# Great Barrier Reef Marine Park Zoning the Southern Sections (Capricorn & Capricornia Sections)



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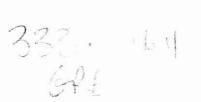
# Great Barrier Reef Marine Park Zoning the Southern Sections (Capricorn & Capricornia Sections)

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Staff of the Townsville Office of the Great Barrier Reef Marine Park Authority are willing to help you with any further information you may require about the proposed Zoning Plan for the southern sections or any other aspect of the Marine Park.

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Please call us on (077) 818811 during business hours, or write to:

The Chairman Great Barrier Reef Marine Park Authority P.O. Box 1379 TOWNSVILLE Q. 4810

If you would like to call in person, the Authority's office is located at:

Melton Place 67-71 Denham Street Townsville



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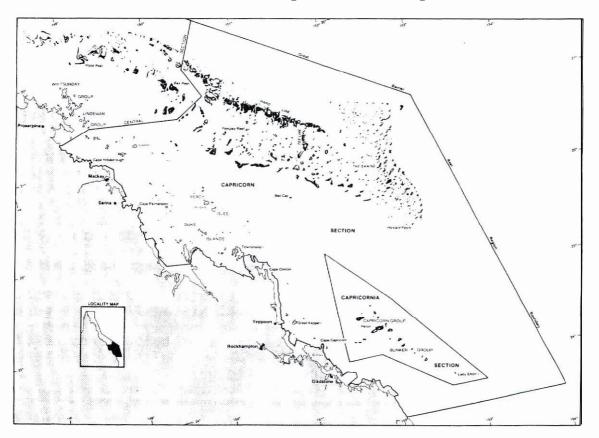
#### ABOUT THIS BOOKLET

The Great Barrier Reef Marine Park Authority is seeking public comment on the proposed Zoning Plan for the southern sections (which are comprised of the Capricorn & Capricornia Sections) of the Great Barrier Reef Marine Park. The purpose of this booklet is to explain the decisions embodied in the proposed Zoning Plan and to help you make your comments on it in the most effective way. You may wish to read this booklet in conjunction with the southern sections (Capricorn and Capricornia Sections) Zoning Plan itself.

This booklet is also intended to support the brochure "Information on Zoning the Southern Sections (Capricorn & Capricornia Sections) of the Great Barrier Reef Marine Park". That brochure helps you to comment on the proposed Zoning Plan by seeking answers to questions that will assist in revising the proposed Plan and this booklet provides background information to help answer those questions.

# Merging of Capricorn and Capricornia Sections

The Capricornia Section Zoning Plan has been in operation for five years and is now under review. The review coincides with the initial zoning of the surrounding Capricorn Section and at the conclusion of the zoning process it is proposed to merge the two sections into one, under a single zoning plan. It is intended that the resulting section be called the Southern Section. Until the Zoning Plan for the Southern Section now being developed comes into effect, likely to be in mid **1988**, the Capricornia Section Zoning Plan remains in force.



The Southern Sections - The Capricorn and Capricornia Sections

#### INTRODUCTION

The Great Barrier **Reef** is the largest and richest system of coral reefs in the world. It is a triumph of Nature on a grand scale and is a valuable part of the world's heritage. For these reasons the Great Barrier Reef has been inscribed on the World Heritage List.

In recent times, tourism and its associated industries, combined with a large and diverse fisheries industry, have increased the economic significance of the Great Barrier Reef to Queensland and Australia. The future of these industries depends significantly on the careful management of the Great Barrier Reef as a viable living system.

All political parties of the Commonwealth Parliament supported the passing of the <u>Great Barrier Reef Marine Park Act</u> in 1975. There was clear recognition by the Parliament that efforts should be made to conserve this great natural heritage for future generations. The Act established the Great Barrier Reef Marine Park Authority, which is a planning and management body with the goal of providing for the protection, wise use, appreciation and enjoyment of the Great Barrier Reef in perpetuity, through the development and care of the Great Barrier Reef Marine Park.

The main framework used for planning and management by the Great Barrier Reef Marine Park Authority is the zoning plan. Zoning plans provide for conservation of the resources of the Reef while allowing all reasonable uses to continue. They also ensure that some areas of the Reef are set aside free from human use (except for limited scientific research). A zoning plan describes what activities may take place in each Section of the Marine Park and has the effect of separating conflicting uses.

Within .the framework of the Act, the Authority aims to minimise interference in human activities and to achieve management of the Marine Park primarily through the community's understanding and acceptance of the provisions of zoning, regulations and management practices.

#### PLANNING AND MANAGING A MULTI-USE PARK

# Planning for Multiple Use

The Great Barrier Reef Marine Park is a multiple use park. That is, all reasonable uses are allowed to be undertaken within the Park, provided such uses are consistent with the conservation of the Great Barrier Reef. Taken individually, all present uses within the Great Barrier Reef Region may be reasonable at some levels. A level of use becomes unreasonable when it either exceeds the repair or replacement capacity of the Reef ecosystem or when it conflicts or interferes excessively with other uses.

Zoning plans are designed to ensure a balance between shorter term human needs and the need to conserve the Great Barrier Reef. They allow multiple use of the resources of the Region but separate conflicting uses and restrict or prohibit certain activities in specified areas.

Through the use of zones, levels of protection within the Marine Park vary from almost complete absence of restriction on activity in most areas, to areas where almost no human activities are permitted. Activities which are prohibited throughout the Park are the operations for the recovery of minerals (other than for research purposes), littering and the taking of Queensland groper or potato cod over 1.2m in length.

Naturally the representations the Authority receives from the public illustrate a diversity of opinion and are often mutually conflicting. The production of a zoning plan involves many complex decisions and the Authority has a number of guidelines and criteria which are applied, as far as practicable, in making zoning decisions (see Guidelines for Preparation of Southern Sections Zoning Plan). The purpose of these Guidelines is to help make decisions more objective and uniform but it may be necessary to deviate from them in particular cases. The guidelines may also be varied in application to particular sections of the Marine Park.

## Day-to-Day Management

Under an agreement between the Commonwealth and Queensland Governments, day-to-day management of the Marine Park is conducted by Queensland agencies, subject to the Authority. Management of the present Capricornia Section is carried out principally by the Queensland National Parks and Wildlife Service (Q.NPWS), Maritime Estate Management Branch with additional involvement of the Queensland Boating and Fisheries Patrol (Q.BFP), in fisheries matters. The proposed Zoning Plan has been developed to allow practical management at reasonable levels of staffing and equipment. It is expected that officers of the Q.NPWS are the officers most people are likely to meet, whilst Q.BFP officers will mainly be in contact with commercial fishermen and charter boat operators.

Following the current period of public review, development of the Zoning Plan will be finalised and the Plan will provide the basis for management of the southern sections. Programs of management will be constructed to address the following:

- interpretation of the Zoning Plan for Park users;
- general educational activities around the concept

of managing a multi-use area;

- monitoring the effects of zoning on Park users and their views and attitudes to the Marine Park;
- monitoring the natural resources of the Section; and
- enforcement of zoning provisions.

In planning for day-to-day management, emphasis has been placed on enhancing public awareness of the need for the long term conservation of the Reef. The Authority and Q.NPWS strive to promote a sense of personal responsibility in all Park users to ensure the Great Barrier Reef is conserved for its use and appreciation by future generations.

#### Development of Queensland Marine Parks

Coincident with the development of the southern sections Zoning Plan, the Queensland Government under the <u>Marine Parks Act</u> 1982 (Queensland), is developing a zoning plan for tidal lands and tidal waters adjacent to the southern sections. A working **group** co-ordinated by the Premier's Department and comprising Queensland Government departments and agencies has been formed to oversee the development of the Queensland Marine Parks proposals. Authority staff have worked closely with the Queensland working group to attain a high level of compatibility between the zoning plans drawn up for the areas of both State and Commonwealth responsibility.

#### ZONING PLAN DEVELOPMENT

#### **INFORMATION** GATHERING

Planning for the Great Barrier Reef Marine Park is based on the analysis and synthesis of information on the character, resources and use of the Region as a whole and of sections of the Marine Park in particular. Information is obtained from technical literature, specialist reports prepared by consultants, staff, government departments and agencies, other **public** instrumentalities and from representations made by the public.

# Public Participation

Public participation in planning the southern sections has already taken place through the 'Help Zone the Southern Sections...' campaign conducted between 7th April and 27th June 1986. This campaign involved distribution of information, including a published information summary on the sections, and formal and informal talks and discussions with interested groups. At that time the public was asked to provide information on the uses and characteristics of the southern sections and to make recommendations for zoning and management. Many organisations and members of the public provided the Authority with information and advice. On this basis, as well as on published information, advice from government bodies and information collected by Authority staff, a zoning plan has been prepared for the sections. Because this plan is not yet finalised and may be amended as a result of the review process now under way, it will be described in this booklet-as the proposed Zoning Plan.

