

Great Barrier Reef Marine Park Zoning the Cairns Section

Summary of Public Comments and Resource Information



Great Barrier Reef Marine Park Authority

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ABOUT THIS BOOKLET

The Great Barrier Reef Marine Park Authority has produced five publications to assist the public to make representations in the review of the Zoning Plans for the Cairns and Cormorant Pass Sections in the Marine Park:

Phase 1 (November 1988-February 1989)

- 1) The mail-back brochure "Reviewing the Zoning Plan Cairns", which sought public comments on the existing Zoning Plan;
- 2) The green "Issues" booklet, which outlined the main issues in the review and provided basic resource information;

Phase 2 (October 1989-January 1990)

- 3) The '**Cairns Section Zoning Plan for Public Review**' which is now available for public comment on the zoning and management proposals it contains;
- 4) A mail-back brochure designed to help users comment on the Proposed Zoning Plan by seeking answers to specific questions, and providing a map of the Proposed Zoning Plan for comments about specific locations; and
- 5) This booklet, the main purposes of which are:
 - to briefly explain the Proposed Zoning Plan and to further discuss the main issues;
 - to summarize the representations received in the first phase of public participation; and
 - to explain the revised tourism strategy.

This second phase of public participation presents the major opportunity for public involvement, and members of the public, whether as private individuals or as members of community-interest groups, are invited to make written comments; all written comments (including any made on the brochure mentioned above) will be considered and should be sent to the address below no later than **31 JANUARY 1990**:

**The Chairman
Great Barrier Reef Marine Park Authority
PO Box 1379
TOWNSVILLE QLD 4810**

Based on the comments received, the Authority will prepare a final Zoning Plan for the Cairns Section* which should come into effect in mid-1990. (* The Cormorant Pass Section has been incorporated into the Cairns Section).

Copies of all the publications are available at the addresses listed below. For further information on the Zoning Plan review, the Great Barrier Reef Marine Park, or Queensland Marine or National Parks, please contact one of the following offices:

- **Great Barrier Reef Marine Park Authority**
Great Barrier Reef Wonderland
2-68 Flinders Street East (PO Box 1379)
TOWNSVILLE QLD 4810 Telephone (077) 81 8811
- **Queensland Department of Environment and Conservation**
Abbott Street (PO Box 2066)
CAIRNS QLD 4870 Telephone (070) 51 9811
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ISBN 0 642 12002 1
October 1989



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1 INTRODUCTION

1.1 THE CAIRNS SECTION

The Cairns Section covers an area of some 35 000 square kilometres and extends for over 400 kilometres along the coast adjacent to the towns of Tully, Innisfail, Cairns, Mossman, Port Douglas and Cooktown (see Locality Map).

The Cairns Section was proclaimed to be part of the Great Barrier Reef Marine Park on 19 November 1981. It completely encircles the small Cormorant Pass Section, which was proclaimed on 21 October 1981 principally to protect a colony of Potato Cod.

The development of the initial Zoning Plans for the Cairns Section and Cormorant Pass Section took place in 1982-83. When the Zoning Plans came into effect in November 1983, the Cairns Section was the second major section of the Marine Park to be proclaimed and managed.

The Authority has recommended amalgamation of the two Sections so that the Cairns Section incorporates the Cormorant Pass Section. Therefore, throughout the remainder of this booklet, reference to the Cairns Section, unless specifically mentioned, implies inclusion of the Cormorant Pass Section.

The resulting section will be called the Cairns Section. Until the Zoning Plan for the new Cairns Section comes into effect (likely to be in 1990), the existing Cairns Section Zoning Plan and Cormorant Pass Section Zoning Plan will remain in force.

1.2 REVIEWING THE CAIRNS SECTION ZONING PLAN

The Great Barrier Reef Marine Park Act 1975 sets out how zoning plans are to be prepared and what has to be considered in the preparation of a plan; viz

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

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

The review of the Cairns Section Zoning Plan commenced in August 1988, and has included:-

- The collation of updated resource information and the commencement of relevant research:

eg. A larval dispersal model was used to study the effectiveness of certain reefs as "sources" or "sinks" for larvae for the recruitment of organisms (coral, fish, etc) to other reefs in the Cairns Section. The study was commissioned by the Authority and undertaken by the Marine Modelling Unit of the James Cook University. Forty-six reefs currently within Marine National Park 'B', Scientific Research or Preservation Zones, or proposed as Marine National Park Zones were studied, using randomly selected tide and wind conditions. The reliability and effectiveness of the 46 reefs as "sources" of larvae were analysed, and the consequent "sink" reefs throughout the Cairns Section were identified. This information was then used when the zoning for particular reefs was reviewed.
- The first phase of public participation was run November 1988 to February 1989 inclusive. Considerable TV and press coverage gave wide publicity to the zoning review, and to the availability of the mail-back brochure "Reviewing the Zoning Plan Cairns", and the green "Issues" booklet which outlined the main issues in the review and provided basic resource information.
- At the completion of the first phase of public participation, 278 written representations were received expressing a diverse range of public opinion. Within these representations, 81 separate topics were raised, the most prevalent being zoning, day-to-day management, recreational fishing, diving, offshore developments, spearfishing and the proposed tourism strategy.
- Planning staff were involved in consultations and meetings with a large number of user groups, individuals and relevant agencies.
- The views expressed in the representations and information collated throughout the operation of the existing plan were taken into account in the preparation of the Proposed Zoning Plan.

