

Historic Heritage Assessment – Lightstations and Aids to Navigation

(Revision 0) November/ 2019

Objective:

To provide guidance on considerations specific to historic lightstations and Aids to Navigation (AtoN) of historic significance within the permission system.

Target audience:

Primary: Great Barrier Reef Marine Park Authority (the Authority) officers assessing applications for permission.

Secondary: Groups and individuals applying for permission; interested members of the public.

Purpose

1. Permission decisions contribute to maintaining and enhancing the historic heritage values of the Great Barrier Reef Marine Park (Marine Park).

Related legislation/ standards/ policy

2. *Lighthouses Act 1911*
3. *Environment Protection and Biodiversity Conservation Act 1999*
4. *Queensland Heritage Act 1992*
5. *Great Barrier Reef Marine Park Act 1975*
6. *Great Barrier Reef Marine Park Zoning Plan 2003*
7. *Lady Elliot Island Lightstation Heritage Management Plan*
8. *Dent Island Lightstation Heritage Management Plan*
9. *Nature Conservation Act 1992*

Context

10. As described in the [Great Barrier Reef Region Strategic Assessment: Strategic Assessment Report 2014](#) (Strategic Assessment) and the [Great Barrier Reef Outlook Report 2019](#) (Outlook Report 2019), historic heritage values relates to the occupation and use of the Great Barrier Reef Region (including Commonwealth islands) since the arrival of European settlers and other migrants. By its nature, historic heritage will continue to evolve, representing the flow of history and changing community perceptions and contemporary attributes.
11. These guidelines consider lightstations (including Commonwealth lightstations and other historic lightstations and lighthouses) and Aids to Navigation (AtoN) in the Great Barrier Reef World Heritage Area (GBRWHA). Refer to other historic heritage assessment guidelines when considering [World War II features and sites, and historic voyages and shipwrecks](#) and [other places of historic and social significance](#).

General principles

Description of the value

12. Lightstations include the lighthouse, accommodation and other infrastructure related to the functioning of the lightstation.

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13. Historic AtoN refer mostly to AtoN that may or may not be operational, such as lighthouses, beacons, concrete towers, and steel towers.
14. The Great Barrier Reef has a rich shipping and navigational history and lighthouses form a significant part of the story. Safe sea passage was vital for Australia's emerging colonial economy entirely dependent on the sea for trade, communication and supplies. Great Barrier Reef islands with lighthouses played a fundamental role in the nation's development.
15. In the 1800s, lighthouses were initially built and managed by the respective colonial governments. Eventually there was the need for a national approach to marine navigation, as navigation lighting was required in parts of the colony where there were relatively low populations and insufficient funds for appropriate navigational aids. On 1 July 1915, the *Lighthouses Act 1911* came into effect where the Commonwealth officially accepted responsibility for the nation's lighthouses.
16. Lighthouses built in the 1800s have historic heritage significance. There are four lightstations (including lighthouse and associated infrastructure) located on Commonwealth islands (Commonwealth Islands Zone) within the Marine Park and are Commonwealth Heritage listed under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) (also refer to [Great Barrier Reef Marine Park Commonwealth Heritage Listed Places and Properties Heritage Strategy 2018-2021](#) (Heritage Strategy 2018-2021) for further information).

The Commonwealth Heritage criteria against which the Commonwealth Heritage values of a place are tested:

- A. The place has significant heritage value because of the place's importance in the course, or pattern, of Australia's natural or cultural history
- B. The place has significant heritage value because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history
- C. The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history
- D. The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:
 - a. a class of Australia's natural or cultural places; or
 - b. a class of Australia's natural or cultural environments
- E. The place has significant heritage values because of the place's importance in exhibiting particular aesthetic characteristics values by a community or cultural group
- F. The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period
- G. The place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons
- H. The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history
- I. The place has significant heritage value because of the place's importance as part of Indigenous tradition.

