impacts would be managed through the application to all users of restrictions relating to each area or site. Thus we see the birth of the Statutory Plan of Management, some 4 years later.

STATUTORY PLANS OF MANAGEMENT

Statutory Plans of Management are a new tool for managing tourism activity on the Reef and are now seen as the primary vehicle for the shift to place-based management. Rather than individually stipulating on each Permit permitted areas and activities the new Plans of

Management for Cairns and the Whitsundays for instance set limits on and constrain activities in particular areas.

THE CAIRNS AREA PLAN OF MANAGEMENT

The Cairns area Plan of Management was gazetted on 22nd June 1998 which was the date it commenced.¹⁰ The Plan is to be progressively implemented by July 1999 with Regulations to support Enforcement relating to restrictions that apply to Areas and specific locations due to come into effect about October this year and Regulations on such things as application assessment, decision making provisions on operation types, anchoring and mooring sites and group size limits due by 1st July 1999.

Each of the Cairns and Whitsunday Plans of Management adopts a similar approach, the framework for the Plan of Management for the Cairns Area, for example, describing a hierarchy of areas or sites, starting with the Area, and moving down through **Sectors**, **Localities**, **Locations** and **Sites**. Thus the Cairns Area Plan of Management is concerned with an Area which (in general terms) reaches from Lizard Island in the north to the Frankland Islands in the south. This area, in turn, is divided into six Sections and within each of these Sectors, a number of Localities have been specified. The six Sections are described in Schedule 2 and the Localities in Schedule 3 to the Plan (*Annexures 3 & 4 to this paper*).

Locations are more specific places roughly associated with identified reefs. They are described as the area seawards out to the 500 metre line of a reef (although in some cases they may also refer to a **Locality**). The level of use at **Reefs** (and **Localities**) which are defined as **Locations** have been identified in *Schedule 4* in the Plan of Management. (*Annexure 5*) Finally, the term **Site**, while not defined in the Plan of Management, is used to refer to quite specific points within **Locations** where pontoons or moorings are located or where anchoring is permitted. For instance **Site** is defined in connection with a mooring "**Mooring site**" means the area between a mooring and an assumed line seawards 50 metres from the mooring buoy of the mooring (*Definitions Schedule 9*)

¹⁰ Sec 1.1 Cairns Area Plan of Management ("The Plan")

VALUES, ISSUES, STRATEGIES

Consistent with the statutory objects of Management Plans set out in Sec. 39Y of the Great Barrier Reef Marine Park Act 1975 this Plan describes in Divisions 2, 3 and 4 of its first Part the nature conservation, cultural/heritage and scientific values which require protection, their related issues and strategies to achieve such protection. (*Annexure 6*) Thus we find, for instance, in Part 1 Division 3 (1.8) under "*Cultural and Heritage Values Issues and Strategies addressed in the Plan*" a description of:-

Firstly the "*values*": ascribed to the area one of which is for instance an acknowledgement (inter alia) of the relationship of indigenous people with the marine environment (Sec. 1.8 (a))

Secondly the "*issues*": which arise associated with those values. The one referencing this indigenous value for instance being inappropriate use compromising cultural and heritage values for traditional inhabitants at certain places: and

Finally the "*strategies*": to be put in place to address the issues: In this case, severely constricting growth in any existing marine tourism operations on reefs of value to indigenous people, and designating some Locations as Sensitive Locations with additional or special protection.

PARK USE, ISSUES, STRATEGIES

(*Annexure 7*) Examination and treatment of the Uses of the Cairns Area of the GBR are described in Part 1 of Division 5 and follow the same format of acknowledgement of firstly existing "*Uses*", such as Research, Commercial fishing, Marine Tourism, Indigenous hunting and fishing and Recreational activities. (Sec. 1.10 (a)). Then follows the identification of use "*Issues*" such as the increase of one use displacing other uses at the same location. (Sec. 1.10 (b)).

Finally the "*strategy*" developed in Sec. 1.10 (c) is to limit the number of people who can access each location, according to a categorisation as to whether they are "*low, moderate, or intensive*" use locations. Obviously the "*low*" use category attracts the least number of passengers per

vessel and no private moorings or pontoons except those already permitted with increasing numbers of passengers and infrastructure as you move through "moderate" to "intensive" use sites, where limits are set by environmental sustainability indicators and there may be many private moorings and some pontoons.

Limits on use levels.

(Annexure 7) It is interesting to note from the limits on use levels set out in Table 4 in Section 1.10 that whilst one would think "environmental sustainability" would ordinarily be the overriding principle driving the management of locations, it seems when faced with conflict of use situations at more sensitive locations other imperatives seem to require limitations be set by reference to what appear to be arbitrary numbers rather than by reference to "environmental sustainability" factors. This seems to be indicated by the failure to include "environmental sustainability" as a use criteria for the "low" and "moderate" use classifications. As I mentioned, Schedule 4 to the Plan categorises all reefs into these different classifications in each Section (Annexure 5).

TYPES OF OPERATION

(Annexure 8) We find the specification of the types of tourism operations which are consistent with the Plan set out in Table 7 in Division 5, the characteristics of each type of operation and the future eligibility requirements which are generally in the form of historical access and use criteria. This type of "historical use" criteria would be familiar to many commercial fishermen undergoing the implementation of similar statutory plans of management under Fisheries Management Regulations in other parts of Australia and Queensland. "The Standard Tour Operation" refers for example to the 365 day access to pontoon or mooring type operations, whereas the "Regional Tour Operation" is restricted to only 50 days at any one Location in each year. Operators will have to demonstrate they have met the historical access criteria in order to maintain their operational permits. For instance, current operators to a location will have to demonstrate at least 50 days visitation to that location during 1996 to maintain access to that location. The overall result being to effectively cap the number of tourism operations that operate by anchoring and applying the "use it or lose it" principle to permitted tourism operations.

The one page, necessarily brief, explanatory note which came with the Plan claims "more than half of all permitted tourism operations are likely to have their permitted use attenuated from all

*year access to no more than 50 days per year and will be subject to limits on the number of operations in the Area each day."*¹¹

Whilst the lawyer in me immediately thought of the number of compensation claims such restrictions might provoke for current operators, as a member of the Cairns Region Marine Resources Advisory Committee (CRMRAAC) for the past 3 or so years, I am well aware that this was one of the desired outcomes of stakeholders including commercial tourist operators in the Area who shared concerns about "*latent effort*" and the consequent diminishing of Park values should such latency transform itself into actual effort. However there will be cases of hardship or exceptional circumstances which warrant serious consideration for compensation or exemption from the criteria and the Plan recognises this by including "*extenuating circumstances*" as a factor for exemption from qualifying criteria, for the benefit of existing operators).¹²

ENFORCEMENT - REGULATIONS

(Annexures 9 & 10) As I mentioned earlier, restrictions provided for in the plan will translate into Regulations on such things as limiting access to locations within an area, use of public moorings (for instance you can't anchor for more than 4 hours in any 24 hours), creation of an offence to unintentionally recklessly or negligently damage coral, or prohibiting anchoring at mooring or pontoon sites except at certain locations such as Lizard Island and Green Island, will come into effect later this year and by 1st July 1999.

CONTROVERSY

How has this Plan been received by industry and the public?

On the whole I would have to say the Plan has been generally well received for its intent. However there are a number of smaller tourism operators who still have concerns in certain areas about their ability to sustain and grow their businesses. There is thus a push for some tweaking around the edges from them, though not in my view a desire for wholesale review. Their main concerns relate to the number of permitted moorings at each Location and to whom such moorings have or will be allocated.

¹¹ Undated GBRMPA flyer accompanying CAIRNS Area Plan of Management

¹² See for example Sec 1.14(b) The Plan

The underlying philosophy of the Authority in terms of the conservation of the reef itself is to reduce the opportunities for and reliance upon anchoring as a feature of use. Hence it was intended, during the consultative phases leading up to the production of this plan, that sufficient private and public mooring sites be made available at each location to cater for existing and future growth so as to avoid vessels pulling up and randomly throwing out the "pick".

PRIVATE MOORINGS

Anecdotal evidence derived from operational experience reveals that there are hundreds of what are called "illegal" moorings along the whole length of the Reef. Whilst the Authority has been urged to conduct an actual audit of the currently existing moorings on the Reef, there is no publicly available information as to either the location or identity of even currently permitted moorings. The authority does not have a Public Register accessible for searching purposes. A recommendation made by the Sturgess Report specifically mentioned the desirability of the Authority setting up a Register of moorings and pontoons and of the current holders of the licences associated with them.