The stages in the development of a zoning plan are intended to ensure that all interested individuals and organisations can become involved. Development of the southern 'sections Zoning Plan is now at the point where the second round of public comment and recommendations are invited. Public representations on the proposed Zoning Plan will be accepted between 2 February and 30 April 1987.

#### What Happens Next ?

Following the review of the proposed Zoning Plan, the Great Barrier Reef Marine Park Authority is required to submit a report to the Minister for Arts, Heritage and Environment. This report details the content of the representations received from the public and the changes to the Zoning Plan which the Authority feels are appropriate as a result of the Authority's consideration of the representations.

This report, together with the zoning plan and appropriate draft regulations, is then usually submitted to the Great Barrier Reef Ministerial Council for consideration. The Ministerial Council, which comprises two Ministers each from the Commonwealth and Queensland Governments, has the function of co-ordinating the policy of the Governments concerning the Great Barrier Reef.

If the Minister does not refer the Zoning Plan back to the Authority for further' consideration, he tables it before both Houses of the Commonwealth Parliament. If within 15 sitting days there are no motions passed by either House disallowing the Plan, the Minister, by public notice, specifies the date on which the Zoning Plan will come into effect. It is likely that for the southern sections this will be mid-1988.

Once a zoning plan for any section of the Marine Park comes into effect it remains operational until a new plan is prepared by the same process of public participation and consultation. The Authority is committed to review each zoning plan after it has been in operation for five years.

## Capricornia Section User Survey

During the period May 1985 to December 1985, users of the Capricornia Section including commercial fishermen, Marine Park permit holders, island residents and visitors, private boat owners and campers were surveyed by the consultant group, 'Environment Science and Services' (E.S&S). The survey, conducted for the Authority, was carried out to monitor the performance of the Capricornia Section Zoning Plan and management of the Section, from the user's perspective.

The Authority is publishing a summary of the survey findings in a report entitled:

"A User-Based Evaluation of the Zoning Plan and Day-To-Day Management in the Capricornia Section of the Great Barrier Reef Marine Park"

An extract from the summary of the report appears in Appendix **III.** 

#### Representations About the Southern Sections

In response to the first phase of the Public Participation Program (P.P.P.) 299 representations were received. Of these a total of 287 were received in time to be analysed, however, the remaining 12 representations were also taken into account. Representations were received from organisations as well as individuals and therefore the views of far more than 299 people were represented.

Of the representations coded into computer files, 156 respondents made specific reference to the Capricornia Section, 135 made comments regarding their interests in the Capricorn Section and 94 referred to the southern sections in general.

# Respondent Activity

Recreational pursuits, of which fishing was the most common, were the primary activity of well over half of the respondents. Fishing of some kind was also the major commercial activity cited. Commercial and recreational fishing together made up a little less than half of the representations received. Significant numbers of contributions were also made by charter operators, shell collectors, divers & conservation groups. Numbers of representations received for each respondent activity type appear in Appendix I.

#### Places of Origin

The majority of representations were from places close to the sections but interest was also expressed from other areas of Queensland.

Region	No. Reps	% Total
Rockhampton Mackay Gladstone Bundaberg Queensland away from Section Interstate Overseas	61 59 41 36 74 13 1	21 21 14 13 26 5 0
Not stated	2	0

Departure Points

Forty five points from which boats and aircraft departed for the sections have been grouped into regions for ease of interpretation.

Region	No. Reps	% Total
Gladstone	116	29
Mackay	106	27
<b>Yeppoon/Rockhampton</b>	93	24
Bundaberg	61	15
Not adjacent to Section	- 19	5

Note: Many respondents mentioned more than one departure point.

Major Issues Raised by Respondent Groups

# - Capricornia

On the whole, respondents seemed to be content with the present Zoning Plan and appear to appreciate the need tobalance use of the Section with conservation of the resources. This compares closely with the **E.S&S** user survey. However, because user activities are centred around the islands of the Section, many comments and recommendations in the representations related to day-to-day management of the island National Parks rather than zoning of the Marine Park. Because of this, issues associated with camping made up a large part of the information received. The information has been passed on to **Q.NPWS** for their use in the management of the islands.

Opinion was divided as to whether camping should be allowed on some islands. Supporters cited ease of access to local waters for their activities and opponents pointed to damage caused to vegetation around camping sites and excessive fishing by some campers. An associated issue was whether or not compressors and generators should be allowed to run at camp sites. - Capricorn

Little conflict between user groups was evident in the representations. This may perhaps be due to the large area of the Section and the length of the coastline, allowing all user groups plenty of room to pursue their activities. It may also

account for the absence of any apparent issue common to two or more respondent groups.

Information in the representations on commercial fishing activity was supplemented through discussions with the Queensland Commercial Fishermen's Organisation (QCFO) and the Queensland Fish Management Authority. Marine Park Authority staff attended QCFO branch meetings and obtained detailed information of branch members fishing activities.

# Inventory

The maps in Appendix IV depict significant features of the sections; shipping channels, seagcass and mangrove areas and uses of the adjacent mainland. Also displayed are the sites of user activities, such as commercial **handline** fishing, trawling, recreational fishing and diving. These activity maps are drawn mainly from information received in the first phase of the Public Participation Program for the southern sections.

GUIDELINES FOR PREPARATION OF TEE SOUTHERN SECTIONS ZONING PLAN

# General, Legislative and Management Requirements

- 1. The Zoning Plan should be as simple as possible.
- 2. As far as possible (AFAP) the plan should minimise the regulation of, and interference in, human activities, consistent with meeting the goal of providing for protection, wise use, appreciation and enjoyment of the Great Barrier Reef in perpetuity.
- 3. AFAP the plan should maintain consistency with existing zoning plans in terms of zone types and provisions.
- 4. AFAP the plan should maintain consistency with zoning plans drawn up under Queensland Marine Parks legislation.
- 5. AFAP the pattern of zones within the sections should avoid any sudden transition from highly protected areas to areas of relatively little protection. The concept of buffering should be applied such that highly protected areas are generally adjacent to, or surrounded by, zones which provide for moderate protection.
- 6. AFAP, unless levels of localised activity suggest otherwise, single zonings should surround areas with a discrete geographic description e.g. an island or reef.
- 7. Zone boundary widths should be consistent around reefs and islands and where possible should be described by geographical features (based on line of sight to aid identification in the field).
- 8. Sequential zoning along a coastline should be avoided unless there is clear differentiation e.g. whole bay.

# Specific Requirements

# Shipping

- 1. The plan should provide for the movement of shipping along recognised or proposed routes.
- 2. The plan must not impede the access of international, interstate or intrastate shipping to shipping routes or to existing ports on the coast of Queensland. Nor should it impede access to potential ports.

#### Defence Areas

1. The plan must recognise the requirements of the Department of Defence, particularly with regard to gazetted defence areas.

Conservation of Significant Habitat

- 1. AFAP areas of world, regional or local significance for wildlife conservation (involving for example, dugong, whales, turtles, crocodiles) should be given appropriate protective zoning.
- 2 AFAP where significant breeding or nursery sites can be identified, particularly for species subjected to harvesting, these should be provided with appropriate Seasonal Closure or Marine National Park or Preservation zoning.
- 3. AFAP representative samples of characteristic habitat types should be included in either MNP'B' or Preservation zones.
- 4. AFAP in reefal areas protective zoning should be applied to **reef/shoal** complexes (ie to incorporate a wide range of habitat types within one unit).

National Parks, Reserves and Historic Ship Wrecks

1. AFAP zoning of reefs and waters adjacent to existing National Parks, and fisheries reserves and Historic Shipwrecks should complement the objectives of those reserves.

#### Anchorages

- 1. AFAP major anchorage sites should be in General Use zones so as to allow most of the activities associated with overnight or longer anchoring of vessels to continue. Where an anchorage is zoned in a manner that restricts those activities AFAP opportunity to carry out those activities should be provided for at an adjacent anchorage.
- 2. AFAP the zoning for anchorages should not result in the multiple zoning of a single **island/reefal** unit simply because an anchorage is present.

AFAP the Plan should retain access for small boats to important all-weather anchorages. Access to all zones must be allowed during emergencies.

# Scientific Research

1. Provision should be made for the conduct of scientific research throughout the sections. However, areas should only be zoned exclusively for scientific research where existing and probable future use indicates that those areas are likely to be used only for scientific research and then on a frequent and regular basis. In other cases declaration of areas for special management for scientific purposes should meet the needs of the scientific community.

Spearfishing

1. AFAP zoning should be compatible with current spearfishing restrictions as set out in the Queensland Fisheries Regulations.