The publication of the Proposed Zoning Plan is the major component in this second phase of the review process. Public representations commenting on the proposed plan are now invited, and these will be considered in the preparation of a final zoning plan scheduled to come into effect in mid-1990.

1.3 COMPLEMENTARY MANAGEMENT

The Commonwealth and Queensland Governments have agreed to complementarity in marine park declaration, zoning and management; this means all areas of the Great Barrier Reef, whether under the jurisdiction of the Commonwealth or Queensland, are managed in a complementary way.

Adjacent to the Cairns Section of the Great Barrier Reef Marine Park is Queensland's Cairns Marine Park:

- i) The Cairns Section of the Great Barrier Reef Marine Park is managed jointly by the Commonwealth and Queensland Governments. The Great Barrier Reef Marine Park extends only up to low water mark on the mainland, or around those islands that are not owned by the Commonwealth (most are owned by Queensland).
- ii) The Queensland Cairns Marine Park is managed by Queensland agencies, and includes tidal lands and tidal waters around most islands, and several estuaries and tidal rivers.

The Queensland Government is concurrently reviewing the zoning plan for the Cairns Marine Park to maintain complementarity.

The map in the Proposed Zoning Plan and on the brochure "Cairns Section Zoning Plan for Public Review" illustrates the proposals for both the Commonwealth's and Queensland's marine parks, and the questions in the brochure seek public comments on both zoning plans.

All comments should be in writing and should be sent to the Great Barrier Reef Marine Park Authority. Unless you indicate it is "Confidential", your representation will be passed on to the Division of Conservation, Parks and Wildlife of the Queensland Department of Environment and Conservation.

Any enquiries about the Cairns Marine Park should be directed to:

The Director
Division of Conservation, Parks and Wildlife
Queensland Department of Environment and Conservation
P.O. Box 155,
NORTH QUAY BRISBANE QLD 4002

1.4 RESOLVING CONFLICTS WHEN PREPARING A ZONING PLAN

Whenever the public is asked to make formal comment, the Authority receives a diverse variety of views which are often conflicting. The preparation of a zoning plan requires many complex decisions and the Authority has adopted a number of guidelines or criteria arising from legislative, management and issue-specific requirements. These guidelines are applied whenever staff prepare a zoning plan. They are designed to ensure that relevant and conflicting objectives are carefully considered, and help make the balance of decisions more objective and uniform. The guidelines are:

- . the Zoning Plan should be as simple as practicable;
- . as far as practicable the plan should minimise the regulation of, and interference in, human activities, consistent with meeting the goal of providing for protection, wise use, understanding and enjoyment of the Great Barrier Reef in perpetuity;
- . as far as practicable the plan should maintain consistency with existing zoning plans in terms of zone types and provisions;
- . as far as practicable the plan should maintain consistency with zoning plans drawn up under Queensland Marine Parks legislation;
- . as far as practicable the pattern of zones within a Section 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;
- . as far as practicable unless levels of localised activity suggest otherwise, single zonings should surround discrete geographic areas e.g. an island or reef. Similarly, zone boundaries intersecting the coastline should, as far as practicable, use easily recognizable features e.g. headlands.
- . 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).

1.5 RESOURCE AND USE MAPS

The maps in Appendix III depict significant features and uses of the Cairns Section, and have been updated with information provided from the first phase of public participation. They are, however, only small scale versions of more detailed maps held at the Authority's Townsville office. They are reproduced here to indicate the diversity of uses that need to be considered in preparing a zoning plan and to provide a common basis for planning.

Their value as resource maps will be maximized only if it is accepted that they will require continual up-dating as changes occur and as new information is received. If you are aware of any deficiencies or inaccuracies with these maps, please advise staff of the Authority.

1.6 WHAT HAPPENS NEXT..?

All representations, together with all other available information, will be taken into account in the review of the Proposed Zoning Plans for both the Cairns Section of the Great Barrier Reef Marine Park and Queensland's Cairns Marine Park. Final Zoning Plans will be prepared and submitted to the Commonwealth and Queensland Governments for approval.

2 SUMMARIES OF MAIN ISSUES

2.1 INTRODUCTION

The purpose of this chapter is to provide a summary of each of the major issues addressed in the representations, and to outline the proposed action by the Authority in the revised zoning plan for each issue.