The limitations in the number of permitted private moorings per location is set out in Schedule 6 of the Plan (Annexure 11). The problem for many of the existing smaller operators is that they do not know and up until now the Authority has refused to indicate, which of those moorings have already been allocated or are held by private parties. Accordingly the ability of current operators to assess the business risks of this Plan for their operations is seriously inhibited. For some who have in the past quite lawfully visited sites where mooring numbers are now severely restricted or which may be held by another operator, potential exclusion from the location due to unavailability of moorings is likely to be devastating to their businesses. Exclusion could mean transfer of operations to other sites which are of less quality, uneconomical to visit, relegation to public anchoring areas which are quite unsuited to the safe management of large numbers of passengers or otherwise to sites which detract from the quality of the experience and service offered to passengers. The threat of serious financial worries follows as a natural corollary. The Plan propaganda assured Tourism Operators that those actively accessing the Park on a routine and frequent basis would not be disadvantaged.

I join with the Tourism operators highly critical of the lack of transparency regarding this mooring issue but commend GBRMPA for its very recent decision to audit existing moorings

and at last to set up a Moorings Register. There should also be a genuine attempt in a clear and transparent manner to explain the rationale used to arrive at the differential mooring limitations or else be prepared to accommodate the concerns of operators and allocate more moorings to certain locations. Such a strategy would almost certainly avoid the Authority diverting resources to litigation which is likely to otherwise result if the Plan is implemented with present mooring limitations.

RECREATIONAL AND COMMERCIAL FISHERS

Turning to the recreational and commercial fishing sector. This would have to be one of the very rare occasions you would see those two sectors sharing the same ideological platform!! They think that GBRMPA is selling off sections of the Reef under this Plan, (*Annexure 12*) which reaction is probably more a reflection of the poor PR job GBRMPA has done in explaining and interpreting to the public what the Plan is really trying to do rather than having any basis in fact. The major concern here is the 50 metre exclusion zone around the mooring site and a 200 metre exclusion zone around pontoon sites. In other words only the operator and its agents, guests, passengers etc. are allowed to be in those infrastructure zones. For instance no-one else will be permitted to anchor within a 50 metre radius of a mooring. The Plan is open to this "*exclusivity*" interpretation although the more fanciful allegations that infrastructure licence holders actually "*own*" the area within those exclusion zones completely misrepresents the factual and legal reality. There is no question of the Authority disposing of any "*proprietary*" interest in such areas but rather just limiting the permission to enter them.

OCEANS POLICY

Moving my focus from the parochial to the national for a moment. How has the Ocean's Policy addressed the challenges facing the Marine Tourism Industry?

The challenge identified by Oceans policy in this context is:

"to create a business and regulatory environment to support growth of a diverse and ecologically sustainable marine tourism sector that maintains the environmental quality on which it depends."

The Policy goes on to identify investment in regional infrastructure as a major factor affecting

the future viability of marine tourism operations. The Policy also notes action is required "to develop methods for streamlining the regulation of the marine tourism industry, and to establish management arrangements which can avoid or mitigate the cumulative impacts of tourism development on the marine environment."¹³

The Policy proposes key responses to these problems through actions under various national initiatives such as:-

- a commitment to forging regional tourism growth by placement of infrastructure
- visitor facilities and marine interpretive centres in strategic marine and coastal locations under the National Tourism Development Programme
- establishing a national review of the impediments in the development of marine tourism
- and a focus on measures toward "*ecologically sustainable management of the tourism industry with the minimum necessary regulation*".

The shift by Governments generally to de-regulate and encourage self-regulation is gradually permeating national policy initiatives in Australia but may be running aground on the reefs of bureaucracy when it comes to putting that policy into practice.

Even though in the case of the Cairns Area Plan of Management measures to curtail the cumulative impacts of marine tourism may have been put in place and the desire to shift the site and vessel specific conditions of Permits into the management Plan has been achieved, one view would have it that all that has been achieved is a relocation of the regulatory "*guff*", not a robust attempt to "*minimise*" any necessary regulation.

This Plan in my view is quite a good attempt to adopt an "*outcomes*" based approach to regulation of the use of this truly national treasure we have in the GBR. However it needs further refinement and it is hoped that the GBRMPA will take on board the constructive criticisms of a wide variety of stakeholders to produce an even better model before final implementation.

REEF OPERATORS' QUESTION: "WHAT ELSE DO I HAVE TO WORRY ABOUT?"

ANSWER "PLENTY!"

I have concentrated my paper thus far on the major piece of legislative authority with which marine tourism businesses have to deal if they wish to operate on the GBR but what about this expression "*Adjacent Waters*".

In many areas the GBRMP is adjoined by both State Marine Parks and National Park usually associated with islands or cays. Fortunately the State Department of Environment which administers those parks has joined with GBRMPA to jointly manage the Permit system so that in the one Permit a holder may be authorised to access both the Cairns Area of the GBR and the Cairns Marine Park. Time does not permit of going into any detail about the Marine Parks regime and it has already been the subject of an examination by Frank Turner in his paper presented to this conference in 1996. I will not go over the same ground but suffice to say this is one example, fortunately where applications are considered contemporaneously and not sequentially by each authority! Although it is evident from recent cases with which my office has had to deal there is still some divergence of opinion between the 2 bureaucracies on matters of interpretation and consequently mixed messages to operators.

However, assuming an operator is able to come to some reasonable assessment of the risk to his/her business operation, the new Plan of Management presents, and forms the view it is still economically viable to either invest or continue operations, what other factors need he/she take account of in order to operate a tourist business within the Park and adjacent waters.

Quite apart from the implications of the regulatory framework of the State Marine Parks and GBRMP an operator must comply with a host of other requirements of one regulatory form or another just to do business in those waters.

Whilst investigating the regulatory impediments for Marine Industries in Australia the Australian Marine Industry and Science Council was informed in 1996 by a representative of one of the larger tourist fleet operators in the Park of an instance where his operation required the installation of just one pylon in a Port to facilitate the servicing of his vessels. Some 18 months and something like 22 permits, authorities, licences, permissions, and consents later, he finally got his pylon. This is but one example of the regulatory nightmare facing marine tourism business in these waters. Have things got any better? Unfortunately it appears no, not yet. Although they are improving

In an effort to give you some idea of the regulatory maze which still besets the Industry I conducted a hypothetical exercise.

SMART LICENCE

Recognising the frustrations of business doing business in this State the Government decided a couple of years ago to set up a "*one stop shop*" called "*Smart Licence*". The idea is if you are just starting out in business or purchasing a business, you contact Smart Licence and they will provide you with advice, forms and contacts for all possible agencies which might be relevant to that activity.

Posturing as a new entrant to the Marine Tourist/Charter Boat business in the GBRMP I tested the system. Much to my surprise I found it actually worked!

Mind you, I still received a bundle of documents some 2 inches thick but I was very impressed with the pertinent, relevant and succinct detail I gleaned from the package. To its credit, the information covered just about every possible agency which might have something to do with running such a business, and could in reality form the nucleus of a due diligence list.

To sum up I was referred to a total of 29 suggested business licences and relevant items of legislation (*Annexure 13*) from which I assessed some 16 licences, permits or authorities of one kind or another would be required relating to everything from survey and registration of the vessel to licences for food preparation and the serving of alcohol and the normal sorts of business registrations such as business name, tax file number, workcover and workplace.

Smart Licence does have its limitations though and its usefulness as a "*one stop shop*" for processing applications and transfers etc is restricted to routine business registrations such as liquor licensing, business name, workplace, Workcover, tax file numbers and group tax. The reality of a "*one stop shop*" handling the processing of **all** business licensing seems still very remote particularly where the activity has such diverse interests as that from liquor to ship survey, where the inherent difficulties of being able to provide an efficient streamlined system to handle so many inputs is fairly obvious.

REQUIREMENTS

One of the other licensing requirements of course which is essential for Commercial Operation in the Marine Parks is to ensure that the vessel is in current Registration and Survey. My references here must necessarily be very brief and general. Section 56 of the Transport Operations (Marine Safety) Act 1995 basically provides for Regulations requiring Registration of Ships. Regulation 38(1) of the Transport Operations (Marine Safety) Regulations 1995 effectively requires all ships operating in Queensland waters to be registered. The new survey scheme put in place by the Transport Operations (Marine Safety) Act and Regulations 1995 and Standards promulgated thereunder is a prime example of the "*in principle*" theory of regulation for outcomes to which I have previously referred. Apart from registration the Act simply identifies a "*general safety obligation*" which must be met by operators of ships. "*The owner/master must not operate a ship unless the ship is safe*"¹⁴ And further "*a person involved with ship's operation (including the owners, master, pilot and crew members) must not cause the ship to be operated unsafely*".¹⁵

The development of recommended Standards under the Act and Regulations for manning design etc are intended to assist any prudent owner/operator to meet their general safety obligations. (For instance see Transport Operations (Marine Safety Crewing for Commercial & Fishing Ships) Interim Standard 1998). The purpose of the Standards is to provide a guide to minimum standards in a particular area whether it be manning or design or construction of ships.