Commercial and Recreational Activities

- 1. As a general rule:
  - areas of significance for reasonable harvesting activities should AFAP be given General Use zoning.
  - areas of significance for activities that do not remove natural resources should AFAP be given Marine National Park zoning; and
- 2. When a reef or area is zoned in a way which excludes a particular activity, provision should be made in as many cases as possible for access to alternative areas where that activity may be pursued.

#### APPLICATION OF INFORMATION AND GUIDELINES TO ZONING

#### The Proposed Southern Sections Zoning Plan

The proposed Zoning Plan should be consulted for a full legai definition of each zone's objectives.

Within the southern sections, zones and areas have been proposed to provide for a range of uses. They are:

General Use 'A' Zone

Over 84% of the southern sections has been zoned General Use 'A' in the proposed plan. This is the least restrictive of the zones and provides for all reasonable use, including shipping and trawling, consistent with conservation of the Great Barrier Reef.

General Use 'B' Zone

General Use 'B' zoning is proposed for nearly 14% of the sections, providing areas for reasonable use free from the effects of trawling and generally free from shipping.

Marine National Park 'A' Zone

The natural resources within the zone **are** protected from the effects of a number of activities including some fishing and collecting. The objective is to regulate activities that remove natural resources so as to provide opportunities to appreciate and enjoy the Marine Park. Limited line fishing is allowed.

Marine National Park 'B' Zone

This may be thought of as a 'look but don't take' zone. All activities that remove natural resources, including fishing, are prohibited so that people may appreciate and enjoy these areas in a relatively undisturbed state.

Scientific Research Zone

Areas may be zoned for scientific research where existing and probable future research programs indicate that they are likely to be used for that purpose on a frequent and regular basis. Generally, declaration of Research Areas (small areas in which permitted research may be conducted undisturbed) should meet the needs of the scientific community. One Scientific Research Zone already exists in the Capricornia Section, at One Tree Island reef, providing for the research activities of the field station on the island.

# Preservation Zone

The objective of the Preservation Zone is to preserve areas of the Great Barrier Reef in their natural state, undisturbed by man except for the purposes of scientific research. In selecting southern sections Preservation zone sites, apart from including diverse community types, consideration has been given to existing and future use and to the ease of identifying the sites for surveillance, interpretive and management purposes. Where appropriate, Preservation Zones have been located within MNP'B' zoning to buffer the effects of external influences.

The application of the range of zone types in the southern sections proposed Zoning Plan is discussed in more detail in the section of this booklet entitled 'Table of Zoning Proposals'.

#### Replenishment Areas

The objective of this Area is to provide for the replenishment of living natural resources in heavily used areas of the Marine Park, by restricting, for a specified period of time, activities which remove those living resources. In the southern sections the Authority has altered its approach to the designation of Replenishment Areas and this is discussed further in the section of this booklet entitled 'Special Zoning Considerations'.

# Seasonal Closure Areas

The objective of a Seasonal Closure Area is to protect from human intrusion, for a specified period of time, areas of importance to the breeding of some animals in the Marine Park. A number of these areas have been included in the plan predominantly to protect **seabirds** during the critical period of their nesting.

# Defence Areas

As in the other zoning plans the needs of the Department of Defence have been met through the declaration of Defence Areas at sites currently used for defence training. The objective of a Defence Area is to make provision for control of public entry and use, in the interest of public safety, for the conduct of defence operations. The location of zones within Defence Areas takes account of the types of defence activities occurring within each Area.

#### Special management Areas

These areas make provision for specific management for the purposes of either scientific research, nature conservation or appreciation by the public (Reef Appreciation Areas) and to provide for public safety. These areas are not shown in the proposed Zoning Plan and may be declared at some time during the life of the plan. However, they will only be declared after inviting written public representations for comment on the proposal.

#### Special Zoning Considerations

1. Replenishment Areas

The proposed Zoning Plan for the southern sections differs from recently developed zoning plans in its application of Replenishment Areas. The intention is to associate the areas designated more closely with the original experimental concept of the Replenishment Area. That is, to test the management advantages and disadvantages of closing an area to fishing and collecting for a defined period of time in order to assess stock recovery and overall productivity.

This is the basis for the recent closure at Boult Reef, to determine whether closing a small area (a single reef) for a specified period will result in a noticeable improvement in the resource stocks being studied (in this case reef fish). The current opening of Boult Reef to fishing is another part of the experiment, to monitor the rate at which any improvement in the resource stock is affected in the short term by again allowing harvesting of that stock. The opening of Boult Reef to fishing is therefore proposed as a temporary measure and explains why Boult Reef is again suggested as a Replenishment Area in the proposed Zoning Plan. It is proposed to close Boult Reef for the life of the Plan in order to assess resource replenishment over a longer term than previously tested.

It is hoped that the Boult Reef experiment will provide useful information to the Authority and fisheries managers, to assist in small area management within the Marine Park.

In order to compare Boult Reef with different reef types at different latitudes, Half Moon Reef and Pompey Reef are also proposed for closure in this manner.

2. Split Zoning and Reef Appreciation Areas

Under the current Capricornia Section Zoning Plan a series of Reef Appreciation Areas have been declared to provide a 'look but don't take' experience on heavily used reefs. Experience in dayto-day management of the Capricornia Section has indicated that, on heavily used reefs, a system of 'split zoning' (multiple zoning of a single reef) may be the best way to accommodate user activities, while ensuring conservation of the reefs' resources. This concept has benefits for interpretation of the Zoning Plan as the location of all zones in the particular area are more readily identifiable on a map and in the field. In the proposed Zoning Plan this zoning strategy has been applied to **Tryon**, Northwest, Masthead, **Heron/Wistari**, Lady Musgrave and Lady **Elliott** Island Reefs.

Lady Musgrave Island Reef - the proposal roughly divides the foreshores of the cay half into the MNP'B' Zone and half into the GU'B' Zone. The MNP'B' Zone provides for reef walking, coral viewing, snorkelling and diving on the protected side of the reef in an area free from activities that remove living resources. The GU'B' zone allows for collecting of shells and fishing by campers and other visitors on the majority of the reef.

**Tryon** and Masthead Island Reefs - these islands are to be designated by the QNPWS as 'wilderness camping' islands and motor driven appliances will not be allowed. Split zoning with MNP'B'/GU'B' complements this approach in that MNP'B' reflects

the 'look but don't take' aspect of the area, while **GU'B'** allows for fishing. Fishing is here considered a 'reasonable' activity as the ban on generator powered freezers is intended to prevent overfishing in favour of 'subsistence' fishing and bait gathering.

Northwest Island Reef - the importance of this island for camping by large groups is recognised as is the increasing use of the area as a whole and the likelihood of further use of the area by day visitors from the mainland. The incorporation of MNP'B! zoning in the lee of the island takes into account both current and anticipated use.

Heron and Wistari Reefs - the area proposed for MNP'B' zoning covers the sites of the existing Reef Appreciation Areas. This has the effect of extending the 'no fishing<sup>1</sup> area into the lagoon of Wistari Reef. Deviation from the ideal North-South boundary on the eastern side takes in the easternmost edge of Wistari Reef and the 'Blue Pools' diving location to the north-east of the island.

Lady Elliott Island Reef - the MNP'A' zoning is consistent with resort zoning elsewhere. Diving, snorkelling and glass-bottom boat viewing, which are popular activities at the island's resort, occur in the NW 'quadrant' of the reef and this area is proposed for MNP'B' zoning, with readily identifiable boundary lines discernable from the water, land or air.

#### 3. Seagrass Surveys

**Seagrass** beds are found in sheltered habitats and support a rich variety of flora and fauna including juvenile prawns. The Authority has responsibility for the protection of the various habitat types found within the Marine Park, including **seagrass** beds and this responsibility is embodied in both the <u>GBRMP Act</u> and in guidelines adopted by the Authority for the development of zoning plans. The Far Northern and the proposed Central Section Zoning Plans provide for the protection of identified **seagrass** beds. These closures have received the support of the fishing industry where the seagrass beds have been identified and mapped.

To assist in developing the southern sections Zoning'Plan a thorough survey along the mainland coast is to be undertaken to map the locations of **seagrass** beds. When this survey is completed all identified **seagrass** beds will be appropriately zoned. As the survey is not yet finished, these areas of protective zoning do not appear in the proposed Zoning Plan.

## Permits

The proposed Zoning Plan details which activities may be pursued in each of the zones and these are presented in table form in the Activities Guide (Appendix II). You may note from the Activities Guide that several activities are subject to control by permit. Generally, there are four reasons for having a permit system and these are:

- to encourage responsible behaviour by Park users;
- to separate potentially conflicting uses;
- to impose, where necessary, limits on certain activities; and
- to collect useful data on the scope and intensity of activities.