Issues are addressed under the following broad headings:

- a) **Zoning and Management**
 - zoning/park boundaries
 - day-to-day management
 - moorings/anchor damage
- b) **Tourism**
 - tourism strategy
 - offshore developments/facilities
 - fishfeeding
- c) **Fishing/collecting**
 - recreational fishing
 - spearfishing
 - commercial fishing
 - aquarium fish collecting
 - trolling/Buffer Zones
 - gamefishing
 - traditional hunting/fishing
 - collecting (coral, shell, etc)
- d) **Other recreational activities**
 - diving
 - camping
- e) **Other issues/uses**
 - education/interpretation
 - research and monitoring
 - pollution
 - dugong/seagrass
 - Crown of Thorns Starfish
 - navajds
 - defence
 - mariculture

2.2 ZONING AND MANAGEMENT

2.2.1 ZONING/PARK BOUNDARIES

Despite six years of operation of the Zoning Plan, it is clear that many users are still unaware of the locations and provisions of the various zones. Furthermore there is still a perception that the existing zoning scheme is too complex, both in the numbers of zones and, in some cases, the similarity of zone names.

The existing Cairns Section Zoning Plan includes seven zones:-

ZONE TYPE	OVERALL AREA		REEFS		
	hectares	% of section	hectares	No.	% of total
General Use 'A'	2581705	74	2597	35	13
General Use 'B'	759500	21	171945	157	58
Marine National Park 'A'	69335	2	43648	32	12.5
MNP Buffer	33250	<1	700	8	3
Marine National Park 'B'	29750	<1	26570	24	8.5
Scientific Research	21000	<1	3230	9	3.5
Preservation	5460	<1	5310	4	1.5
Total	3500000	100	254000	269	100

(Refer Table 6, p. 35, for a comparison with the proposed zoning plan)

With the exception of the MNP 'Buffer' Zone, all zone names are currently used in other Sections of the Marine Park.

A number of representations indicated that the boundaries of the Cairns Section should be changed. However the existing boundary of the Great Barrier Reef Marine Park (ie. up to low water mark, and in some instances up to 5 km from the coast) has been accepted by the State and Commonwealth Governments. While additional areas could be added by proclamation, this is not considered necessary as adjacent marine areas have complementary zoning and management under Queensland legislation.

Proposed Action

1. The publicly-accepted elements of the existing zoning scheme (eg. zone colours and same basis for zone names) will be retained.
2. The number of zones will be reduced and the names of several zones amended, viz:
 - General Use Zone (Light blue)
 - General Use (No Trawling) Zone (Dark blue)
 - Marine Park Recreation Zone (Yellow)
 - Marine National Park Zone (Green)
 - Preservation Zone (Pink)
3. Buffer Zones will be abolished (refer Section 2.4.5, 'Trolling/Buffers') but provision for limited trolling on the outer reef slopes of some Marine National Park Zones retained.
4. The existing Scientific Research Zone and Preservation Zone will be amalgamated (as a single 'No public access' zone).
5. Areas where permanent or permanently moored structures (other than moorings) are not permitted will be depicted by hatching on the zoning plan (refer also Chapter 3).
6. Public confusion will be minimised as far as practicable by ensuring complementarity between zones and zoning provisions in the Cairns Section of the GBRMP and the adjoining areas of Queensland's Cairns Marine Park.

2.2.2 DAY-TO-DAY MANAGEMENT

The Queensland Department of Environment and Conservation (Q.DEC - containing the former Queensland National Parks and Wildlife Service) is the principal agency responsible for day-to-day management of the Cairns Section of the Great Barrier Reef Marine Park.

A number of the representations indicated there are too few staff in the Marine Park. This is not a matter of immediate relevance to the review of the zoning plan although it is being addressed following a recent reorganisation of Q.DEC. Staffing arrangements and duties in the Q.DEC region corresponding to the Cairns Section are still being finalised, with ongoing discussions between staff of the Authority and staff of Q.DEC.

Additional field management in the Cairns Section is also undertaken by the Queensland Boating and Fisheries Patrol (Q.BFP), but only in the normal course of their other duties.

Proposed Action

As part of the current reorganization of the Queensland Division of Conservation, Parks and Wildlife, a review of the regional staffing situation is currently underway.

2.2.3 MOORINGS/ANCHORAGES

Over the last four years there has been a 25% increase in the number of private pleasure vessels in Innisfail, Cairns and areas to the north; in 1988 there were over 8200 such vessels (Department of Harbours and Marine, Small Craft Statistics, 1988).

In recent years many park users have become increasingly aware of the repeated impact/effect of boat anchors on the fragile corals of the reefs. Most respondents addressing this issue support the installation of permanent moorings and indeed are anxious that installation should proceed more quickly, in as many places as possible.