Thus the objective or "*outcome*" of the activity of operating a ship in Queensland waters is stated. The manner or method of each owner/operator achieving that objective is left up to the individual owner/operator with the assistance of accredited marine surveyors who are authorised to supply Certificates of Compliance with certain standards for the purposes of obtaining survey. Surprise audits by Government Surveyors being the only means of enforcement. And here of course is where the theory meets reality, how is the ideal working in practice?

Whilst QDOT has hailed the new regime as a leader in progressive regulation many in a whole range of shipping industries (not just marine tourism) have expressed to me scepticism and disenchantment with the new system. Seeing it rather as the facilitator for continued rotting by

¹⁴ Sec 41 Transport Operations (Marine Safety) Act 1994

¹⁵ Sec 43 Ibid

unscrupulous operators rather than encouraging best practice given that after initial accreditation survey, owners/operators can renew annual survey status by self declarations that vessels comply. Random audits are, in the eyes of many, an insufficient deterrent to the operation of unseaworthy vessels.

Such negative conclusions about the new system continue to persist notwithstanding the presumably desirable outcome (from a business point of view) of "*de-regulation*" put in place.

Those adopting best practice techniques in keeping vessels up to standard feel they are at a commercial disadvantage when others can "*cheat*" by not meeting the standard, cutting costs and only facing the prospect of a random audit at much greater than annual intervals.

I understand some aspects of this new regime are currently under review and the frequency of random audits by QDOT are to be substantially increased.

As with the shift in resource management to co-opting users to be part of the regulatory processes via initial and ongoing consultation and participation, the move to co-opt and increase individual responsibility on the part of owner/operators in the ship safety sphere is yet another example of the trend towards an "*outcomes*" focused process in the regulatory sphere. I think a positive move, despite its early drawbacks.

I think it is too early to assess the success or otherwise of this shift in policy both in the ship survey or Statutory Plan of Management spheres.

At the "*coral face*" the message stills seems to be, too much regulation is still an impediment to doing business. The only comforting thought arising out of such an assessment is that the prudent marine tourism operator will still need to consult his/her lawyer to help them navigate through the treacherous regulatory maze which still exists for those doing business on the Great Barrier Reef and adjacent waters. I am confident that government policy is heading in the right direction. It just needs to reality check with industry participants at an earlier stage and more comprehensively than has been the case up to the present.

FAR
NORTHERN
SECTION

146°E



0 10 20 30 40 50
Kilometres

15°S —

CAIRNS
PLANNING
AREA

Cooktown ●

GREAT
BARRIER
REEF

16°S —

Port Douglas ●

GREAT BARRIER REEF MARINE PARK
CAIRNS SECTION

QUEENSLAND

CAIRNS ●

17°S —

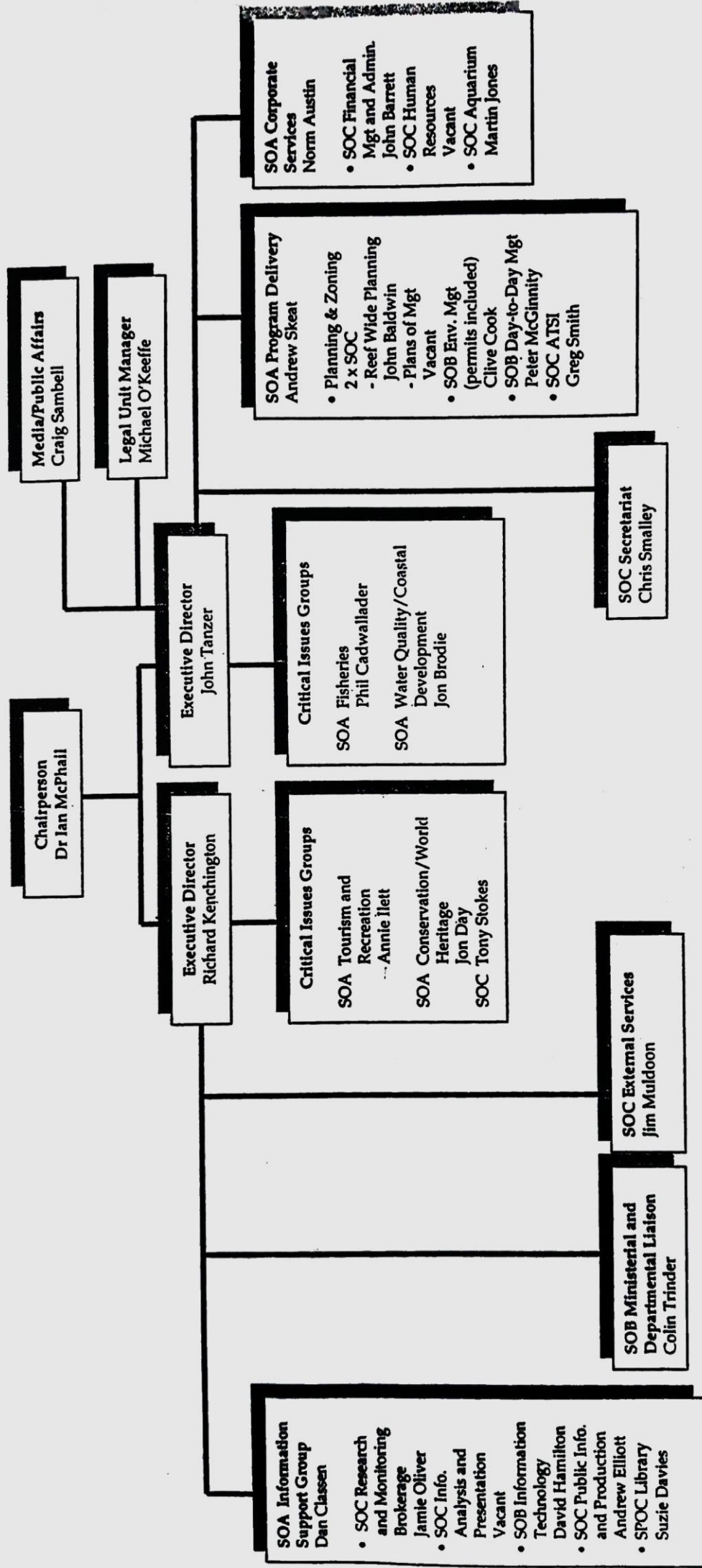
Gordonvale ●

Babinda ●

145°E

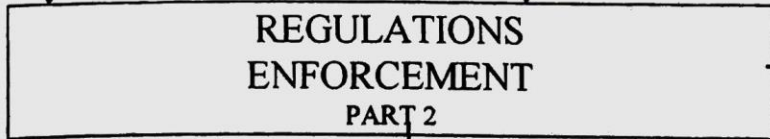
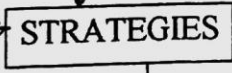
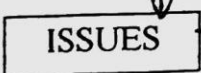
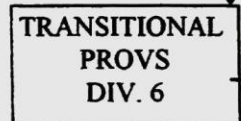
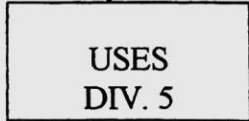
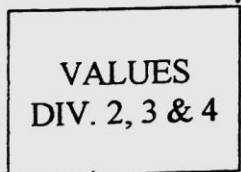
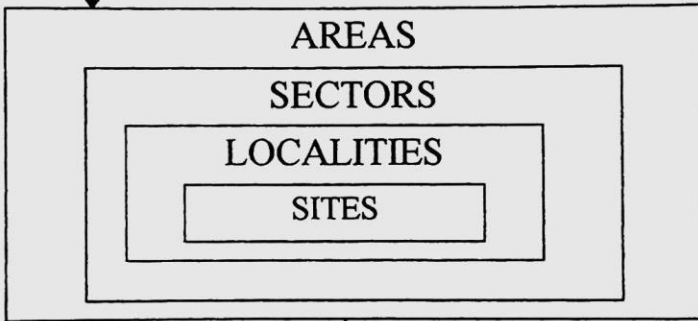
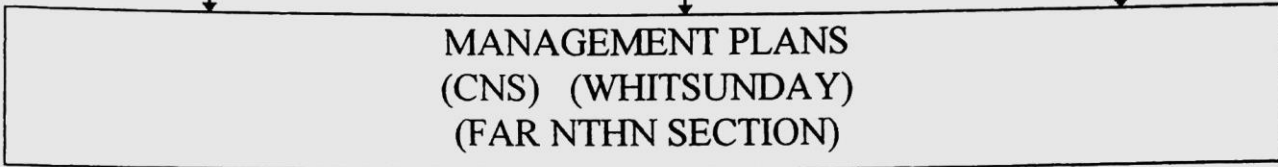
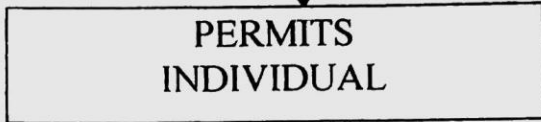
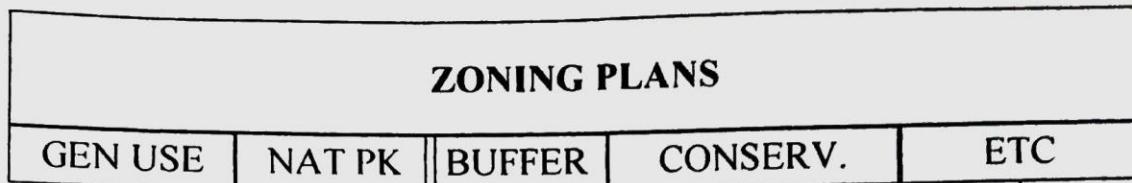
146°E