17. The 'Commonwealth Heritage values' identified for Commonwealth Heritage listed lightstations are outlined in the [Commonwealth Heritage Listing](#) for each site (links to the information regarding the four relevant sites are provided in the list below).
18. The four Commonwealth Heritage Lightstations are:
 - a. [Dent Island Lightstation](#) (listed place 22 June 2004) - was constructed in 1879 and was first lit in the same year. The lighthouse is significant as a light tower built in response to the dramatic expansion of regular coastal shipping along the inner route of the Great Barrier Reef, following the economic development of Northern Queensland. It embodies important evidence of the historical development of AtoN along the Queensland coast and the history of lighthouse technology, accommodation and associated services.¹

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The lightstation complex dating from 1879 to 1960, are significant as a complete intact example of a lightstation complex in Queensland. Later stages of development have integrated with the original fabric and detail of the lightstation, contributing to the continuum of a complex dedicated to the single aim of maintaining the AtoN.¹

Dent Island lighthouse is a working lighthouse.

- b. [Lady Elliot Island Lightstation](#) (listed place 22 June 2004) - was established in 1866 and is significant as evidence of important steps in the development of a system of navigational aids along the Queensland coast in the nineteenth century.²

The centrepiece is a lighthouse first lit in 1873 that was the first of a series designed in Queensland to suit local conditions and economic constraints. The lighthouse and its associated buildings, most dating from the early twentieth century, demonstrate the way such lightstations were developed in response to changes in social expectations and technological capabilities. The lighthouse is also significant as a prototype timber-framed and iron-plated tower, and demonstrates a high level of technical achievements at the time. The tower exemplifies in an important way the role of architects Robert Ferguson and F.D.G. Stanley.²

Additionally, the Lightstation has valuable aesthetic characteristics and is important as a characteristic example of the type of lighthouse complex developed along the Queensland coast and on the Great Barrier Reef islands in the late nineteenth century, and maintained through the twentieth century.²

The Lady Elliot Island lighthouse is no longer a working lighthouse, a modern working AtoN has been built adjacent to the historic lighthouse.

- c. [Low Island Lightstation](#) (listed place 28 May 2008) - was constructed in 1878, it includes one of the series of 12 lighthouse towers of a distinctive type, built between 1873 and 1890. These timber-framed towers clad with riveted iron were designed by officers of the Queensland colonial government, to meet the particular needs of the colony, in a form that was not used anywhere else in the world. The Low Island and Low Islets Lightstation Commonwealth heritage listing includes “Indigenous Tradition” and is significant to Kuku Yalanji and Yirrganydji as part of their dreamings.

Low Isles lighthouse is a working lighthouse.



Photograph of Low Island from the Great Barrier Reef Expedition 1928-29. Source: Great Barrier Reef Marine Park Authority.

- d. [North Reef Lighthouse](#) – (listed place 22 June 2004) was built in 1878 and is significant as a rare example of a lighthouse built on a coral reef. It incorporates a residence at the base of the tower and was one of the major achievements in the construction of Australian lighthouses. North Reef was converted to electric operation in 1977 and de-manned and was later converted to solar operation in 1987.

North Reef lighthouse is a working lighthouse.

19. Contributing also to the historic heritage value of the GBRWHA are two state heritage-listed lightstations and one state heritage-listed AtoN under the *Queensland Heritage Act 1992*.
- Cape Capricorn Lightstation (north eastern tip of Curtis Island, Cape Capricorn)
 - Little Sea Hill Lightstation (Sea Hill Point, Curtis Island)
 - Raine Island Beacon (eastern end of Raine Island) is a significant historic AtoN in the GBRWHA. It was built in 1844 by a party of convicts transported to the island by HMS *Bramble* and HMS *Fly*.
20. There are other AtoN in the GBRWHA built in the 1900s that are not heritage-listed under Commonwealth or state legislation. However, they form an important part of the historic heritage of the Great Barrier Reef as they illustrate the development of coastal navigation and the evolution of AtoN design and technology in GBRWHA. These include ‘concrete tower’ and steel frame AtoN dating from between the 1920s and the 1960s.
21. As well as AtoNs on islands in the GBRWHA, there are historic AtoNs located in the reef’s waters and those located along the mainland coast outside the GBRWHA.

Management

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22. The following section explains the legislation, standards and policies that are most commonly used in managing historic heritage. Also refer to the [Permission system policy](#) for a list of legislation, standards and policies used through the permission system.