Aside from the issue of anchor damage, moorings are also acknowledged as usually providing safer anchoring conditions.

Permits are required for construction and conduct of a mooring under the current Zoning Plan for the Cairns Section. Under existing permit conditions, Q.DEC Regional staff must approve the installation of all moorings.

Proposed Action

1. Wherever deemed necessary for management purposes, permanent moorings will be allowed in all public-use zones, irrespective of 'No-Structures' subzoning (refer to Section 2.3.1).
2. The Zoning Plan will retain access for small boats to important all-weather anchorages. Access to all zones is allowed during emergencies.

2.3 TOURISM

2.3.1 TOURISM STRATEGY

(For a detailed discussion of this issue, refer to Chapter 3 "Cairns Section Tourism Strategy").

Proposed Action

1. A revised tourism strategy will be applied by the depiction of a **No Structures Subzone** (shown as hatched areas on the zoning map, and depicted in Interpretive Map 1 at the back of this booklet) over those areas of the four public-access zones where structures will not be allowed in any circumstances.

2. The proposed objective of the No Structures Subzone will be:-

To set aside, for the purpose of appreciation and enjoyment by the public, some areas which are in a natural state largely unaltered by human works, free from infrastructure or facilities, except for approved navigational markers and vessel moorings which are essential for the protection, wise use, understanding and enjoyment of the Marine Park.

2.3.2 OFFSHORE DEVELOPMENTS/FACILITIES

There has been a significant increase in the number and size of tourist facilities permanently located on the Reef. In the Cairns Section there are now twenty such facilities, including pontoons, helipads, semi-submersibles and glass bottom boats. This increase is directly attributable to the major increase in numbers of tourist operations in the Section, particularly out of Cairns and Port Douglas.

There is currently a two-year moratorium on floating hotels throughout the Marine Park (other than the permissions given for the "John Brewer Reef", which has recently been removed from the Marine Park, and another proposed floating hotel at Fitzroy Reef off Gladstone). Although there have been several proposals for large offshore structures in the Cairns Section, none have been received for major structures which would be affected by the moratorium.

Most respondents who addressed this issue requested a ban on any further structures or greater restriction/control of them. Currently, a permit is required for the construction and conduct of facilities under the GBRMP Act, (Qld) Marine Parks Act and Sea Installations Act (permits also required for discharge of waste etc).

Proposed Action

1. There is a requirement to restrict tourist facilities in some areas to ensure ribbon development does not occur. The proposed 'No Structures' subzone will indicate where structures will be allowed and where they will not be allowed in any circumstances.

2.3.3. FISH FEEDING

Fish feeding is undertaken by tourist operators at most of the popular reef destinations. At some of the better-known reef locations like the Cod Hole and around the various underwater observatories such as Green Island, fish are fed throughout daylight hours.

Feeding the fish allows visitors to see large schools of fish or divers to swim alongside them. There are however instances of divers being bitten by "tame" fish which have become aggressive (eg. at the Cod Hole). The practice of shark-feeding is also becoming more widespread as a spectacle for divers.

Fishing and fish feeding are conflicting activities where advantage is taken of tame fish. Fish feeding does make the fish more vulnerable to being caught, particularly by spearfishermen. At some of the popular tourist sites where fish feeding occurs, fishing is also allowed because of the current zoning.

Proposed Action

1. Where appropriate, zoning will be applied to protect "tame" fish and to enable viewing by divers/tourists eg. the Cod Hole.
2. Special Management Areas may be designated around major dive/tourist sites to control all types of fishing if they are not protected by Marine National Park Zones.
3. Direct evidence will be sought through a specific question in the mail-back brochure enquiring whether fish-feeding or shark-feeding has placed a person in danger or led to an attack anywhere in the Great Barrier Reef Region.
4. Research into the effects of fish feeding (including shark-feeding) will be undertaken.

2.4 FISHING/COLLECTING ACTIVITIES

2.4.1 RECREATIONAL FISHING

Fishing is one of the most popular recreational activities undertaken in the Cairns Section. Line fishing, spearfishing, net fishing, light tackle and game fishing are all popular throughout the Section and particularly on reefs offshore from Cairns, Innisfail and Port Douglas.

Apart from shore based net and line fishing, access to the area is generally by small, privately-owned boats or by larger charter boats which primarily conduct fishing trips.

Most line fishing on accessible reefs is conducted by recreational fishermen and the number of fishermen is believed to have doubled in the past ten years. Fishermen generally agree that catches have fallen in recent years or that fish are harder to catch, but there are still minimal controls specifically applied to recreational fishermen or minimum data to quantify any changes.

The major concern of recreational fishermen is that overfishing may be taking place at some popular sites, but the second most mentioned concern is that favourite sites may be closed to fishing. A number of management actions were suggested, including short term closures (seasonal or replenishment closures) and baglimits.