GREAT BARRIER REEF MARINE PARK AUTHORITY*



* Senior Positions Only Shown

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SCHEDULES

PART 1

PART 2

1	2	3	4	5	6	7	8	9
CAIRNS AREA DESCRIP- TION	SECTOR DESCRIP- TIONS	LOCALITY DESCRIP- TIONS	LEVEL OF USE AT LOCA- TIONS	SENSITIVE LOCATIONS	MOORINGS	PONTOONS	REEF ANCHORAGE DESCRIPTIONS	DEFINI- TIONS

SCHEDULE 2 – SECTOR DESCRIPTIONS

1. Lizard Island Sector

The Lizard Island Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park the boundary of which is defined by the coastal 1500 metre line around the island group comprising the 4 islands – Lizard Island (14-116a), Palfrey Island (14-116b), South Island (14-116c) and Seabird Islet (14-116d).

2. Ribbon Reefs Sector

The Ribbon Reefs Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park bounded by a line which:

- (a) commences at the point of latitude 15°42.55' south, longitude 145°45.86' east;
- (b) runs then northerly along the geodesic to the point of latitude 15°07.20' south, longitude 145°39.86' east;
- (c) then north-westerly along the geodesic to the point of latitude 15°04.23' south, longitude 145°37.98' east;
- (d) then northerly along the geodesic to the point of latitude 14°42.80' south, longitude 145°39.95' east;
- (e) then north-westerly along the geodesic to the point of latitude 14°27.26' south, longitude 145°26.73' east;
- (f) then north-westerly along the geodesic to its intersection by the northern boundary of the Cairns Section being the geodesic between the point of latitude 14°18.27' south, longitude 145°39.00' east and the point of latitude 14°40.00' south, longitude 144°56.50' east;
- (g) then north-easterly along that geodesic to the point of latitude 14°18.27' south, longitude 145°39.00' east;
- (h) then south-easterly along the geodesic to the point of latitude 15°00.00' south, longitude 146°00.00' east;
- (i) then south-easterly along the geodesic to the point of latitude 15°32.01' south, longitude 146°12.80' east;
- (j) then south-westerly along the geodesic to the point of commencement.

3. Offshore Port Douglas Sector

The Offshore Port Douglas Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park bounded by a line which:

- (a) commences at the easternmost intersection of the parallel of latitude 16°41.90' south by the 5 kilometre line which is the landward boundary of the Cairns Section;
- (b) runs then generally north-westerly, northerly and north-easterly along the 5 kilometre line to its intersection with the geodesic between the point of latitude 16°19.00' south, longitude 145°30.00' east and the intersection of the parallel of latitude 16°17.00' south with the coastline at low water;
- (c) then north-westerly along that geodesic to the intersection of the parallel of latitude 16°17.00' south with the coastline at low water;
- (d) then generally northerly and north-westerly along that coastline at low water to its intersection by the meridian of longitude 145°22.71' east;
- (e) then north-easterly along the geodesic to the point of latitude 15°43.00' south, longitude 145°25.33' east;
- (f) then easterly along the geodesic to the point of latitude 15°42.85' south, longitude 145°28.23' east;
- (g) then south-easterly along the geodesic to the point of latitude 15°45.70' south, longitude 145°35.30' east;
- (h) then north-easterly along the geodesic to the point of latitude 15°42.55' south, longitude 145°45.86' east;
- (i) then north-easterly along the geodesic to its intersection by the external boundary of the Cairns Section at the point of latitude 15°32.01' south, longitude 146°12.80' east;
- (j) then south-easterly along the geodesic to the point of latitude 15°49.65' south, longitude 146°19.85' east;
- (k) then south-westerly along the geodesic to the point of commencement.

4. Offshore Cairns Sector

The Offshore Cairns Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park bounded by a line which:

- (a) commences at the easternmost intersection of the parallel of latitude 16°50.30' south by the 5 kilometre line which is the landward boundary of the Cairns Section;
- (b) runs then generally north-westerly and westerly along the 5 kilometre line to its intersection by the geodesic between the point of latitude 16°49.70' south, longitude 145°53.40' east and the intersection of the parallel of latitude 16°47.20' south by the 5 kilometre line and then along this geodesic to its intersection with the 5 kilometre line;
- (c) then generally north-westerly along the landward boundary of the Cairns Section to the point of latitude 16°41.90' south, longitude 145°41.58' east;
- (d) then north-easterly along the geodesic its intersection by the external boundary of the Cairns Section at the point of latitude 15°49.65' south, longitude 146°19.85' east;
- (e) then south-easterly along the geodesic to the point of latitude 16°28.86' south, longitude 146°35.55' east;
- (f) then south-westerly along the geodesic to the point of commencement.

5. South Offshore Cairns Sector

The South Offshore Cairns Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park bounded by a line which:

- (a) commences at the point of latitude 17°15.86' south, longitude 146°08.40' east;
- (b) runs then north-westerly along the geodesic to the easternmost intersection of the parallel of latitude 17°06.11' south by the 5 kilometre line which is the landward boundary of the Cairns Section;
- (c) then generally north-westerly and northerly along the 5 kilometre line to its southernmost intersection by the coastal 5 kilometre line around Fitzroy Island;
- (d) then generally easterly, north-easterly, northerly, north-westerly and westerly along that coastal 5 kilometre line to its intersection by the 5 kilometre line;
- (e) then generally north-westerly to the easternmost intersection of the parallel of latitude 16°50.30' south by the 5 kilometre line;
- (f) then north-easterly along the geodesic to the point of intersection with the external boundary of the Cairns Section at the point of latitude 16°28.86' south, longitude 146°35.55' east;
- (g) then south-easterly along the geodesic to the point of latitude 16°44.60' south, longitude 146°41.83' east;
- (h) then south-westerly along the geodesic to the point of commencement.

6. Frankland Islands Sector

The Frankland Islands Sector of the Cairns Area is the part of the Great Barrier Reef Marine Park bounded by a line which:

- (a) commences at the easternmost intersection of the parallel of latitude 17°19.95' south by the 5 kilometre line which is the landward boundary of the Cairns Section;
- (b) runs then generally northerly along the landward boundary of the Cairns Section to its intersection by the coastal 1 kilometre line around High Island;
- (c) then generally north-westerly, northerly and north-easterly along that coastal 1 kilometre line to its intersection by the 5 kilometre line which is the landward boundary of the Cairns Section;
- (d) then generally north-westerly along that landward boundary to its easternmost intersection of the parallel of latitude 17°06.11' south by the 5 kilometre line;
- (e) then south-easterly along the geodesic to the point of latitude 17°15.86' south, longitude 146°08.40' east;
- (f) then south-westerly along the geodesic to the point of commencement.

SCHEDULE 3 – LOCALITY DESCRIPTIONS

1. Lizard Island Locality 1

Lizard Island Locality 1 of the Cairns Area is the part of the Lizard Island Sector bounded by a line which:

- (a) commences at the southern end of Turtle Beach at low water;
- (b) runs then generally south-westerly along the geodesic on a bearing of 235° for a distance of approximately 1850 metres to the point of longitude 145°26.20' east, latitude 14°39.80' south;
- (c) then northerly along the geodesic for a distance of approximately 2200 metres to its intersection with the coastal 1500 metre line;
- (d) then generally north-easterly and easterly along the coastal 1500 metre line to its intersection with the meridian of longitude 145°27.21' east;
- (e) then southerly along that meridian to its intersection with the coastline of Lizard Island at low water, which is the northern extremity of North Point; and
- (f) then generally south-easterly, south-westerly, north-westerly, south-south-westerly, south-south-easterly along the coastline of Lizard Island at low water to the point of commencement.