Zoning and Legislation

23. As stated in the *Great Barrier Reef Marine Park Act 1975*, “The main object of this Act is for the long term protection and conservation of the environment, biodiversity and heritage values of the Great Barrier Reef Region”.
24. Under the EPBC Act (Section 341ZB), each Commonwealth agency has a responsibility to undertake an assessment to identify which of the places they own or control have Commonwealth Heritage values.
25. Each of the four lightstations heritage-listed under the EPBC Act require (Section 341S), to have a heritage management plan to set out the operational requirements for the management of the lightstations. The heritage management plans also provide a description of the place, its heritage values, the condition and the method used to assess its significance.
26. The purpose of the Heritage Management Plans is to ensure the Commonwealth Heritage values of a Commonwealth Heritage listed place or property are recognised and maintained into the future. The plans must be updated at least once every five years.
27. Heritage Management Plans were registered as a legislative instrument for the [Lady Elliot Island Lightstation](#) in 2012 and [Dent Island Lightstation](#) in 2013.
28. Low Island Lightstation heritage management plan is currently being drafted by the Authority and the Australian Maritime Authority (AMSA) and North Reef Lighthouse heritage management plan is being developed by AMSA as the lighthouse is a working AtoN managed by AMSA. Completion of these two heritage management plans is an action in the [Reef 2050 Long-term Sustainability Plan](#) (Reef 2050 Plan).
29. Prior to 1988, management of the Commonwealth Islands containing lighthouses was the responsibility of AMSA. In 1988, the Authority increased involvement in the management of the Commonwealth Islands and eventually took ownership of the islands in 2003 and Commonwealth islands were zoned ‘Commonwealth Islands Zone’ under the [Great Barrier Reef Marine Park Zoning Plan 2003](#) (Zoning Plan).
- The objectives of Commonwealth Islands Zone under the Zoning Plan are:

 - (a) to provide for the conservation of areas of the Marine Park above the low water mark;
 - (b) to provide for the use of the zone by the Commonwealth; and
 - (c) subject to the objective mentioned in paragraph (a), to provide for facilities and uses consistent with the values of the area.
30. On some Commonwealth Islands, private lease arrangements are in place, usually for tourism related purposes such as Lady Elliot Island and Dent Island.
31. The different management arrangements of the four heritage-listed lightstations is as follows:
- a. Dent Island Lightstation – The site of the lightstation is managed by the Authority. However, as the lighthouse is a working AtoN the lighthouse itself is managed by AMSA. The Dent Island Lightstation (excluding lighthouse) and Commonwealth portion of the island is leased to a private lessee and has limited public access.
 - b. Lady Elliot Island Lightstation – The site of the lightstation is managed by the Authority and as the lighthouse is no longer a working AtoN. The Authority also manages the historic lighthouse. However, AMSA manages the modern AtoN installed at the site. The Lady Elliot Island lightstation and island is leased to private lessee and public access is managed by the lessee.
 - c. Low Island Lightstation – The site of the lightstation and island is managed by the Authority with on-site caretakers. The lighthouse is managed by AMSA as it is a working AtoN.

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Researchers holding Marine Parks permissions to carry out research at Low Isles Commonwealth Islands Zone and/or the adjoining Green Zone are able to apply, through the Authority, to use the Research House as accommodation when carrying out research at Low Isles (a standard agreement and fees apply). Public access to the other lightstation buildings is not authorised apart from the old power house which contains a small 'museum' that the public may access.