The Queensland Sport and Recreational Fishing Council is generally in agreement with the existing Zoning Plan and requests no reduction of fishing areas under the review.

As a result of a Scientific Workshop on the Effects of Fishing in the Great Barrier Reef Region held in February 1989, a recommendation for a major experimental test of the effects of fishing in the Region is proposed starting in the Cairns Section. In the Cairns Section it will involve two clusters of reefs zoned General Use (No Trawling). At the moment it is proposed that between 2 and 5 reefs in each cluster will be closed to line fishing for 3 years or so, and then the closed reefs will be opened to fishing and the open reefs closed to fishing.

Evaluation of the effects of these closures is proposed through a co-ordinated program involving the Queensland Department of Primary Industry, Queensland Department of Environment and Conservation, Australian Institute of Marine Science, James Cook University and this Authority. The cooperation of commercial and recreational fishermen in fishing the open areas (when they are open) and avoiding the closed areas (when they are closed) will be sought.

The implications of the Proposed Zoning Plan for recreational fishermen are depicted in Interpretive Map 2 at the back of this booklet.

Proposed Action

1. Further liaison with the various Queensland fisheries management agencies will occur to consider specific management of recreational fishing.
2. Short-term fishing closures (ie. Replenishment Areas) will be used for experimental fisheries management in two groups of reefs zoned General Use (No Trawling):

ie. The area enclosed within the 500 metre line of each of the following reefs:

Group A

Maori Reef
Noggin Reef
Flora Reef

Coates Reef
Gibson Reef

Group B

Nathan Reef
Hall-Thompson Reef
Gilbey Reef

Adelaide Reef
Elison Reef
Eddy Reef

Between 2-5 of the reefs in either group may be closed at any one time (refer to methodology above).

2.4.2 SPEARFISHING

Spearfishermen comprise a small, but vocal, activity group who are very concerned by the discrimination made between spearfishing and line fishing, as currently imposed by the Marine National Park 'A' Zone. They argue that line fishermen greatly outnumber spearfishermen (the quoted ratio being 200:1) and therefore it is not the spearfishermen that need to be further restricted.

Spearfishing in the Marine Park is currently restricted by the GBRMP Act and also by Queensland's Fisheries Regulations. These restrictions ban spearfishing with underwater breathing apparatus other than a snorkel, ban spearfishing with a powerhead, ban the sale or trade of speared fish and prohibit spearfishing in certain zones or areas.

Proposed Action

1. The current exclusion of spearfishing from the Marine Park Recreation Zone (equivalent to the existing Marine National Park 'A' Zone) will remain*, but public opinion on this issue is sought in this second phase of public participation through a specific question in the mail-back brochure.

(* Under the proposed zoning plan, this means 173 reefs, or 64% of the total reefs in the Cairns Section, will still be available for spearfishing).

2.4.3 COMMERCIAL FISHING

Commercial fishing (including trawling, trolling, demersal linefishing, netting, longlining, droplining and crabbing) is widespread throughout the Cairns Section. Queensland Fish Management Agency (QFMA) records show the following commercial licences - Cairns 304, Innisfail 53, Port Douglas 41, Cooktown 8 (ie. Trawl 222, line 53, line 11, crab 6, barra 42, other 72). The capital value of the local fleet (vessels and licences) is estimated at \$94m, with a further \$6m invested in associated equipment (QFMA records).

Virtually all the commercial fishermen are members of the Queensland Commercial Fishermen's Association (QCFO) with the activities of the industry being managed by the Queensland Fish Management Authority and Queensland Department of Primary Industries (QDPI). While commercial fishing clearly has the capacity to overexploit the resource, there is no clear evidence that this is occurring.

Several industry concerns have been raised in the representations and at meetings between GBRMPA staff and a QCFO Liaison Committee:

- concerns about any further restrictions on the areas available for fishing (the tourism strategy proposed initially was seen to impose major unacceptable restrictions)
- suggested amendments for gear stowage;
- allowing commercial bait netting in Marine National Park 'A' Zones (like other zoning plans).

The implications of the proposed Zoning Plan for Trawling are largely unchanged as depicted in Interpretive Map 3 at the back of this booklet.

Proposed Action

1. Until basic data on commercial fishing has been evaluated, existing management will be more or less maintained.
2. Further liaison between commercial fishermen, GBRMPA and the relevant Queensland management agencies (QFMA, QDPI, QCFO and the Queensland Boating and Fisheries Patrol) will occur to consider amendments to gear stowage regulations for safer trawling operations.
3. Buffer Zones will be abolished as the current buffer areas (ie. outside the reef edge) are not providing what trawlers really want (see Issue paper on 'Trolling and Buffer Zones').
4. Commercial fishing around permanent tourist facilities may be controlled through the designation of Special Management Areas.
5. Commercial bait netting for pelagic species will be allowed in Marine Park Recreation Zones (as for other Sections of the Marine Park) to provide equity with amateur bait netting and because it is believed that it does not significantly damage the conservation values of these areas.