2. Lizard Island Locality 2

Lizard Island Locality 2 of the Cairns Area is the part of the Lizard Island Sector bounded by a line which:

- (a) commences at the north-western extremity of the point immediately south east of Osprey Island (14-118a), located at low water at point of latitude 14°40.14' south, longitude 145°26.61 east;
- (b) runs then generally north westerly along the geodesic on a bearing of 310° for a distance of approximately 990 metres to the point of latitude 14°39.80' south, longitude 145°26.20' east;
- (c) then generally north-easterly along the geodesic on a bearing of 55° for a distance of approximately 800 metres to the point of latitude 14°39.55' south, longitude 145°26.56' east;
- (d) then generally south-easterly along the geodesic on a bearing of 155° for a distance of approximately 950 metres to the north-western extremity of Chinamans Ridge at low water; and
- (e) then generally southerly, south-westerly, north-westerly, south-westerly, south-easterly, southerly, west-south-westerly along the coastline of Lizard Island at low water to the point of commencement.

3. Lizard Island Locality 3

Lizard Island Locality 3 of the Cairns Area is the part of the Lizard Island Sector bounded by a line which:

- (a) commences at the north-western extremity of Chinamans Ridge at low water;
- (b) runs then generally north-westerly along the geodesic on a bearing of 325° for a distance of approximately 950 metres to the point of longitude 145°26.56' east, 14°39.55' south;
- (c) then generally north-easterly along the geodesic on a bearing of 55° for a distance of approximately 1050 metres to the southern end of Turtle Beach at low water; and
- (d) then generally south-westerly, south, south-easterly, south-westerly, and west-north-westerly along the coastline of Lizard Island at low water to the point of commencement.

4. Lizard Island Locality 4

Lizard Island Locality 4 of the Cairns Area is the part of the Lizard Island Sector:

- (a) within the National Park Zone of Lizard Island (Lizard Head to South Bay Point), as described in item E.7 in the Schedule to the Zoning Plan; and
- (b) within the Buffer Zone of Lizard Island (South Bay Point to South Island), as described in item D.5 in the Schedule to the Zoning Plan; and
- (c) within the Conservation Park Zone of Lizard Island (South Bay Point to Lizard Head), as described in item C.1 in the Schedule to the Zoning Plan; not including any or all parts of Lizard Island Locality 1, Lizard Island Locality 2 or Lizard Island Locality 3 which may fall within the Conservation Park Zone.

5. Cod Hole Locality

The Cod Hole Locality of the Cairns Area is the part of the Ribbon Reefs Sector bounded by a line which:

- (a) commences at the westernmost intersection of the reef crest of Ribbon Reef No. 10 by the parallel of latitude 14°40.25' south;
- (b) runs then west along that parallel to its intersection by the 100 metre line around Ribbon Reef No. 10;
- (c) then generally north-easterly along that 100 metre line to its intersection by the meridian of longitude 145°39.9' east;
- (d) then south along that meridian to its northern most point of intersection by the reef crest of Ribbon Reef No. 10; and
- (e) then south-westerly along that reef crest to the point of commencement.

6. Cape Tribulation Bay Locality 1

Cape Tribulation Bay Locality 1 of the Cairns Area is the part of the Offshore Port Douglas Sector bounded by a line which:

- (a) commences at the intersection of the parallel of latitude 16°05.00' south by the coastline of the mainland at low water, south of Cape Tribulation;
- (b) runs then generally northerly and north-westerly along that coastline at low water to its intersection by the parallel of latitude 16°03.00' south;
- (c) then east along that parallel to its intersection by the coastal 500 metre line of the mainland;
- (d) then generally south-easterly and southerly along the coastal 500 metre line to its intersection by the parallel of latitude 16°05.00' south; and
- (e) then west along that parallel to the point of commencement.

7. Cape Tribulation Bay Locality 2

Cape Tribulation Bay Locality 2 of the Cairns Area is the part of the Offshore Port Douglas Sector bounded by a line which:

- (a) commences at the intersection of the parallel of latitude 16°03.00' south by the coastline of the mainland at low water, north of Cape Tribulation;
- (b) runs then generally northerly and north-westerly along that coastline at low water to its intersection by the meridian of longitude 145°22.72' east;
- (c) then north along that meridian to its intersection by the coastal 500 metre line of the mainland;
- (d) then generally southerly along the coastal 500 metre line to its easternmost intersection by the parallel of latitude 16°03.00' south; and
- (e) then west along that parallel to the point of commencement.

8. Alexandra Bay Locality

The Alexandra Bay Locality of the Cairns Area is the part of the Offshore Port Douglas Sector within the Conservation Park Zone of Alexandra Bay, as described in item C.5 in the Schedule to the Zoning Plan.

9. Low Island Locality

The Low Island Locality of the Cairns Area is the part of the Offshore Port Douglas Sector bounded by:

- (a) the meridians of longitude 145°33.50' east and longitude 145°34.00' east; and
- (b) the parallels latitude 16°22.85' south and latitude 16°23.20' south.

10. Hastings Reef Locality 1

Hastings Reef Locality 1 of the Cairns Area is the part of the Offshore Cairns Sector within:

- (a) the Buffer Zone of Hastings Reef (16-057), described in item D.9 in the Schedule to the Zoning Plan; and
- (b) the National Park Zone of Hastings Reef (16-057), described in item E.1 in the Schedule to the Zoning Plan.

11. Hastings Reef Locality 2

Hastings Reef Locality 2 of the Cairns Area is the part of the Offshore Cairns Sector at Hastings Reef (16-057) within the Habitat Protection Zone that is described in item B.9 in the Schedule to the Zoning Plan, and includes the area seawards out to the 500 metre line surrounding that reef.

SCHEDULE 4 - LEVEL OF USE AT LOCATIONS

1. LIZARD ISLAND SECTOR

Intensive use Location	Moderate use Location	Low use Location
Lizard Island Locality 2		Lizard Island Locality 1
Lizard Island Locality 3		Lizard Island Locality 4

2. RIBBON REEFS SECTOR

Intensive use Location	Moderate use Location	Low use Location
Ribbon Reef No. 5 (15-038)	Hicks Reef (14-086)	
Ribbon Reef No. 2 (15-075)	Day Reef (14-089)	
	Yonge Reef (14-138)	
	No Name Reef (14-139)	
	unnamed reef (14-140)	
	Ribbon Reef No. 10 (14-146)	
	(except the part described in item 5 of Schedule 3)	
	Cod Hole Locality	
	unnamed reef (14-151)	
	unnamed reef (14-152)	
	unnamed reef (14-153)	
	Ribbon Reef No. 9 (14-154)	
	unnamed reef (15-017)	
	Ribbon Reef No. 8 (15-021)	
	unnamed reef (15-023)	
	Harrier Reef (15-025)	
	Ribbon Reef No. 7 (15-026)	
	unnamed reef (15-034)	
	unnamed reef (15-037)	
	unnamed reef (15-040)	
	unnamed reef (15-041)	
	unnamed reef (15-042)	
	Ribbon Reef No. 4 (15-046)	
	Ribbon Reef No. 3 (15-050)	
	unnamed reef (15-072)	
	unnamed reef (15-073)	
	unnamed reef (15-079)	
	Ribbon Reef No. 1 (15-080)	
	Lena Reef (15-085)	

3. OFFSHORE PORT DOUGLAS SECTOR

Intensive use Location	Moderate use Location	Low use Location
Rachel Carson Reef (15-092)	Anderson Reef (15-090)	West Hope Island Reef (15-064)
Agincourt Reefs (15-099)	unnamed reef (15-091a)	East Hope Island Reef (15-065)
Agincourt No. 4 Reef (15-096)	unnamed reef (15-091b)	Pearl Reef (15-087)
Agincourt No. 3a Reef (15-099a)	Escape Reef (15-094)	Lake Reef (15-068)
Agincourt No. 2b Reef (15-099b)	Cape Tribulation Bay Locality 1	Ruby Reef (15-088)

3. OFFSHORE PORT DOUGLAS SECTOR (continued)

Intensive use Location	Moderate use Location	Low use Location
Agincourt No. 2 Reef (no reef identification number)	Morning Reef (15-098)	Endeavour Reef (15-089)
Agincourt No. 2d Reef (15-099d)	Bonner Reef (15-097)	Pickersgill Reef (15-093)
Agincourt No. 1c Reef (15-099c)	Spitfire Reef (16-012a)	Evening Reef (15-095)
unnamed reef (16-013a)	unnamed reef (16-012b)	Cape Tribulation Bay Locality 2
unnamed reef (16-013b)	unnamed reef (16-011)	Alexandra Bay Locality
unnamed reef (16-013c)	unnamed reef (16-014a)	Black Rock (16-005)
St Crispin Reef (16-019)	unnamed reef (16-014b)	unnamed reef (16-022a)
	Mackay Reef (16-015)	unnamed reef (16-022b)
	unnamed reef (16-016)	Rudder Reef (16-023)
	unnamed reef (16-017)	Tongue Reef (16-026)
	unnamed reef (16-018a)	Snapper Island Reef (16-006)
	unnamed reef (16-018b)	unnamed reef (16-027)
	Undine Reef (16-020)	Low Isles Reef (16-028) (except the part described in item 9 of Schedule 3)
	Pratt Rock (16-021)	Low Island Locality
	Chinaman Reef (16-024)	Batt Reef (16-029)
	Opal Reef (16-025)	Satellite Reef (16-031)
		Egmont Reef (16-038)