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The permit system has proven to be a valuable management tool and gives management the flexibility to control the range of activities that may be pursued in any particular area.

# Table of zoning Proposals

# CAPRICORNIA SECTION

(NOTE: * denote	s a propos	sed change in zone type)
REEF OR AREA	PROPOSED ZONING	NOTES (not all information is listed)
Lady Elliott Island reef	MNP'A'/ MNP'B'*	<ul> <li>established resort (MNP'A' is consistent with other resort zonings)</li> <li>little apparent collecting or spearfishing</li> <li>representative reefal community</li> <li>probable increase in future pressure of use</li> </ul>
Lady Musgrave Island reef	MNP'B'/ GU'B'*	<ul> <li>general use camping island</li> <li>protection from extractive activities</li> <li>allows limited collecting</li> <li>allows line fishing &amp; spearfishing</li> </ul>
Fairfax Islands reef	GU'B'	- current zoning maintained - Seasonal Closure Area
Hoskyns Islands reef	GU'B'	- current zoning maintained - Seasonal Closure Area
Boult Reef	GU'B'	<ul> <li>current zoning maintained</li> <li>Replenishment Area</li> <li>call for maintenance of the current closure</li> </ul>
Llewellyn Reef	MNP'B'	- current zoning maintained
Fitzroy Reef	GU'B'	<ul> <li>current zoning maintained</li> <li>important anchorage</li> <li>shell collecting site</li> </ul>
Lamont Reef	GU'B'	- current zoning maintained
One Tree Island reef	Sci.Res.	<ul> <li>current zoning maintained</li> <li>few objections to zoning for research, although requests were made for access for diving and also for recreational fishing off the reef-edge</li> </ul>
Sykes Reef	GU'B'	- current zoning maintained
Heron/Wistari Reefs	MNP`B'⁄ MNP`A'	<ul> <li>proposed zoning provision changes will allow:</li> <li>limited line fishing</li> <li>bait netting</li> <li>trolling</li> </ul>
Erskine Island reef	GU`B'	<ul> <li>current zoning maintained</li> <li>heavy recreational use (fishing/diving /spearfishing)</li> <li>accessibility from the mainland</li> </ul>

REEF OR AREA	PROPOSED ZONING	-18- NOTES (not all information is listed)
Masthead Island reef	MNP'B'/ GU'B'	<ul> <li>QNPWS proposal for 'wilderness<sup>P</sup> camping (i.e ban on motor driven appliances)</li> <li>heavy recreational use (fishing/diving /spearfishing)</li> <li>accessibility from the mainland</li> <li>Seasonal Closure Area</li> </ul>
Polmaise Reef	GU'B'	<ul> <li>current zoning maintained</li> <li>heavy recreational use (fishing/diving /spearfishing)</li> <li>accessibility from the mainland</li> </ul>
Irving Reef	GU'B'	<ul> <li>current zoning maintained</li> <li>heavy recreational use (fishing/spearfishing)</li> <li>accessibility from the mainland</li> </ul>
Wreck Island reef	Pres.	<ul> <li>current zoning maintained</li> <li>no significant call for change</li> </ul>
Wilson Island reef	GU'B'	<ul> <li>current zoning maintained</li> <li>maintain opportunities for rec. fishing and collecting in the area</li> </ul>
Broomfield Reef	GU'B'	- current zoning maintained
North Reef	GU'B'	<pre>current zoning maintained</pre>
North West Island reef	GU'B'/ MNP'B'*	<ul> <li>strong call to allow current recreational activities to continue</li> </ul>
<b>Tryon</b> Island reef	MNP'B'*/ GU'B'	<ul> <li>'wilderness' camping proposed for island</li> <li>protection of popular dive sites</li> </ul>
GU'B' area	GU'B'*	<ul> <li>zoning now follows standard distances from reef edges where appropriate to more closely follow identifiable depth contours around reefs</li> </ul>

REEF OR AREA	PROPCSED ZONING	-19- NOTES (not all information is listed)
		CAPRICORN SECTION
Wreck Rock to Red Rocks	MNP'A'	- important turtle nesting area
Rundle Island	MNP'A'	- popular diving and fishing destination
Peak Island	Pres	<ul> <li>largest Flatback turtle rookery in the GBR (1 of 3) &amp; 2nd largest in the world</li> <li>island is a National Park</li> </ul>
Middle Keppel IS.	MNP'B'	<ul> <li>popular diving location and site of underwater observatory</li> </ul>
Great Keppel Is.(Passage Rocks to Monkey Point)	MNP'A'	<ul> <li>coastline immediately adjacent to resort</li> <li>Qld spearfishing ban already in place</li> </ul>
North Keppel (Stockyard Spit to Eagle <b>Rk</b> W. coast)	MNP'A'	<ul> <li>coastline immediately adjacent to resort</li> <li>Qld spearfishing ban already in place</li> </ul>
Keppel Islands Grp. (open water area)	GU'B'	<ul> <li>very popular diving &amp; spearfishing area despite Qld spearfishing ban in some areas</li> <li>strong call to restrict trawling among the Islands</li> </ul>
Egg Rock	MNP'B'	- popular diving location
Bald Rock	MNP'B'	- popular diving location
Shoalwater Bay	GUʻB′	<ul> <li>area of known dugong concentration</li> <li>site of on-going &amp; proposed research into dugong, turtle and seagrass distribution</li> <li>area of major significance for: <ul> <li>dugong</li> <li>estuarine crocodile</li> <li>inshore wetlands</li> </ul> </li> <li>site of major land, sea and air defence</li> </ul>

REEF OR AREA	PROPOSED ZONING	-20- NOTES (not all information is listed)
		training exercises - area supports a number of commercial f'men
Avoid Island	MNP'B'	- 2nd largest Flatback turtle rookery in GBR (1 of 3)
Wild Duck Is.	GUʻB′	- 3rd largest Flatback turtle rookery in GBR
Guardfish Cluster	MNP'B'	<ul> <li>representations and surveillence data indicate island group little used</li> <li>zoning affords complementary zoning to island National Parks</li> <li>representative habitat type</li> </ul>
Brampton IS. & Carlisle Is.	MNP'A'	<ul> <li>Brampton Is. supports a major resort</li> <li>Area is popular for diving and fishing</li> </ul>
Sir James Smith Group of islands	GU`B'	<ul> <li>Zone closely follows non-trawling area</li> </ul>
Midge Point	MNP'A'	<ul> <li>representative mainland fringing reef</li> <li>popular snorkelling and diving site</li> </ul>
Bushy/Redbill Islands reef	MNP'B'	<ul> <li>rated by representations as the most popular dive site in the southern sections</li> <li>important bird nesting</li> <li>representative northern inner reef with cay</li> </ul>
Penrith Island	MNP'B'/ GU'B'	<ul><li>well developed fringing reef</li><li>diving and rec. fishing destination</li></ul>
Reefal 'block' centred on Cockatoo Reef	MNP'B'	- representative 'hardline' reefal community
Rf 20-339	Pres	- representative 'hardline' reef
<b>Reefal</b> block centred on Storm Cay	MNP'B'	<ul> <li>representative sample of midshelf reefs the Pompey complex</li> <li>includes two reefs currently subject to on-going GBRMPA research</li> </ul>

REEF OR AREA 	PROPOSED ZONING	-21- NOTES (not all information is listed)
Bell Cay	Pres	<ul> <li>call for protective zoning due to cay's unusual position &amp; nature, birds &amp; research potential</li> <li>1 of 4 frigate bird colonies in GBR - others are located in Far Northern Section. Frigate birds are very susceptible to disturbance</li> </ul>
Riptide Cay	MNP'B'	<ul> <li>representative sample of western inner Swain reefs</li> <li>significant seabird breeding site</li> <li>Seasonal Closure Area</li> </ul>
Reefal 'block' centred on Rf 21-221	MNP'B'	<ul> <li>includes site of on-going GBRMPA research</li> <li>very little information on this area from the representations</li> <li>representative sample of inner and outer Swain reefs</li> </ul>
Rfs 21-236/278	Pres	<ul> <li>representative samples of inner and outer Swain reefs</li> </ul>
Reefal <b>'block'</b> centred on Rf 21-523	MNP'B'	<ul> <li>representative sample of inner and outer Swain reefs</li> <li>contains cays of significance for seabird nesting</li> <li>includes areas popular for diving c'harters</li> <li>includes sites of on-going GBRMPA research</li> </ul>
Rf 21-523	Pres	- representative sample of inner Swain reefs
Frigate Cay	Pres	<ul> <li>very important bird nesting site</li> <li>representative habitat</li> </ul>
RÉs 21-497/495	MNP'B'	<ul> <li>significant seabird breeding site</li> <li>popular dive charter destination</li> <li>Seasonal Closure Area</li> </ul>
Gannett Cay	MNP'B'	<ul> <li>significant seabird breeding site</li> <li>popular dive charter destination</li> <li>Seasonal Closure Area</li> </ul>

APPENDIX I: Respondent Activities

Act	ivity	No.	Repre	sentation	IS	% sam	ple
commercial	Activity						
Fishing	Trawling Set/Drift Net Handline General Trolling Other			$25 \\ 5 \\ 11 \\ 1 \\ 6 \\ 1 \\ 49$			9 2 4 0 2 0 18
Charter	Boat Air			$16\\\frac{1}{17}$			6
Tourism	Resort other			$\frac{3}{\frac{1}{4}}$			1
Collecting	Aquarium Fish Shell			3 1 4			
Other *				4			1
		Tot	tal	78			28

\* includes development centre and small business.