2.4.4 AQUARIUM FISH COLLECTING

Some 30 registered collectors of aquarium fish operate in the Cairns Section. The majority of local collectors have joined a recently formed association (Cairns Commercial Fish Collectors Association) which has expressed strong concerns about any further restrictions on the areas available for collecting; the tourism strategy initially proposed was seen to impose major unacceptable restrictions.

The Queensland Department of Primary Industries estimates some 76,500 fish and invertebrates were collected in the Cairns Section in 1988 (59 % of the total from the entire Marine Park); these are primarily sold on the Australian market, with a small but increasing export market.

The aquarium fish industry is not dissimilar to other fisheries having a capacity to overexploit the resource. It differs, however, in that it exploits a wide variety of fish species and the rarer fish species are generally worth more and are therefore more sought by collectors. The industry is monitored by the Queensland Department of Primary Industries but there has been only limited research directly applicable to the Great Barrier Reef regarding the effects of aquarium fish collecting.

Proposed Action

1. Until basic data on aquarium fish collecting has been evaluated, existing management will be more or less maintained, although some sites will be closed to both fishing and collecting because they have higher priorities for conservation or tourism.

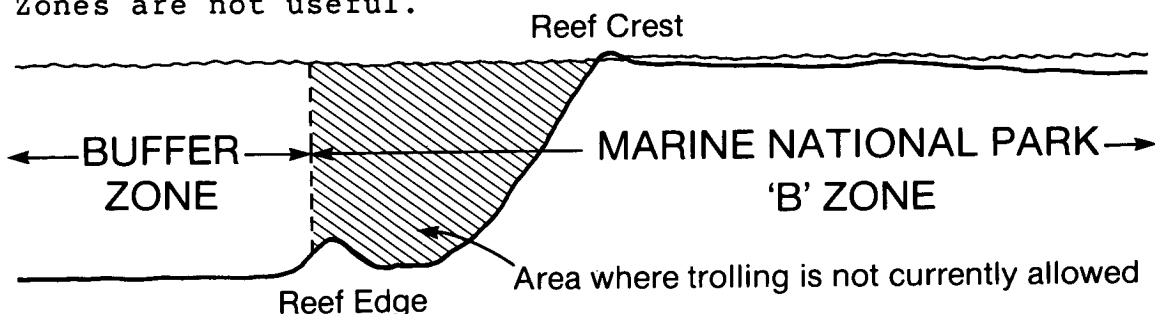
2. Fish collecting around permanent tourist facilities may be controlled through the designation of Special Management Areas.

2.4.5 TROLLING AND BUFFER ZONES

Trolling is carried out by both commercial and recreational fishermen. Apart from professionals and regular weekend fishermen, users who do not usually 'go fishing' may troll a line off the back of a yacht or dive charter boat.

Due to the migratory nature of the species caught when trolling, it is not possible to zone areas to specifically protect these species. Research has also indicated that pelagic species do not prey on reef species. The Marine National Park Buffer Zone therefore specifically allows trolling for pelagic species in areas where bottom fishing is not allowed.

Respondents apparently appreciate and use Buffer Zones, and have given strong support for their retention. However a detailed examination of the actual situation shows there are currently problems with the practicabilities of the concept. Most Buffer Zones start at the reef edge and extend seaward for 500 m. As the definition of reef edge is the seaward edge of a reef, and reefs include bommie fields, reef slopes and ramparts, the area attractive to most troll fishermen is not within the current Buffer Zone. Rather it is actually within the zone (usually Marine National Park 'B') that the Buffer Zone surrounds. (Buffers around Scientific Research Zones and Preservation Zones start 500 m from the reef edge and extend to 1 km) Under the current provisions, Buffer Zones are not useful.



Proposed Action

1. While it is proposed to abolish Buffer Zones in the review of the Zoning Plan, trolling for pelagic species will be retained as an allowable use **ONLY** on the outer reef slope between the reef crest and the reef edge of selected reefs in the Marine National Park Zone (ie. trolling allowed on the outer reef slope of 25 reefs out of the total of 49 reefs zoned Marine National Park in the proposed zoning plan).
2. Trolling will not be allowed in the following Marine National Park Zones:

Starcke River area	14-106, 14-107, 14-108, 14-124 14-127, 14-129
Nymph Island	14-115
Turtle Group	14-119, 14-120
Lizard Island (south)	14-116
Cormorant Pass	14-140

Ribbon No. 10 (north)	14-146 (north only)
Decapolis Reef	14-131
'Pixie Pinnacle'	14-152
Lark Reef & surrounds	15-033, 15-035, 15-036
Ribbon Rf No. 7 (south)	15-026, 15-034
Fringing Reef, Weary	
Bay - Cape Tribulation	15-066, 15-069, 16-001, 16-002
Michaelmas Reef	16-060

2.4.6 GAMEFISHING

Although gamefishing is a relatively small component of the recreational fishing issue from the point of view of number of participants, a disproportionately large amount of money is tied up in boats and fishing gear.