4. OFFSHORE CAIRNS SECTOR

Intensive use Location	Moderate use Location	Low use Location
Norman Reef (16-030)	Saxon Reef (16-032)	Linden Bank (16-033)
Hastings Reef Locality 1	Hastings Reef Locality 2	Spur Reef (16-034)
	Jorgies Patches Reef (16-041)	Onyx Reef (16-035)
	Breaking Patches Reef (16-042)	Nicholas Reef (16-036)
	Oyster Reef (16-043)	Hope Reef (16-058)
	Pretty Patches (16-062a)	Pixie Reef (16-040)
	Pretty Patches (16-062b)	Michaelmas Reef (16-060) (except the part described in item 12 of Schedule 3)
	Pretty Patches (16-062c)	
	Upolu Cay Reef (16-046)	
	Green Island Reef Locality 1	Michaelmas Cay Locality
	Green Island Reef Locality 2	unnamed reef (16-059)
		Fin Reef (16-061)
		unnamed reef (16-044a)
		Vlasoff Reef (16-044b)
		Arlington Reef (16-064)
		Green Island Reef Locality 3

5. SOUTH OFFSHORE CAIRNS SECTOR

Intensive use Location	Moderate use Location	Low use Location
Moore Reef Locality 1	Flynn Reef (16-065)	Euston Reef Locality
	Jenny Louise Shoal (16-066a)	Elford Reef (16-073)
	Jenny Louise Shoal (16-066b)	Briggs Reef (16-074)
	Millin Reef (16-067)	Sudbury Reef (17-001a)

DIVISION 3 – CULTURAL AND HERITAGE VALUES, ISSUES AND STRATEGIES

1.8 CULTURAL AND HERITAGE VALUES, ISSUES AND STRATEGIES ADDRESSED IN THIS PLAN

(a) Cultural and heritage values

Indigenous groups have a relationship with the marine environment and particular areas in, or adjacent to, the Area, and sites of heritage value exist in the Area.

- This relationship is demonstrated by:
 - the existence in the Area, of sites of cultural and heritage significance to traditional inhabitants; and
 - the conduct, by traditional inhabitants, of traditional activities including subsistence activities in the Area.
- Nature conservation values form the basis of many cultural values.
- The Authority, on the advice of a number of local indigenous groups, has identified Locations that have particular cultural and heritage significance, as described in table 2.

Table 2. Locations of cultural and heritage significance and importance for cultural activities

Sector	Location
Lizard Island	Locality 1 and Locality 4
Offshore Port Douglas	Cowie Point, Bailey Point, Pearl Reef, East Hope Island Reef, West Hope Island Reef, Ruby Reef, Endeavour Reef, Pickersgill Reef, Evening Reef, Rudder Reef, Tongue Reef, Snapper Island Reef, Batt Reef and Low Island Locality
Offshore Cairns	Hastings Reef Locality 2, Michaelmas Reef, Arlington Reef and Green Island Reef
South Offshore Cairns	Moore Reef Locality 2, Sudbury and Scott Reefs
Frankland Islands	Islands within the Frankland Islands Sector

- The Low Island lighthouse and light station was built in 1878. The light station is a rare example of long-term human habitation of a Marine Park cay.

(b) Cultural and heritage issues

Increasing use of the Area has put pressure on cultural and heritage sites and may displace some cultural activities.

- A decrease in the nature conservation values of the Area may diminish the successful maintenance of cultural and heritage values and uses.
- Greater use of parts of the Area by large vessels or by vessels with large groups of people at some Locations may impair cultural and heritage values of traditional inhabitants.
- Inappropriate use may compromise cultural and heritage values for traditional inhabitants at certain places.

(c) Cultural and heritage strategy

The Authority's strategy is to take a precautionary approach to generally prevent further growth in use of the reefs of value to indigenous people, while allowing for continuation of established uses, by:

- (i) managing the intensity of tourism use to the Area; *[See also 1.10(c)(vi), 1.11(b), 1.12 - 1.16]*
- (ii) generally allocating low use categories to Locations with significant cultural values; *[See also 1.10(c)(i)-(iii), 2.2, Sch 4 & 5]*
- (iii) generally limiting the number of moorings and pontoons that will be permitted at Locations with significant cultural values; *[See also 1.10(c)(iii), Sch 6 & 7]*
- (iv) designating some Locations as Sensitive Locations with additional or special protection; and *[See also 1.10(c)(ii), 1.14(c), 2.2, 2.15, Sch 5]*

DIVISION 5 – USE OF THE AREA, ISSUES AND STRATEGIES
1.10 USE OF THE AREA, ISSUES AND STRATEGIES ADDRESSED IN THIS PLAN

a) Use of the Area

The Area includes some of the most intensively used reefs and waters in the Marine Park and has the Marine Park's highest level of marine tourism use. There is a wide diversity of use in the Area:

- Research is conducted throughout the Area. Research stations are located at Lizard Island and Low Island.
- Commercial reef line fishing, trawling, collecting, mariculture and aquarium trade collecting are established uses of the Area.
- Marine tourism operations visit all Sectors and most Locations in the Area on a regular or periodic basis. The Area has major potential for the presentation of Great Barrier Reef World Heritage values.
- Hunting, fishing and collecting are undertaken by indigenous people in Locations in the Area (particularly in inshore reef areas). Locations that have been identified by local indigenous groups as significant for cultural purposes are described in table 2.
- Recreational activities include yachting, boating of other kinds and fishing in the Area and tends to be concentrated in inshore areas near population centres and around the inner reefs, particularly in areas described in table 3.

Table 3. Areas of concentrated recreational use

Sector	Location
Lizard Island	Lizard Island
Offshore Port Douglas	East Hope Island Reef, West Hope Island Reef, Pickersgill Reef, Evening Reef, Rudder Reef, Tongue Reef, Snapper Island Reef, Batt Reef
Offshore Cairns	Michaelmas Reef, Oyster Reef, Vlasoff Reef, Arlington Reef, Upolu Cay Reef, Green Island Reef
South Offshore Cairns	Theford Reef, Moore Reef, Elford Reef, Briggs Reef, Sudbury Reef, Scott Reef
Frankland Islands	Frankland Islands Sector reefs

- The Area's natural scenery values form part of the values of the Great Barrier Reef World Heritage Property and assist in providing significant presentation opportunities.
 - The coastal regions adjacent to the Offshore Port Douglas and Frankland Islands Sectors comprise part of the Wet Tropics World Heritage Property. The Authority considers that, with limited coastal development, the Sectors provide the opportunity to present the World Heritage values of the Marine Park in association with the adjacent Wet Tropics.
- (b) Use issues**
 Growth in use may erode current and potential values (including opportunities for

use) of the Area.

- Increasing use is displacing other uses at some Locations.
- The number of private moorings and pontoons installed in the Area, is limiting anchoring access to other users.
- Large, permanently moored facilities have the potential to compromise the Area's scenic values.
- Noisy or intrusive water sports such as jet-skis may impair the values of the Area, including use and presentation values.
- The tourist permissions system has inadequately managed high growth in use, because it:
 - is based on case-by-case assessment and decision for tourist program permissions, without adequately addressing the cumulative impacts of operations overall; and
 - allows for visitation to the Area well in excess of actual use. The available information indicates that use to the permitted level would result in visitation that would degrade the values of the Area.

(c) Use strategies

The Authority's intent is to manage growth in use to reduce conflict and provide now and into the future for a range of opportunities consistent with nature conservation, scientific, cultural and world heritage values. This will be achieved by using the following strategies.

- (i) Limit the number of people per vessel or aircraft accessing each Location as described in table 4. *(See also 2.2, Sch 4)*
- Schedule 4 of this Plan lists each Location and the category of use for that Location.

Table 4. Limits on use levels

Category of Use	Use levels
low	maximum number of people per vessel or aircraft (includes crew) – 15; no private moorings or pontoons except those already permitted.
moderate	maximum number of people per vessel or aircraft (includes crew) – 60; some to many private moorings, no pontoons unless already permitted.
intensive	limit of use set by environmental sustainability; many private moorings and some pontoons.