Activi	ty		No. Reps	% Sample
Recreationa	l Activity			
Fishing	Light Tackle Trolling Spearfishing Handline General		$     \begin{array}{r}       10 \\       5 \\       11 \\       25 \\       22 \\       73 \\     \end{array} $	3 2 4 9 <u>8</u> 26
Collecting	Shell		16	6
Boating	Sailing Power		$\frac{11}{\frac{1}{12}}$	$-\frac{4}{0}$
Diving Snorkelling			49 7	17 2
Other **			$\frac{8}{64}$	$\frac{3}{22}$
		Total	165	58
Educational			10	3
Research			14	4
Conservatio	n			
Groups Individuals		а	$\frac{14}{\frac{6}{20}}$	5 2 7
		TOTAL	287	100

\*\* includes photography, camping & animal watching.

APPENDIX II: Activities Guide

ACTIVITY		GUA	GUB	MNPA	MNPB	SCI.RES	PRES.
recreational activities	<ul> <li>that do not involve the taking of plants, animals or marine products</li> </ul>	yes	yes	yes	yes	no	no
	- camping		permit	permit	permit	no	no
photography & film-maki	ng	yes	yes	yes	yes	no	no
trolling	- far pelagic species	yes	yes	yes	no	no	no
	- other	у е s	yes	no	no	no	no
line fishing	- 1 hook only	у е s	yes	yes	no	no	no
	- between 1 6 6 hooks	yes	yes	no	no	no	no
	- more than 6 hooks	permit	permit	no	no	no	no
	ale or trade. not with u/w breathing apparatus other than el, and not with a power-head)	yes	yes	no	no	no	no
collecting	- limited	yes	yes	no	no	no	no
	- other	permit	permit	no	no	no	no
oyster gathering	- limited	y e s	y e s	yes	no	no	no
	- other	yes	yes	no	no	no	no
crabbing	- limited	yes	yes	yes	no	no	no
	- other	Уес	yes	no	no	no	no
bait gathering		уеs	yes	yes	no	no	no
bait netting		yes	yes	yes	no	no	no
commercial netting		yes	yes	no	no	no	no
trawling		yes	no	no	no	no	no
commercial pole & line	tuna fishing	permit	permit	no	no	no	no
traditional fishing 🔒 1	traditional hunting and gathering	permit	permit	permit	no	no	no
farming of <b>marine reso</b>	ICCes	permit	permit	no	no	no	no

## SOUTHERN SECTIONS ZONING PLAN - PERMISSIBLE ACTIVITIES

ACTIVITY		GUA	GUB	MHPA	МРВ	SCI.RES	PBES.
developmental fishery program			permit	no	no	no	no
research	- non-manipulative	yes	yes	permit	permit	permit	permit
	- manipulative	permit	permit	permit	permit	permit	permit
operation of a tourist or education program			permit	permit	permit	no	no
operation of <b>a</b> vessel in the one vicinity			permit	permit	permit	no	no
construction or conduct of a mooring facility			permit	permit	permit	no	no
navigation and operation of vessels - ships - tourism			permit	permit	permit	no	no
	- other	yes	no	no	no	no	no
	- hovercraft	permit	permit	permit	permit	no	no
	- other	уes	yes	yes	yes	no	no
operation of a landing area or facility			permit	permit	permit	no	no
operation of aircraft – over 500 feet			yes	yes	yes	yes	yes
	- under 500 feet (when landing at or taking off from an	yes	yes	yes	yes	no	no
	approved landing area or aerodrome) - other			permit	permit	permit	no
operation of a structure			permit	.permit	permit	no	no
dumping of spoil, harbour works, reclamation atc			permit	permit	permit	no	no
programs for the taking of animals or plants which pose a threat			permit	permit	permit	permit	no
ADDITIORAL USES M D EXE	MPTIONS						
saving human <b>life</b> or avoiding <b>the</b> risk of injury to <b>a</b> human being			yes	yes	yes	yes	yes
<pre>locating or securing the safety of an aircraft, vessel or structure which is.</pre>			yes	yes	yes	yes	yes
			yes	yes	yes	yes	yes
monitoring of the Marine Park by, or with the approval of, the Authority			yes	yes	yes	Уe	yes
dealing with an emergency involving a <b>serious</b> threat to the environment			yes	yes	yes	yes	yes

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#### SOUTHERN SECTIONS ZONING PLAN - PERMISSIBLE ACTIVITIES

#### SOUTHERN SECTIONS ZONING PLAN - PERMISSIBLE ACTIVITIES

ACTIVITY	GUA	GUB	MPA	MNPB	SCI.RES	PRES.
access to Queensland	yes	yes	yes	yes	уеs	yes
removal of a vessel that in wreck-d. stranded, sunk or abandoned	notify	notify	notify	notify	notify	notify
conduct and servicing of authorised navigational aids	notify	notify	notify	notify	notify	notify
defence operations	notify	notify	notify	notify	notify	notify
government geodetic, bathymetric or similar surveys	notify	notify	notify	notify	notify	notify

#### DESIGNATED AREAS (AREAS WITHIN ZONES)

Replenishment Areas - Designated areas are closed to fishing, collecting and bait garhering for the life of the zoning plan (5yrs)

seasonal Closure Areas - One or more of the designated areas may be closed far a specific, seasonal period to protect nesting seabirds and/or turtles.

Defence Areas - subject to notification to the Authority, Defence Force Regulations apply from time to time. At other times the provisions of the zone apply.

Shipping Areas - The provisions of the zone apply except that ships may navigate through a designated Shipping Area.

Special Management Areas - may be designated from time to time. Provisions applying to those areas are notified at
the time of designation.

APPENDIX III: Extract From Capricornia Section user Survey

# 3.5 PREFERENCE VARIABLES

The preference variables are intended to measure user preferences in relation to the provisions of future Zoning Plans and day-to-day management. Contained within this section of the report are respondents' perceptions of what are appropriate roles for marine park rangers. and records of the percentages of respondents who felt that:

more (or less) opportunities should be provided for recreational line-fishing,

more (or less) opportunities should be provided for commercial line-fishing,

more (or less) opportunities should be provided for trawling.

more (or less) opportunities should be provided for netting.

- more (or less) opportunities should be provided for spearfishing, more (or less) opportunities should be provided for shell collecting.
- more (or less) opportunities should be provided for camping.
   more (or less) opportunities should be provided for resort development,

more (or less) opportunities should be provided for scientific research.

- bag limits should be placed on recreational line-fishing. and
- bag limits should be placed on recreational spearfishing.

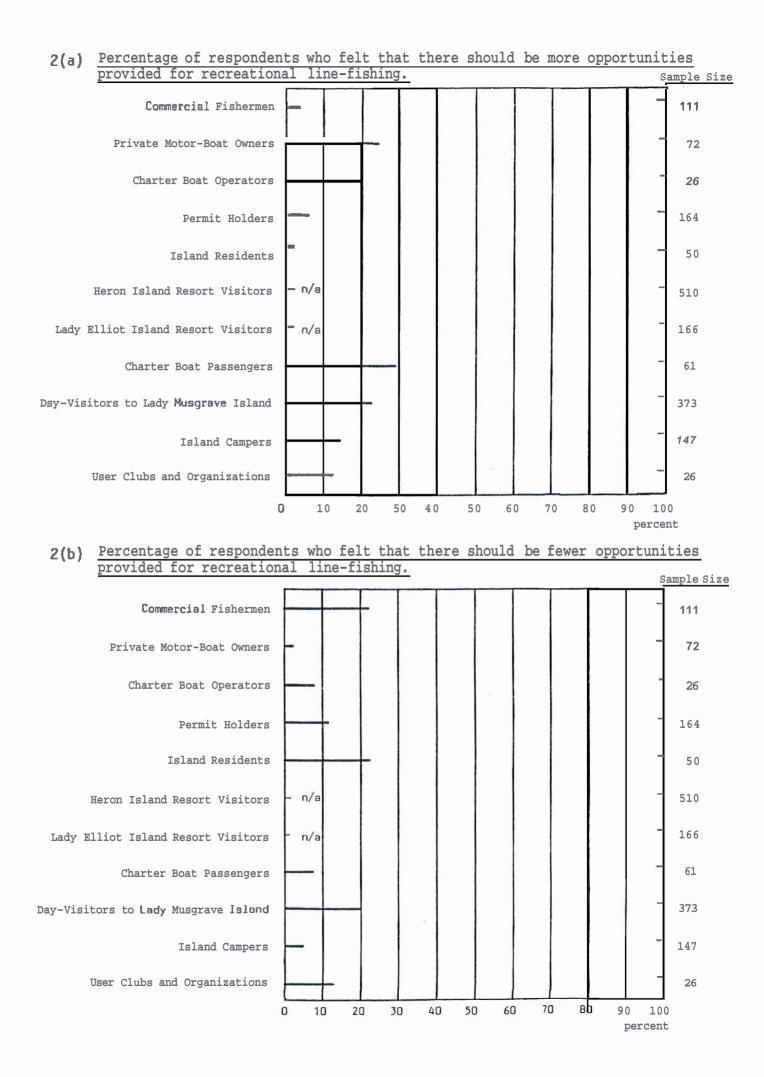
Note: n/a indicates that the question was not asked of that user group.