There is little conflict between gamefishermen and other fishermen as gamefishermen usually work different areas, target different species of fish and use different equipment.

Impacts from zoning would be felt if bait sites used by gamefishermen were closed to them.

Proposed Action

1. No special zoning is required and no spatial separation of gamefishing from other activities is required.

2.4.7 TRADITIONAL HUNTING/FISHING

Three Aboriginal Trust areas lie adjacent to the Cairns Section (Hopevale, Wujal Wujal and Yarrabah). Traditional hunting and fishing by Aboriginals or Islanders from these communities are currently permitted in all zones except Preservation Zones.

Aboriginal people also live in several other localities (eg. Cairns, Cooktown and Mossman). Queensland legislation however, precludes all traditional hunting and fishing unless undertaken by a member of an officially recognized Aboriginal community.

Where appropriate, permits for traditional hunting or fishing are issued to the community, with a number of specific permit conditions (eg. a prohibition on the use of firearms or noxious substances, a prohibition on the sale or barter of any product caught, and a request for information on any dugong or turtle caught).

The representations indicate that Aboriginal communities have some concerns; viz:

- zoning plans are too complex for communities to understand;
- confusion caused by too many pieces of State and Commonwealth legislation;
- conservation of dugong and turtle should be by joint management plans between the communities and management agencies;
- the community should be involved in management of Marine Park areas adjacent to communities;

- lack of recognition of traditional hunting/fishing areas in zoning.

The Australian Law Reform Commission Report on Aboriginal Customary Law (Report No. 31, 1986) has made a number of relevant recommendations, including:-

1. Conservation principles do represent a legitimate limitation on the rights of indigenous people to hunt or fish, and may necessitate restrictions on such activities eg. with rare or threatened species.
2. In determining whether an activity is 'traditional', attention should be focused on the purpose of the activity rather than the method (eg. aluminium dinghies or nylon fishing nets can be used). Similarly there is no reason why the incorporation of new materials should not be considered as 'traditional' if used by community members.
3. Traditional hunting and fishing should not be limited to the taking of food for sustenance; the satisfaction of kin obligations and ceremonial exchange should be regarded as traditional even though elements of barter or exchange may be present.
4. Trade, exchange or sale of products outside the local community should be regarded as commercial dealings with the species in question.
5. Amendments to the GBRMP Act should be considered regarding special zoned areas for traditional fishing adjacent to Trust lands.

Proposed Action

1. Traditional hunting, fishing and gathering will continue to be allowed in all zones except for Preservation Zones, although a permit will be required.
2. When resource allocation decisions need to be made in the Marine Park adjacent to Trust areas, the following priorities will apply:
 1. conservation of rare or threatened species;
 2. traditional hunting and fishing; and
 3. commercial and recreational fishing.
3. Field staff of the Queensland Department of Environment and Conservation will maintain and develop their existing liaison with Aboriginal and Islander communities.

2.4.8 COLLECTING (CORAL, SHELL, TROCHUS, PEARL & CLAM)

In 1987/88 in the Cairns Section there were a substantial number of commercial and recreational collecting permits for a variety of products:

	Commercial	Recreational
Shells	1	75
Shells & fish	1	11
Coral	6	1
Trochus	3	-
Oysters	1	-
Beche de mer	1	-
Miscellaneous	5	28

The various collecting activities are controlled by the Queensland Department of Primary Industries as well as GBRMPA. Commercial collectors have expressed particular concerns about any further restrictions on the areas available for their collecting.

Analysis of collecting in other areas of the Marine Park led the Authority to conclude that limited collecting should be allowed in the General Use Zones without permits. This was reflected in recent zoning plans prepared for Central and Mackay/Capricorn Sections ie. permits are not required for limited recreational collecting.

Proposed Action

1. Amendments to the Zoning Plan will be made to allow limited collecting and limited oyster gathering as per more recent Zoning Plans.
2. Collecting around permanently moored tourist facilities may be controlled through the designation of Special Management Areas.

2.5 OTHER RECREATIONAL ACTIVITIES

2.5.1 DIVING

Diving is one of the most popular recreational activities undertaken in the Cairns Section of the Marine Park. Aside from private dive trips in small boats, estimates indicate that the industry (dive charters) has increased four-fold in the last eight years, with over 30 charter vessels regularly engaged by the dive industry in the Section.