- The limits on use levels will provide for a range of use opportunities across the Area, according to the size of groups aboard individual vessels or aircraft.
- This Plan is intended to minimise the need to intensively manage the number of vessels or aircraft at a Location at any one time (except at Sensitive Locations). The Authority's aim is to maximise the flexibility of choice for visitors to the Area (while maintaining use at sustainable levels) considering current known levels of use, the likely growth in use and the availability of alternatives. Changing patterns of use, major increases in use or impacts on values may require more detailed management of some

Table 7. Types of tourism operations consistent with this Plan

Operation type	Characteristics	Eligibility requirements
<p>Standard Tour Operation (vessel or aircraft no more than 70 metres)</p> <p>(i) may be endorsed to operate above limits on maximum numbers on a vessel or aircraft to specific Locations</p> <p>(ii) may be endorsed to enter the Area without a booking</p> <p>(iii) may be endorsed to enter Sensitive Locations more than 50 days a year and without a booking</p>	<p>50 days access to the Area subject to a booking; or all year access to the Area if shown to operate to a pontoon or mooring as currently permitted under existing permission</p> <p>notification of intention to enter the Area is required instead of booking</p> <p>as currently permitted under existing permission</p>	<p>nil - notification of intention to use specific private moorings or pontoons is required</p> <p>existing operations must prove operation to that Location at above number limits for at least 50 days in 1996; or extenuating circumstances</p> <p>existing operations must prove operation to the Area at least 10 days between 1/1/96 and 30/6/97 and operation in another part of the Marine Park for at least 100 days in the same period; or extenuating circumstances</p> <p>existing operations must prove operation to that Location at least 50 days in 1996; or extenuating circumstances</p>
<p>Regional Tour Operation (vessel or aircraft no more than 70 metres)</p> <p>(i) may be endorsed to operate more than 50 days to specific Locations</p> <p>(ii) may be endorsed to operate above limits on maximum numbers on a vessel or aircraft to specific Locations</p> <p>(iii) may be endorsed to enter Sensitive Locations more than 50 days a year and without a booking</p>	<p>all year access to the Area - 50 days access to any one Location</p> <p>as currently permitted under existing permission</p> <p>as currently permitted under existing permission</p> <p>as currently permitted under existing permission</p>	<p>existing operations with proof of operation in the Area at least 50 days between 1/1/96 and 30/6/97; or extenuating circumstances</p> <p>existing operations must prove operation to that Location at least 50 days in 1996; or extenuating circumstances</p> <p>existing operations must prove operation to that Location at above number limits at least 50 days in 1996; or extenuating circumstances</p> <p>existing operations must prove operation to that Location at least 50 days in 1996; or extenuating circumstances</p>
<p>Craftless Operation</p>	<p>the same access and activities as permitted for vessel or aircraft to be used for entry to the Area</p>	<p>nil</p>
<p>Hire Operation (a vessel, available for timeshare, hire or charter without a master or crew, that is non-motorised or less than 6 metres in overall length)</p>	<p>all year access to the Area</p>	<p>nil</p>

Operation type	Characteristics	Eligibility requirements
<p>Cruise Ship Operation (vessel more than 70 metres)</p> <p>(i) may be endorsed to operate more than 50 days in the Area</p>	<p>50 days access to the Area access to Locations limited to: Lizard Island Locality 2 Lizard Island Locality 3 Ribbon Reef No. 2 Ribbon Reef No. 5 only one cruise ship to be at a Location at any one time</p> <p>as currently permitted under existing permission</p>	<p>nil</p> <p>existing operations must prove operation to the Area at least 50 days in 1996; or extenuating circumstances</p>

22 June 1998 – Gazettal of Cairns Area Plan of Management

1. REGULATIONS TO COME INTO EFFECT – SEPT/OCT 1998(approx)

1.1 Restrictions that apply to the AREA:

- public moorings – access no more than 4 hours in any 24 hour period
- no damaging coral and anchoring –
 - *except* with due care:
 - for protection from northerly winds
 - when using lightweight reef pick
 - in a Reef Anchorage (Schedule 8)
- no anchoring a large vessel –
 - *except* within:
 - in a Reef Anchorage
 - Lizard Island Locality 2
 - Lizard Island Locality 3
 - Ribbon Reef No 5
 - Ribbon Reef No 2
- no anchoring a ship –
 - *except* within:
 - Lizard Island Locality 2
 - Lizard Island Locality 3
 - Ribbon Reef No 5
 - Ribbon Reef No 2
- no motorised water sports and use of hovercraft
 - *except* within:
 - Lizard Island Locality 2
- no take of Dugong

1.2 Restrictions that apply to SPECIFIC LOCATIONS

- **Ribbon Reefs Sector**
 - no access more than 30 days in any 60 days
- **Cod Hole**
 - no anchoring
- **Lizard Island Locality 1**
 - no access by vessel more than 7 metres in overall length
 - no fishing (except trolling or bait netting for pelagic species) inshore of the coastal 250 metre line
- **Low Island Locality**
 - no access to Low Island between sunset and sunrise
 - no operating under power in excess of 6 knots
 - no intentional or negligent discharge of waste
- **Michaelmas Cay Locality**
 - no operating under power in excess of 6 knots
 - no sounding of horns, loudspeakers or sirens

2. REGULATIONS TO COME INTO EFFECT 1 JULY 1999

- group size limits: low (15), moderate (60), intensive (no limit) (schedule 4)
 - *exceptions* to limits:
 - vessels in transit
 - tourism operations that meet eligibility
 - if operating to a pontoon or mooring in a pontoon site
 - traditional inhabitants for purpose of custom/traditional activities (not involving take of plants, animals or marine products)
- standard type of mooring buoy – shape, size, colour, ID number
- no anchoring in mooring/pontoon sites
 - *except* within:
 - Lizard Island Locality 2
 - Lizard Island Locality 3
 - East Hope Island Reef
 - Low Island Locality
 - Green Island Reef Locality 1
- standard tourism operations: 50 days to the Area – subject to a booking
 - *except* :
 - when operating to a private mooring or pontoon (other than at a Sensitive Location) or
 - as otherwise endorsed on the permit (ie meet eligibility)
- standard tourism operations – Sensitive Locations – subject to a booking (refer to Schedule 5)
 - *except* :
 - as otherwise endorsed on the permit (ie meet eligibility)
 - no aircraft access other than Cod Hole Locality and Lizard Island Locality 1
 - *except* :
 - as otherwise endorsed on the permit

SCHEDULE 6 - PERMANENTLY MOORED FACILITIES - PRIVATE MOORINGS

1. LIZARD ISLAND SECTOR

Location	Allowed private moorings
Lizard Island Locality 1	1
Lizard Island Locality 2	No limit
Lizard Island Locality 3	6

2. RIBBON REEFS SECTOR

Location	Allowed private moorings
No Name Reef (14-139)	2
unnamed reef (14-140)	2
Ribbon Reef No. 10 (14-146) (except the part described in item 5 of Schedule 3)	2
Cod Hole Locality	2
unnamed reef (14-151)	2
unnamed reef (14-152)	2
unnamed reef (14-153)	1
Ribbon Reef No. 9 (14-154)	1
unnamed reef (15-017)	1
unnamed reef (15-023)	1
Harrier Reef (15-025)	2
unnamed reef (15-034)	1
unnamed reef (15-037)	2
Ribbon Reef No. 5 (15-038)	2
unnamed reef (15-040)	1
unnamed reef (15-041)	1
unnamed reef (15-042)	1
Ribbon Reef No. 3 (15-050)	2
unnamed reef (15-072)	1
unnamed reef (15-073)	1
Ribbon Reef No. 2 (15-075)	3
Ribbon Reef No. 1 (15-080)	2

3. OFFSHORE PORT DOUGLAS SECTOR

Location	Allowed private moorings
East Hope Island Reef (15-065)	1
Andersen Reef (15-090)	4
Rachel Carson Reef (15-092)	2
Cape Tribulation Bay Locality 1	4
Escape Reef (15-094)	4
Agincourt No. 4 Reef (15-096)	5
Morning Reef (15-098)	1
Agincourt No. 3a Reef (15-099a)	No limit
Agincourt No. 2b Reef (15-099b)	4
Agincourt No. 2 Reef (no identification number)	2

3. OFFSHORE PORT DOUGLAS SECTOR (continued)

Location	Allowed private moorings
Agincourt No. 2d Reef (15-099d)	5
Agincourt No. 1c Reef (15-099c)	2
unnamed reef (16-011)	2
unnamed reef (16-013)	4
Mackay Reef (16-015)	5
unnamed reef (16-016)	1
unnamed reef (16-017)	1
unnamed reef (16-018)	2
St Crispin Reef (16-019)	4
Undine Reef (16-020)	4
Rudder Reef (16-023)	3
Opal Reef (16-025)	1
unnamed reef (16-024)	12
unnamed reef (16-026)	3
Tongue Reef (16-026)	8
Low Isles Reef (16-028) (except the part described in item 9 of Schedule 3)	3
Low Island Locality	6