- d. North Reef Lighthouse – Is a working lighthouse and is managed by AMSA.
32. In the Marine Park, the Authority on behalf of the Commonwealth directly manages 21 of the 70 Commonwealth Islands where the Authority holds the land title. Noting that all of the 70 Commonwealth Islands are in Commonwealth Islands Zones under the Zoning Plan. Twenty of the 21 Commonwealth Islands have AtoNs. Working AtoNs are the property of AMSA and they lease back the relevant portion of land from the Authority. In accordance with the leases, the AtoN structure within the lease area remains the property of the lessee. Under Part 5.2 of the Zoning Plan, the Authority has provision to give direction to AMSA regarding how activities are carried out to ensure they do not impact on the values of the Commonwealth Island.
33. As previously mentioned, the [Queensland Heritage Act 1992](#) protects the two state heritage-listed lightstations (Cape Capricorn Lightstation and Little Sea Hill Lightstation) and the one state heritage-listed AtoN (Raine Island Beacon) on state managed islands in the GBRWHA.
33. Raine Island along with Moulter and MacLennan Cays make up the Raine Island National Park (Scientific), which is protected under Queensland's [Nature Conservation Act 1992](#) as this area is widely known for the abundance of marine turtles and seabirds that use the islands for nesting.
34. In addition to heritage management plans which provide for the future management of individual sites, there are a number of management tools used to protect and manage impacts to historic heritage values generally, including:
- a. [Plans of Management](#) are statutory plans used primarily for managing human uses in popular recreation or tourism areas. They seek to protect biodiversity and heritage but also to manage competing uses. For example, Low Isles is located offshore from Port Douglas and is a popular destination for tourists and locals and the pressures at this fragile site are managed through the [Cairns Area Plan of Management](#). The area around Low Island and the lagoon area is referred to as the Low Island Locality and is managed as a Sensitive Location which is identified as having special values (nature conservation, cultural and heritage, scientific or use values).
 - b. [Special Management Areas](#) (SMA) are designated for a number of reasons, including public appreciation which limits activities that can occur in those areas. For example, there is a Restricted Access SMA extending from high water out to 500m from Raine Island, Moulter Cay Reef and MacLennan Cay Reef. The Restricted Access SMA also extend vertically to a height of 915 metres.
35. The [Location-specific assessment guidelines](#) provide more information about Plans of Management and Special Management Areas.
36. Currently, historic AtoNs where maintenance costs become excessive are often replaced with modernised structures and instruments. Disused historic AtoN that are not Commonwealth heritage listed are not required to be conserved and thus are vulnerable to damage or removal.

Policy

37. The [Great Barrier Reef Marine Park Commonwealth Heritage Listed Places and Properties Heritage Strategy 2018-2021](#) defines heritage and describes the Commonwealth Heritage listed lightstations as well as how the heritage is managed and monitored. It is a requirement under the EPBC Act to provide a strategy, as well as a heritage register and heritage management plans for properties and places listed on the Commonwealth Heritage List.

Management Objectives

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38. The [Reef 2050 Plan](#) explains how the Authority, the Commonwealth Government and the Queensland Government will respond to the challenges facing the Great Barrier Reef and contains a number of actions relevant to historic heritage. The Reef 2050 Plan addresses the findings of the Outlook Report and builds on the Strategic Assessment.
39. The values of the Great Barrier Reef Region, their integrity and their current condition are described in the Outlook Report 2019 and the assessment summary of Commonwealth lightstations and other lightstations and lighthouses are shown in Table 1. Noting the scope of the Outlook Report assessment is the Great Barrier Reef Region (including Commonwealth islands) and so Queensland islands, internal waters and the catchment above mean low water mark are excluded from the assessment.

Table 1. Outlook Report 2019 assessment summary of historic heritage: grade and trend, and confidence for Commonwealth lightstations and other historic lightstations and lighthouses – taken from section 4.6.4 of the Outlook Report 2019

Grade and trend			Confidence		Criterion and component summaries
2009	2014	2019	Grade	Trend	
		↔	●	●	Commonwealth lightstations: The values of the four lightstations in the Region included on the Commonwealth Heritage List have been retained and are in good condition.
			●		Other historic lightstations and lighthouses: The former Pine Islet lightstation is the only lightstation attribute located in the Region that is not identified on the Commonwealth Heritage List. The site is derelict; the lighthouse was relocated in 1995. Condition reporting on aids to navigation is data deficient.

Grading statements – Indigenous, historic and other heritage values					Trend since last report	
Very good Heritage values have been systematically and comprehensively identified and included in relevant inventories or reserves. Known heritage values are well maintained and retain a high degree of integrity.	Good Heritage values have been mostly identified and included in relevant inventories or reserves. Known heritage values are generally maintained and retain much of their integrity.	Poor Heritage values have not been systematically identified. Known heritage values are degrading and generally lack integrity.	Very poor Heritage values have not been identified. Known heritage values are degraded and lack integrity.	Borderline Indicates where a component or criterion is considered close to satisfying the adjacent grading statement.		↑ Improved ↔ Stable ↓ Deteriorated — No consistent trend
						Confidence ● Adequate high-quality evidence and high level of consensus ● Limited evidence or limited consensus ○ Inferred, very limited evidence