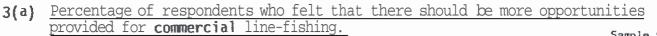
# 1. <u>Preferred ranking of marine park ranger duties by each user group.</u> Duties are ranked in decreasing order of priority from 1 to 7.

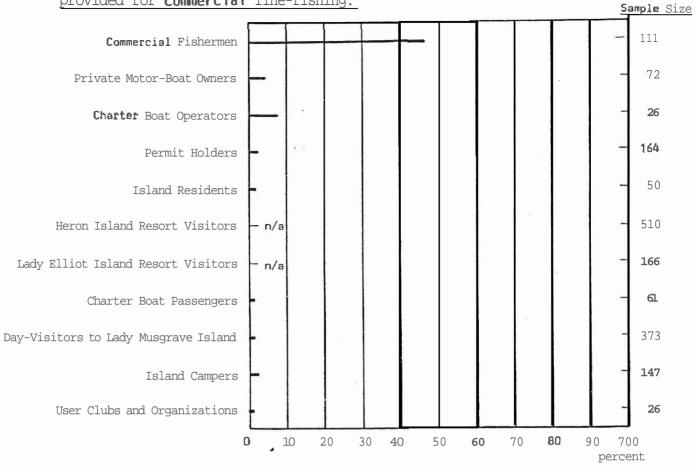
USER GRWPS

USER GRWPS								Sample Size
Commercial Fishermen	5	2	6	7	3	1	4	111
Private Motor-Boat Owners	6	4	5	7	2	1	3	72
Charter Boat Operators	7	2	5	6	1	3	4	26
Permit Holders	6	4	5	7	3	1	2	164
Island Residents	5	4	7	6	3	1	2	50
Heron Island Resort Visitors	5	6	4	7	3	1	2	510
Lady Elliot Island Resort Visitors	6	4	5	7	3	1	2	166
Charter Boot Passengers	4	3	7	6	5	1	2	61
Day-Visitors to Lady Musgrave Island	7	4	5	6	3	1	2	373
Island Campers	7	4	6	5	3	1	2	147
User Clubs and Organizations	6	4	5	7	3	1	2	26
	Search and Rescue	Law Enforcement	Research	Keeping the Islands Tidy	Education and Information	Protecting Marine Life	Protecting Island Life	-

RANGER DUTIES

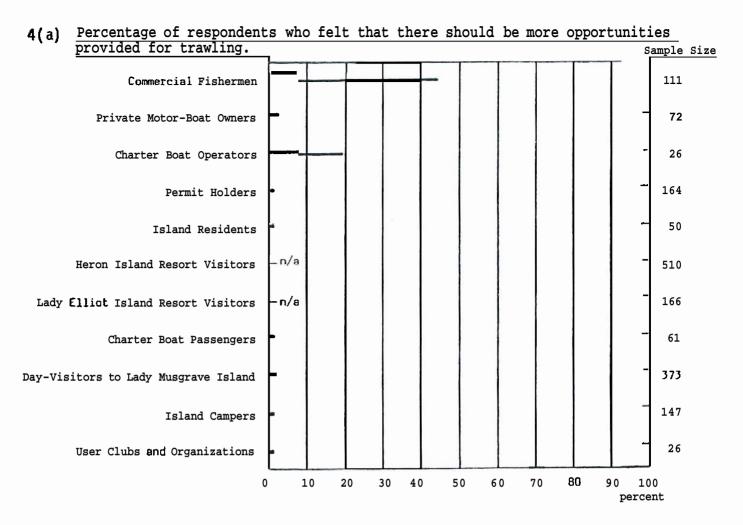






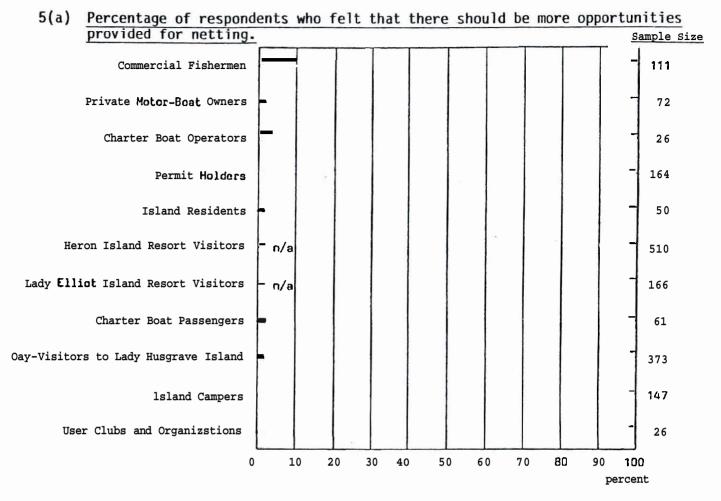
# 3(b) Percentage of respondents who felt that there should be fewer opportunities provided for commercial line-fishing.

provided for commercial		SampleSize
Commercial Fishermen		- 111
Private Motor-Boat Owners		72
Charter Boat Operators		26
Permit Holders		164
Island Residents		- 50
Heron Island Resort Visitors	- n/a	- 510
Lady Elliot Island Resort Visitors	n/a	166
Charter Boat Passengers		- a
Oay-Visitors to <b>Lady Musgrave</b> Island		- 373
Island Campers		147
User Clubs and Organizations		26 100
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	perc	



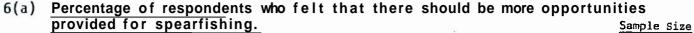
### 4(b) Percentage of respondents who felt that there should be fewer opportunities provided for trawling. Sample Size

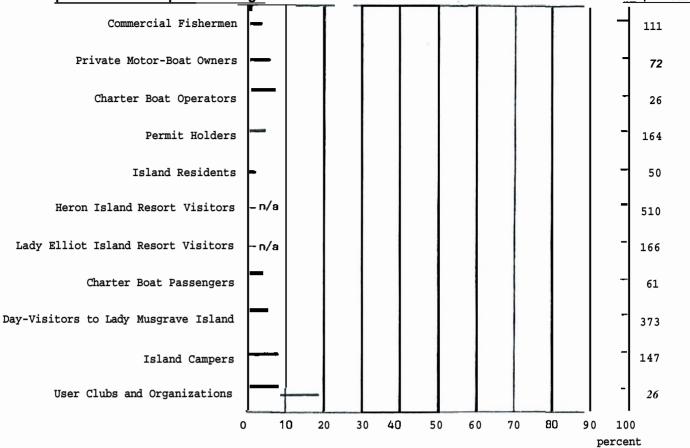
provided for crawing.		Sample Size
Commercial Fishermen		- 111
Private Motor-Boat Owners		- 72
Charter Boat Operators		- 26
Permit Holders		- 164
Island Residents		- 50
Heron Island Resort Visitors	-n/a	- 510
Lady Elliot Island Resort Visitors	n/a	- 166
Charter Boat Passengers		- 61
Day-Visitors to Lady Musgrave Island		- 373
Island Campers		- 147
User Clubs and Organizations		- 26
	0 10 20 30 40 50 60 70 80 90	100
	pe	ercent



## 5(b) Percentage of respondents who felt that there should be fewer opportunites provided for netting. <u>Sample Size</u>