4. OFFSHORE CAIRNS SECTOR

Location	Allowed private moorings
Norman Reef (16-030)	No limit
Saxon Reef (16-032)	5
Hastings Reef Locality 1	No limit
Hastings Reef Locality 2	3
Jorgies Patches Reef (16-041)	3
Michaelmas Reef (16-060) (except the part described in item 12 of Schedule 3)	2
Michaelmas Cay Locality	21
Breaking Patches Reef (16-042)	7
Oyster Reef (16-043)	2
Pretty Patches Reef (16-062)	4
Arlington Reef (16-064)	2
Upolu Cay Reef (16-046)	13
Green Island Reef Locality 1	No limit
Green Island Reef Locality 2	15

5. SOUTH OFFSHORE CAIRNS SECTOR

Location	Allowed private moorings
Flynn Reef (16-065)	7
Milln Reef (16-067)	11
Thetford Reef (16-068)	11
Moore Reef Locality 1	15
Moore Reef Locality 2	15
Pellowe Reef (16-070)	1
Elford Reef (16-073)	1
Channel Reef (16-075)	2

Users fear a lockout on reef

REEF users claim anchorage at seven popular reef sites — including Moore Reef and Upolu Cay — will be lost to smaller craft if the Great Barrier Reef Marine Park management plan is brought in as it stands.

Confusion has arisen about the wording of the plan and whether commercial reef users will have anchorage rights at sites which will be predominately controlled by larger tourist operators.

Smaller groups fear they will be excluded from prime sites and forced out of the area by new exclusion zones which could stretch up to 200m from a privately held pontoon.

However GBRMPA said hundreds of illegal moorings "clogging up" reef sites would be removed before exclusion zones were introduced next July, creating easily recognisable areas for anchorage outside of the privately controlled zones.

GBRMPA executive director Richard Kenchington said the management plan gazetted last June identified only 280 legitimate moorings in the Cairns section of the Great Barrier Reef.

Mr Kenchington said GBRMPA officers would work with Environment Department officers in a major exercise to remove the hundreds of illicit moorings currently sunk at popular sites in the Cairns area.

He said it was accepted the legitimate moorings had been placed at "the best sites".

"The Cairns area covers 35,000 sq km including 7000sq km of reef. The area taken up in the

By Jane Williams

exclusion zone around these (legitimate) moorings is at the best 50sq km, there is plenty of room at the best sites for other reef users."

Commercial fishermen maintain their stance against the GBRMPA proposal, saying the concerns of stakeholders other than large tour operations have been ignored.

Queensland Commercial Fishing Organisation spokesman Bruce Batch said the gazetted proposal was a repeat of a draft plan put before a series of stakeholder meetings earlier this year.

"They didn't change a thing. It was a public relations move to appear to consult us," Mr Batch said.

He said the group — minus two large tour companies who pulled out of the talks at an early stage — had agreed on a four-point plan, which had been ignored.

Under the plan, stakeholders agreed:

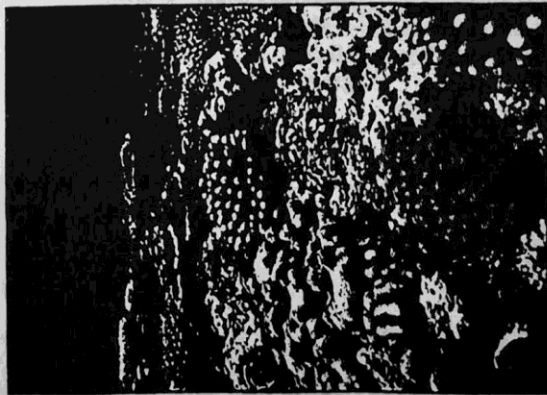
- There was a need for moorings to be placed at reef sites where vessels stopped daily or weekly.

- If a reef was zoned blue (unprotected), then any moorings would be blue and, if the reef was zoned green (protected), any moorings would be green.

- Moorings should be open to all reef users with first preference given to the owner of the reef.

- Management of moorings would be retained by the GBRMPA.

FOR SALE



UP for grabs?: Fears big operators could exclude small fry from large parts of the reef.

By Jane Williams

THE Great Barrier Reef Marine Park Authority has been accused of proposing to sell off sections of reef under a new plan which would give larger tour operators sole access to some of the Cairns region's most popular destinations.

Under the plan — gazetted on June 22 and due to come into force next July — operators can purchase moorings and pontoons with an exclusion zone of 50m and 200m respectively.

Aquarium fisherman Lyle Squire said the legislation would enable operators to buy adjacent moorings, thereby effectively closing off whole sections of reef to the public.

Mr Squire likened the move to

Reef sole use zones on offer

selling off Ayers Rock or giving tour operators their choice of the best sites at Kakadu National Park.

"They've given the sole right to use the moorings to large tour operators. These moorings can be bought and sold. Some operators have up to 10 moorings, they're going to be worth an absolute fortune," he said.

He said the plan would inflame an already tense situation on the reef, with the likelihood of confrontation and even violence between tour operators and other stakeholders.

"Tours operators are already making their own rules on their own

moorings and that's a problem in the blue (unprotected) zone," he said.

"I've been fishing in shallow waters of Upolu Cay where I've a perfect right and I've had guys coming up to me in rubber duckies (dinghys) telling me to get out, that I'm intruding on a diving zone.

"We understand tourism has a lot of political clout, it employs a lot of people and is good for Cairns but it has to be ready to share the resource."

Charter boat operator Peter Todd said the plan would limit the activities of roving operators like himself and recreational boaters who did not

return to the same site each trip.

He said the existing plan would create a safety problem, with private operators buying up all the safe anchorages on the reef.

"It's going to cause a lot of problems out there. Tour operators are already getting aggressive with other reef users when they find them anchored near their moorings. To date, no one's retaliated but things are going to get tighter," he said.

But recreational fishing bodies are more accepting of the plan, claiming it follows intensive consultation by GBRMPA.

Sunfish spokeswoman Jenny Mondora said while several points of the plan needed fine-tuning, most recreational fishermen were content with the progress.

"We're not happy with so many buoys," Ms Mondora said.

● Continued Page 2

Reef sole use zones mooted

● From Page 1
There are 341 of them at the moment and they're all privately owned, and we would like the right to chain up to them when they're not in use but, so far, GBRMPA has been ready to talk to us and compromise on some parts," Ms Mondora said.

She said boaters already had noted how the best anchorages had been taken by tour boats and commercial — mostly overseas-owned — ventures.

"There is a concern we're being forced out, particularly at sand cays, and there are many instances where buoys are too close together and we can't anchor between them," she said.

the plan had been gazetted for legislation, the Government had been warned it would need fine-tuning to address public concerns before being passed.

Recreational fisherman and GBRMPA advisory committee member Keith Hoare described the plan as a compromise.

"We've lost some ground but, in some ways, we've gained. How many

people want to anchor next to moorings anyway?" he said.

He said the plan cut back on the number of moorings and placed a visitor cap on several sand cays.

"People have to read the whole plan, not just pick the eyes and point to the parts they don't like," he said.

LIST OF RECOMMENDED LICENCES

Prepared For: Mr Tim English

Date: 22/07/98

Business Licence(s) suggested and relevant Legislation:

1. Certificate of Registration of Food Premises, Other Places or Vehicles
2. Licence to Conduct a Food Business
3. Food Act 1981
4. Permit for Activities on The Great Barrier Reef Marine Park
5. Harbours Act 1955 (Sections 86)
6. On-Premises Licence (Primary Purpose - Commercial Carrying of Passengers)
7. Liquor Act 1992
8. Marine Parks Act 1982
9. Permit to Carry Out Activities in Queensland Marine Parks
10. Transport Operations (Marine Safety) Act 1994
11. Transport Operations (Marine Pollution) Act 1995
12. Certificate of Registration
13. Registration of a Business Name
14. Registration for Sales Tax Exemption
15. Registration of a Motor Vehicle
16. Workplace Registration
17. Group Employer Registration
18. Employer Requirements - Superannuation Guarantee Scheme
19. Workers' Compensation
20. Business Names Act 1962
21. Environmental Authority To Carry Out An Environmentally Relevant Activity
22. Environmental Protection Act 1994
23. Fisheries Act 1994
24. Beach Protection Act 1968
25. Coastal Protection and Management Act 1995
26. EPIRB (406mhz Distress Beacon) Registration
27. Radiocommunications (Apparatus) Licences - Transmit
28. Recreation Areas Management Act 1988
29. Certificate of Competency - Coxswain

**For further information about any of the suggested Licences or Legislation:
PLEASE CONTACT THE ADMINISTERING AGENCY SPECIFIED IN THE RELEVANT
SUMMARY**