Common permission assessment considerations

40. Proposed activities at and adjacent to historic lightstations and AtoN of historic significance are to be discussed with the Authority prior to submitting a Marine Parks permit application. Expert advice should be sought for any proposed activity in the immediate and adjacent area of a lightstation, including Commonwealth and state heritage-listed lightstations and other significant AtoN.
41. The ways historic heritage sites are managed differs between sites and depends on the proposed location and the risks associated with the proposed activities and operation. Managing these sites requires specialist understanding of the features present and require experts in the relevant discipline to determine the best assessment and management approach.
42. Further for Commonwealth heritage listed sites, activities are restricted with what may occur to the fabric of the site and use of the site and must be carried out in accordance with the statutory heritage management plan, EPBC Act and operate in accordance with the Burra Charter. Commonwealth heritage places are not recognised as Matters of National Environmental Significance. However, a referral under the EPBC Act is likely to be triggered if the activity associated with the Commonwealth heritage place potentially impacts World Heritage Values or National Heritage Values.
43. The Burra Charter notes that adaptation of a place for a new use is often referred to as ‘adaptive re-use’ and should be consistent with Article 7.2 of the Burra Charter.³ Article 7.2 states a place

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should have a compatible use and appropriate use or combination of uses or constraints on uses that retain the cultural significance of the place identified. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

44. Under a lease agreement associated with Lightstations and AtoN, requirements of the lessee are outlined and any relevant Marine Park permit is aligned with the lease. In the case of AMSA, when significant works are proposed to an AtoN, an EMP is often a requirement of a direction given under Part 5.2 of the Zoning Plan. An EMP should be developed by the applicant or lease holder with consideration to relevant policies, principles and guidelines by an appropriately qualified person (refer to Assessment guidelines for further information EMP specifications).
45. Heritage is important to people of present and future generations, thus the significance of a place or site is determined through its social values, such as the aesthetics, personal connection, equity, enjoyment, appreciation and understanding (refer to [Social value assessment guidelines](#)). Tangible and intangible attributes associated with the sites need to be considered (refer to Social value assessment guidelines).
46. As many of the lightstations and other significant AtoN have intangible attributes that contribute to historic heritage value, background research may be required to determine the social significance. This is mostly undertaken through archival research investigating archival records, historic news articles or local stories, including face to face interviews.
47. In some cases a social impact assessment may be required and to understand how the proposed activities are likely to impact on the historic heritage value of the location (refer to Social value assessment guidelines). Where applicants are considering using a particular tool or methodology for determining social impact, this should be discussed with the Authority early in the process to be sure it meets requirements.
48. If this research identifies that historic heritage is likely to be present, a field-based survey should be conducted by a qualified archaeologist using appropriate methods, on behalf of the applicant.
49. In some cases where activities are likely to disturb the seabed (such as dredging, marina development or installing significant moorings) in any area, an in-depth site survey may also be required (such as visual, sonar and magnetometer surveys).

Links to other values

Social Values

50. Historic heritage sites are significant to people and therefore have social value, aesthetic value, historic value and/or scientific value (such as its archaeological attributes). The degree of historic significance of a lightstation or other AtoN may be influenced by its uniqueness or how rare it is. Also refer to Social value assessment guidelines for more information on social values.
51. Some examples of interactions between social value, aesthetic value and historic heritage value are provided below.
 - a. Personal connection – The lighthouse may provide personal connection and Lady Elliot Island. *“Lighthouse is significant for its association with the architects responsible for its design and construction: Foreman of Works Robert Ferguson and Colonial Architect F.D.G. Stanley”²*
 - b. Aesthetics – The lighthouse may provide aesthetic characteristics (such as described in the management plan for Lady Elliot Island - the relevant criterion for its Commonwealth heritage listing states *“The lighthouse is a prominent feature and focal point of this low island. It has a high level of aesthetic appeal because of its pure geometric form and white and red colour scheme which contrast strongly with the vivid blues and greens of its setting. The keepers’ houses have aesthetic value arising from their uniformity and their*

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*surroundings of coral paths, shady trees and green grass. The lighthouse is also recognised for its landmark qualities”.*²

- c. Access – Historic heritage sites may have limited access in order to protect the historic heritage values or to protect people from potentially unstable sites.
- d. Enjoyment, appreciation and understanding – Rare examples of lightstations and their features provide important avenues for enjoyment, appreciation and understanding.