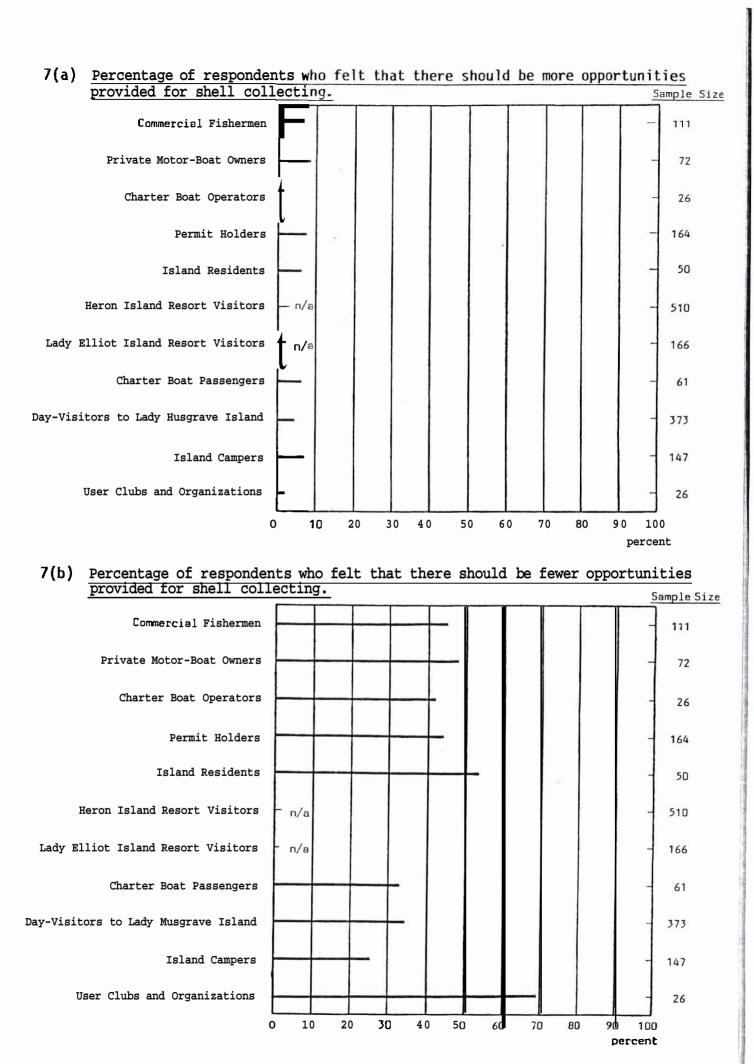
	_									-	ampie size
Commercial Fishermen										-	111
Private Hotor-Boat Owners				<u> </u>					$\vdash$	-	72
Charter Boat Operators	-									-	26
Pcrmit Holders	-									-	164
Island Residents	-							+		-	50
Heron Island Resort Visitors	- n/a									-	510
Lady Elliot Island Resort Visitors	n/a									-	166
Charter Boat Passengers										-	61
Oay-Visitors to Lady Husgrave Island							-			-	373
Island Campers							-			-	147
User Clubs and Organizations											26
	0 1	2	0 30	) 40	50	60	) 70	0 190			
									F	ercent	



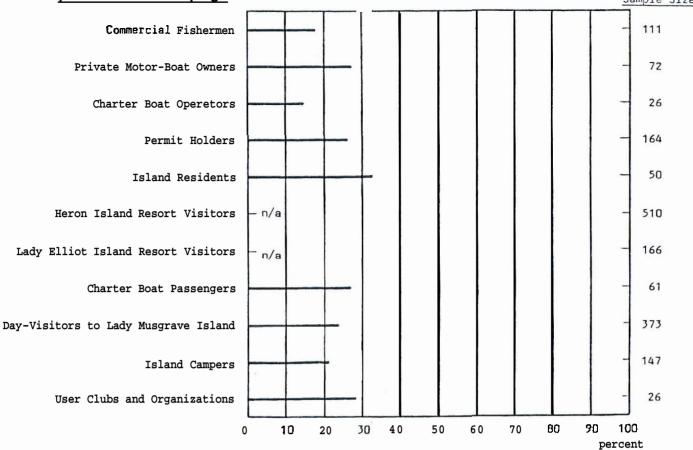


## 6(b) <u>Percentage of respondentswho felt that there should be fewer opportunities</u> provided for spearfishing. <u>Sample Size</u>

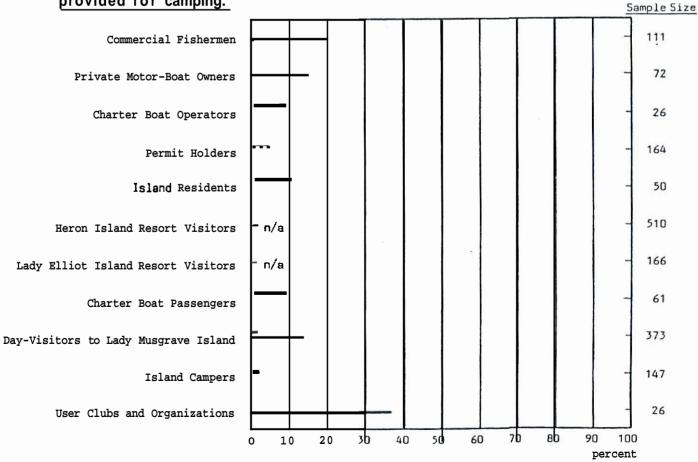
										5	ampie size
Comnercial Fishermen										_	111
Private Motor-Boat Owners										-	72
Charter Boat Operators						-		514		-	26
Permit Holders						-				-	164
Island Residents	-	and the second second	1					-		-	50
Heron Island Resort Visitors	- n/a		- 41							-	510
Lady Elliot Island Resort Visitors	- n/a									-	166
Charter Boat Passengers							$\vdash$			-	61
Day-Visitors to Lady Musgrave Island					-					-	373
Island Campers			t							-	147
User Clubs and Organizations						-					26
	0 1	0 2	03	0 4	0 50	0 6	0 7	<b>b</b> 80		100 ercent	
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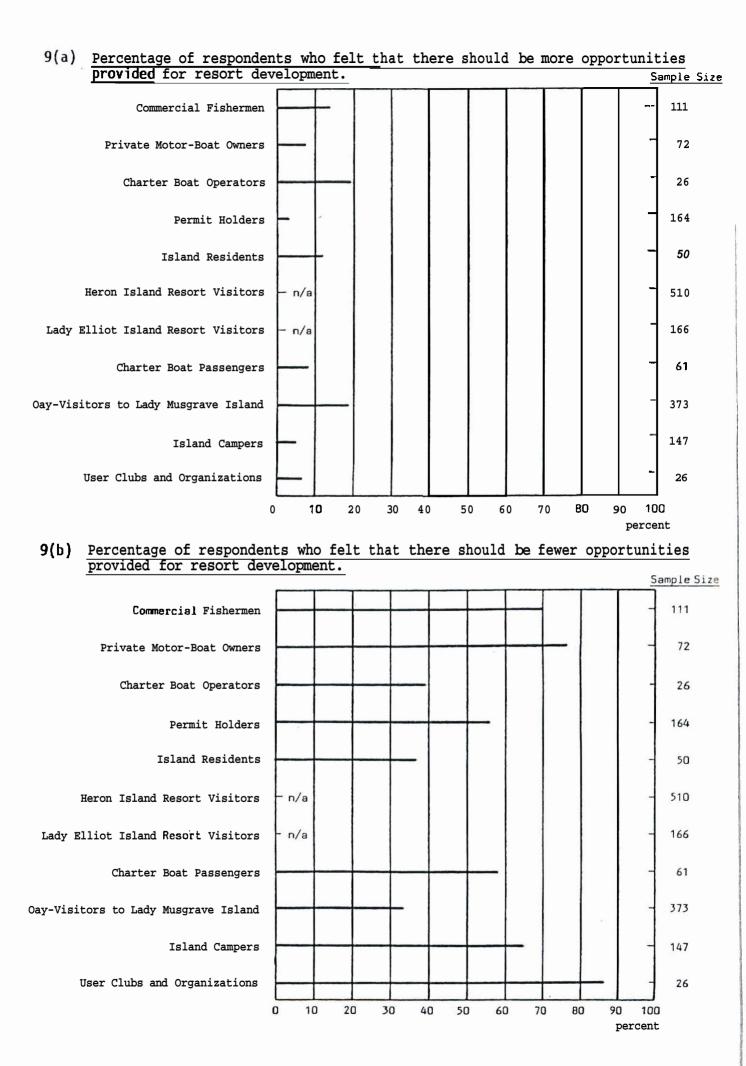


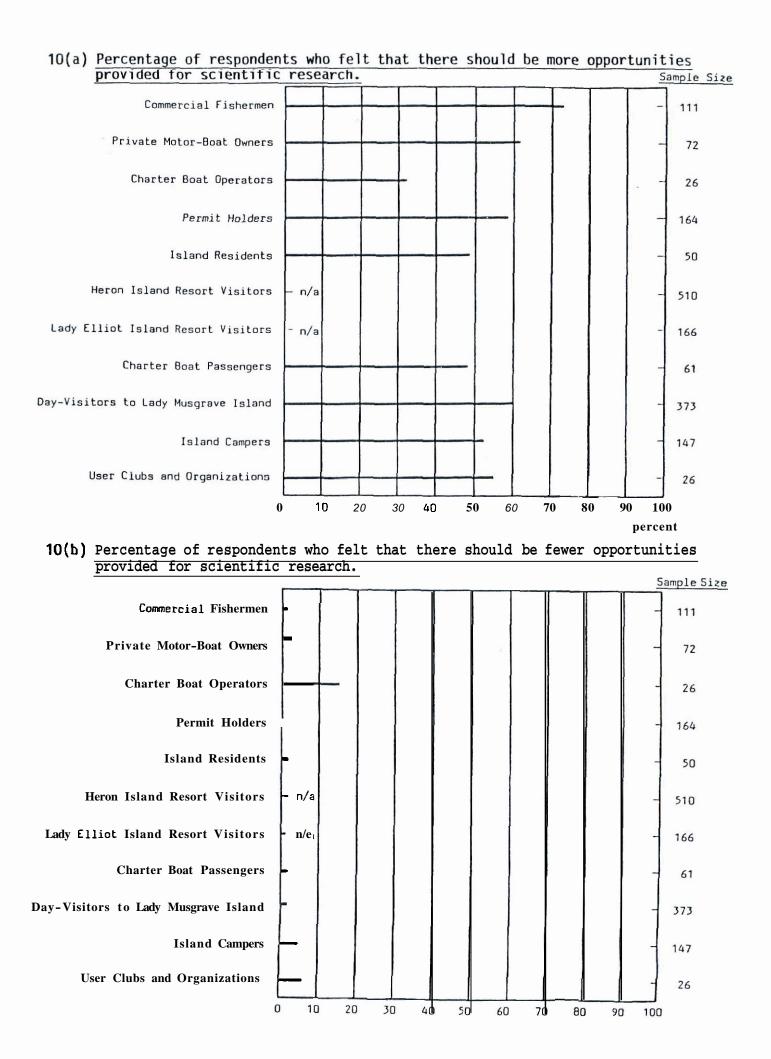
## 8(a) Percentage of respondents who felt that there should be more opportunities provided for camping. Sample Size

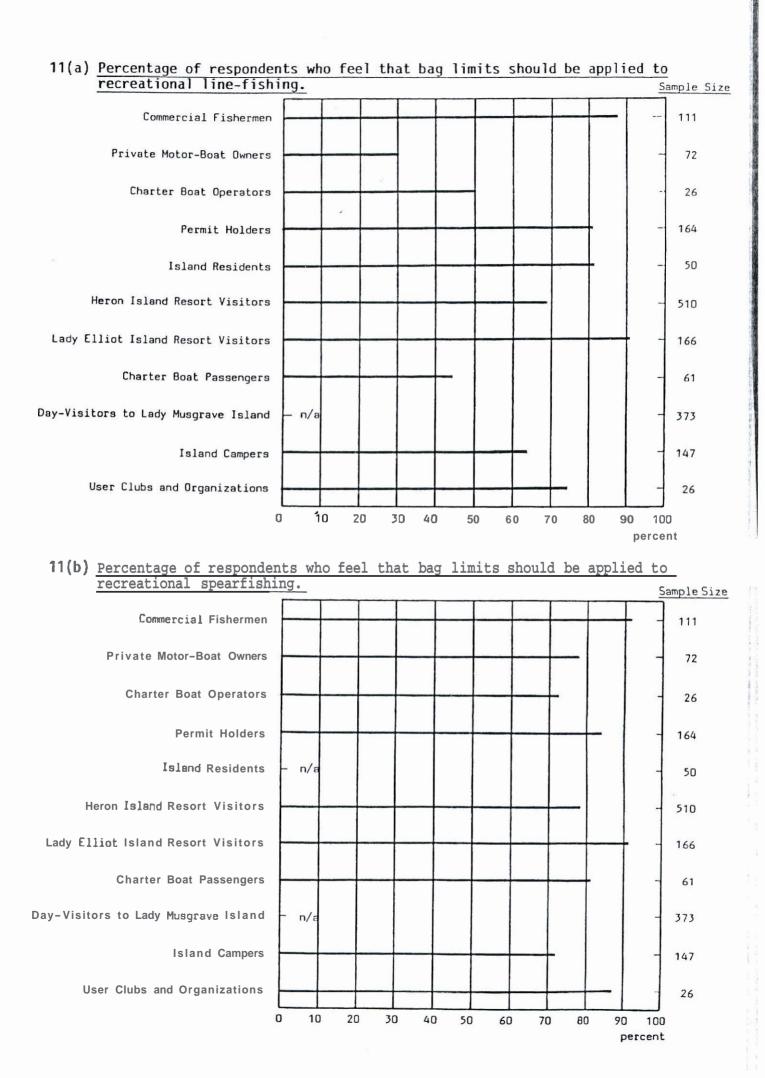


#### 8(b) <u>Percentage of respondents who felt that there should be fewer opportunities</u> provided for camping.









#### 40 CONCLUSIONS

The surveys described in this report collectively provide a scientific and systematic user-based evaluation of the Capricornia Section Zoning Plan and day-to-day management. The results of the surveys are based on the viewpoints of more than 1.700 Capricornia Section users from a wide variety of user groups.

The overall response to the Zoning Plan and day-to-day management is one that is very positive. There is a common belief amongst all user groups that the marine park is playing a worthwhile role in helping to protect the Great Barrier Reef. While most user groups expressed some reservations about some aspects of the Zoning Plan and day-to-day management. many users expressed a view that the levels of inconvenience they are suffering are acceptable if it means that this Section of the Great Barrier Reef will be protected for future generations.

Commercial fishermen feel that they have been more disadvantaged by the Zoning Plan than other groups of users. They cite loss of traditional fishing grounds and a lack of equivalent restrictions on recreational fishermen as evidence that they are disadvantaged. On the other hand there appears to be a consistent point of view from other user groups that opportunities for commercial fishing within the Section should be reduced when the Zoning Plan is reviewed.

There is evidence to suggest that many users perceive the Capricornia Section as a 'national park' rather than in its true role as a multiple-use park. The message that 'reasonable use' and 'limited extraction' are part of the marine park philosophy has so far eluded a wide cross-section of users. The level of knowledge and understanding of the technical aspects of the Zoning Plan are generally quite low - even amongst users who spend a large amount of their working or leisure time in the Section. This does not necessarily mean that there is widespread ignorance of the zoning provisions. Even though users may not be aware of the zone names for example, there is a general awareness amongst regular users of where and when activities are permitted. There is a tendency amongst less experienced users to assume that use restrictions are more severe than in fact they are.

Strong preferences were expressed by a number of groups that **opportunities** for extractive activities such as line-fishing. trawling and shell collecting should be reduced when the Zoning Plan is reviewed. The notion of bag limits on recreational line and spearfishing received strong support from almost all user groups.

The image of marine park rangers was favourable amongst most user groups although there **appears** to be little contact between rangers and a number of significant user groups, particularly those who visit the southern part of the Section. Confusion exists amongst many users as to the relative roles of the Authority and the National Parks and Wildlife Service in the Capricornia Section. This confusion is even apparent amongst some users who have had close contact with both agencies.

There is a widespread feeling amongst users that the legal provisions of the Zoning Plan are not being adequately enforced. Many respondents feel that surveillance is inadequate and there is a general reluctance on the part of responsible agencies to seek prosecution of known offenders.

Overall the survey highlights a general public acceptance of the Capricornia Section Zoning Plan and the day-to-day management. An overwhelming majority of respondents from all user groups agree that the Zoning Plan has helped to protect the Great Barrier Reef. At the same time the survey has raised a number of issues which should be addressed during the review of the Capricornia Section Zoning Plan. One of the most pressing of these issues concerns public perceptions of what are and are not acceptable levels of resource extraction from the Section, and how these perceptions might best be incorporated into the Zoning Plan. The survey has also identified some specific areas that warrant the attention of day-to-day managers in the Capricornia Section. Most of these are concerned with education. extension and enforcement activities.

As a final comment. **it** is worthwhile to note that this evaluation project has been something of a pioneering exercise for the planning profession in Australia. **It** is unusual for government planning agencies to seek public judgement on their performance. The Authority has done this and has been rewarded by both a favourable judgement and valuable information on how its performance could be even further improved. At the same time credit should also be given to the Capricornia Section users. Without exception, all user groups reacted positively to the project and showed a genuine interest in trying to improve the Zoning Plan and day-to-day management. APPENDIX IV: Thematic Maps

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