For example Lady Elliot Island Lightstation “*The lighthouse tower, built in 1873, is exceptionally important, as the prototype timber-framed iron-plated lighthouse, in demonstrating development of a structural system local to Queensland.... The station demonstrates the way of life of the light keepers and their families, and the historical pattern of episodic change in the technology and practice of lighthouse operation at an established lightstation from the 1870s to the 1990s*”.²

For example at Dent Island “*The Lighthouse is significant as an intact representative example of a timber-framed, iron clad tower (Type B), an adaptation by the Queensland Government of the imported prefabricated type using components from the United Kingdom. Dent Lighthouse is important as one of a pair of identical lighthouse towers in the Whitsunday Passage, the other being situated at Cape Cleveland*”.¹ Dent Island Lightstation also contains a shore-mounted derrick crane built around 1960 and is considered a rare element of lightstations.¹

- e. Equity – referring to both intra- and inter-generational equity, the value of historic heritage should be considered within each generation, as well as between generations. The loss or damage to historic heritage is likely to erode social equity. Equity is maintained through sustainable use.

Traditional Owner values

- 52. Places of historic heritage are often associated with significant Traditional Owner heritage values as well. For example, the Low Island Commonwealth heritage listing includes ‘Indigenous Tradition’ as one of the criteria and is significant to Kuku Yalanji and Yirrgandji as part of their dreamings. Traditional Owners continue to have strong spiritual connection to Low Island.
- 53. Another example is Dent Island, which is one of many islands in the Whitsunday region that is culturally significant to the Gnaro people. It is known that the Gnaro people visited and occupied all of the Whitsunday islands for subsistence, shelter, seasonal resources, ceremonies and other reasons.¹ Dent Island (including area around Dent Island lightstation) was a refuge for many Aboriginal people during the early post European contact period. By 1930s most of the offshore islands were largely de-populated of Aboriginal people.^{1,4}
- 54. Traditional Owners were severely impacted by colonisation, and many Traditional Owner heritage values declined during and following that period in Australian history. Stories and sites associated with colonisation are reminders of this difficult time and link present generations to their ancestors.
- 55. Traditional Owners have inhabited their sea country for thousands of years and have Aboriginal and/or Torres Strait Islander names for many locations throughout the Marine Park, some of which have been formally recognised. Further, historic heritage significance for Traditional Owners may include recent recognition and rights.
- 56. See the [Traditional Owner heritage assessment guidelines](#) for more information.

Biodiversity values

- 57. Many historic heritage sites and features also support biodiversity values. For example, Lady Elliot Island is an important seabird nesting site in the GBRWHA. Seabird diversity is the highest on any island on the Great Barrier Reef. It is home to a number of threatened bird species, including the red-tailed tropicbird (*Phaethon rubricauda*) and roseate terns (*Sterna dougallii*).²

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The island is also a nesting site for green turtles (*Chelonia mydas*) and the island nesting turtles are an important component of the southern Great Barrier Reef populations.²

58. Another example is Raine Island where it has been a nesting site for green turtles for over 1000 years (the longest known marine turtle rookery anywhere in the world). The green turtles that nest at Raine Island are part of the world's largest remaining stocks. They belong to the northern Great Barrier Reef genetic stock that nest throughout the northern Great Barrier Reef (north of Princess Charlotte Bay) and eastern Torres Strait. Further, eighty-four bird species have been recorded at Raine Island - five of these are considered uncommon/rare in Queensland. Sixteen species are known to breed on the island. The most significant breeding species is the herald petrel, listed as critically endangered in Australia under the EPBC Act, with the red-tailed tropicbird listed as vulnerable in Queensland under the *Nature Conservation Act 1992*.

Hazards

59. The [Risk assessment procedure](#) lists the most common potential hazards to the values of the Marine Park derived from permitted activities. Those that are most likely to impact directly on historic heritage values are:
- a. Change in current or future human use patterns: Increasing recreational use may have positive impacts by educating more people about the historic heritage of a location or site, but may also have negative impacts from accidental or intentional damage. Change in aesthetics may also arise and impact on the features that contribute to the historic heritage significance of a location or site. There may also be impacts to intangible social significance. There are also possible equity considerations for a particular generation and future generations. Use is to be consistent with the Burra Charter (in accordance with article 7).³
Permission types primarily associated with the potential hazard – include:
 - Operating a facility
 - Conducting a tourism program or education program
 - Conducting a vessel or aircraft operation.
 - b. Change in hydrodynamics: Altered waves or water currents could destabilise or erode sites. There may also be implications for the aesthetics of a location or site. Permission types primarily associated with the potential hazard – include:
 - Carrying out works (reclamation, dredging, dumping of spoil, harbour works)
 - Operating a facility
 - Navigating a managed vessel, aircraft or ship
 - Operating a vessel or aircraft.
 - c. Changes in sedimentation: Change in the inflow, dispersion, resuspension or consolidation of sediments could erode or bury sites. There may also be implications for the aesthetics of a location or site. There may also be equity considerations for a particular generation or future generations. Permission types primarily associated with the potential hazard – include:
 - Carrying out works – reclamation, dredging, dumping of spoil, harbour works
 - Navigating a Ship
 - Operating a facility
 - Navigating a managed vessel, aircraft or ship
 - Operating a vessel or aircraft.
 - d. Direct damage, removal or destruction of non-living things: Actions or events that disturb or damage a site and/or structures are likely to degrade the historic heritage values. It may result in impacts on aesthetics and influence people's enjoyment and appreciation and in some cases, personal connection. There are likely to be equity considerations for a particular generation and future generations. Permission types primarily associated with the potential hazard – include:
 - Carrying out works – reclamation, dredging, dumping of spoil, harbour works

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- Operating a facility.

60. The [Reef Integrated Monitoring and Reporting Program](#) is establishing monitoring protocol for setting baseline conditions and monitoring changes to historic heritage values.

Mitigation and monitoring

61. Mitigation and monitoring measures are to be developed on a case-by-case basis in consultation with relevant experts.

Consequence

62. Consequences of any proposed activity to the immediate and adjacent area of a lightstation and other AtoN of historic heritage importance will be determined on a case by case basis. It will be assessed and evaluated by appropriate Authority staff, including staff managing Commonwealth islands, and in some cases involve other experts.

63. The [Risk assessment procedure](#) provides more information on how to determine risk and consequences.

Assessment information

64. Additional information may be required depending on the type of activity. This is outlined based on the assessment process. Refer to the [Application guidelines](#) for more information on how assessment processes are determined.

65. Depending on the permission type, the Authority may require applicants to provide social and heritage impact assessment conducted and reported by an appropriately qualified person.

Implementation

66. These guidelines will be reviewed and updated if required at least every three (3) years.

67. The Permission System Policy and other guidelines are available which provide further detail on how the Authority assesses, decides and manages specific aspects of the permission system and the application process.

68. For actions that are wholly or partially outside the Marine Parks, the Authority will continue to liaise with the Commonwealth Department responsible for the EPBC Act. Where a bilateral agreement exists between the Australian Government and the Queensland Government, depending on the terms of the agreement the Commonwealth Department's role may be delivered by the Queensland Government. The Authority will work with both levels of government according to agreed procedures, such as a Memorandum of Understanding, to provide advice on matters that may affect the Great Barrier Reef.

Definitions

Refer to the [Permission System Policy](#) for a list of general definitions relating to the permission system.

Burra Charter

Is the primary reference for managing the heritage values of historic places.³

Fabric

Means all the physical material of the place including elements, fixtures, contents, and objects (*Burra Charter*).³

Site

Includes the main feature of the site plus the surrounding area that is likely to include artefacts.

Supporting information

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1. Great Barrier Reef Marine Park Authority and the Australian Maritime Safety Authority 2013, *Dent Island Lightstation heritage management plan*, GBRMPA, Townsville and AMSA, Canberra.
2. Great Barrier Reef Marine Park Authority 2012, *Lady Elliot Island lightstation heritage management plan*, GBRMPA, Townsville.
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