Over half the total 'diver-days' undertaken in Queensland occur in the Cairns region, with the greatest proportion being overseas visitors. Trends indicate a continuing or increasing growth in demand for Great Barrier Reef diving, particularly from overseas visitors.

Diving is generally seen as a non-destructive, non-extractive activity and consequently few comments against it have been received. The major concerns were that careless dive groups may damage coral or interfere with mariculture sites.

A 1988 report, "The Queensland Recreational SCUBA Diving Industry" (James Cook University Centre for Studies in Travel and Tourism), identified the most significant problem in the industry as excessive competition. Although this may be a major concern of operators, it is not likely to affect the average diver, particularly those on private boats, unless it in turn leads to overcrowding at dive sites.

Proposed Action

1. Under the current and proposed zoning plans, diving may take place in all public-access zones without a permit, unless a tourist operation is involved.
2. For safety reasons, spatial separation between diving and conflicting activities will be addressed in site-specific management plans.

2.5.2 CAMPING/ISLAND MANAGEMENT

While all islands within the GBR Region are in the World Heritage Area, most islands in the Cairns Section are State lands, managed by the Queensland Department of Environment and Conservation. Only Rocky Islet, Low Isles, Russell Island, Kent Island and part of Palfrey Island are Commonwealth land (being reserved mainly for light station purposes) and are therefore part of the Great Barrier Reef Marine Park.

Island National Parks, especially the Franklands, Barnards & Hope Islands, have been traditionally used by locals for camping and other recreational pursuits.

For many campers, organised tours are the only way they can get to visit such sites. However in some areas it is obvious the locals feel their 'wilderness' experience is being eroded with increasing numbers of large organised tourist camps.

Proposed Action

(Camping on all islands within the Great Barrier Reef Marine Park, whether they are owned by the Commonwealth or the State, is managed by staff of the Queensland Department of Environment and Conservation, the Authority's agency for day-to-day management. All representations concerning camping have been passed onto that agency for its consideration; any queries about camping should be directed to a QDEC office).

2.6 OTHER ISSUES/USES

2.6.1 EDUCATION/INTERPRETATION

All comments concerning "education" addressed the need for increased/improved education of park users, and specifically suggested interpretive courses to be run by GBRMPA or by tour operators. (No comments addressed the activities of schools or universities on the reef). Other suggestions included issue of zoning information at boat ramps or with boat licences.

Proposed Action

1. GBRMPA/Q.DEC interpretive programs for tourist operators will be continued and extended to other user groups, ie. local boating or fishing clubs.
2. Permits for educational programs (eg. schools) will be phased out and replaced with a notification to Q.DEC only.

2.6.2 RESEARCH AND MONITORING

The existing Zoning Plan allows scientific research to be conducted throughout the Cairns Section. Permits are necessary for manipulative research, including collecting, in all zones, and for non-manipulative research in all zones except for General Use 'A' and General Use 'B' Zones.

In the existing Zoning Plan, four areas are set aside exclusively for research - Scientific Research Zones (SRZ).

Many respondents who commented on this issue have doubts about the usefulness of existing Scientific Research Zones and question the need for such a zone. However if SRZs are discontinued it is essential that some manipulative research is allowed in MNPB or Preservation Zones ie. where sites undisturbed by man's activities are critical to that research.

A second major comment of respondents was that there is a real need for more monitoring programs to assess impacts of different facilities on the reef and effects of zoning on resources. In particular, Queensland Department of Primary Industry made a detailed case for selection of 'adaptive management zones', ie. experimental units comprising pairs of reef clusters, which can be manipulated over a five year period (period of zoning plan) and the effects of different zoning on each pair studied.

Proposed Action

1. Scientific Research Zones will be abolished as a separate zone (combined with Preservation Zones as they are both 'No public access' zones).
2. Appropriate scientific research will be able to occur with a permit in Marine National Park Zones (if it cannot reasonably be carried out elsewhere) and Preservation Zones (but only if unable to be done elsewhere), with the additional possibility of declaring Special Management Areas if there are specialist research needs.
3. Non-manipulative research will be allowed without a permit in all zones except for Preservation Zones.
4. Detailed monitoring of the effects of fishing vs closed areas will be undertaken (refer to Section 2.4.1).

2.6.3 POLLUTION

The inner shipping channel through the Great Barrier Reef is heavily used (refer to Section 2.6.6). Exact details of the types of cargo carried and the annual tonnage of vessels which transit the Park are not available, but preparedness for and concern about the possible effects of pollution are essential. Since 1970 at least eight incidents in the GBR Region have had oil pollution potential.

An oil spill contingency plan (REEFPLAN) was developed in 1987 to provide planning for and response to oil pollution incidents in the GBR. Responsibility for the management of spills rests with the Commonwealth Government through the Department of Transport and Communications, but State and local authorities also have responsibility in areas under their management.

Oil is not the only pollutant of concern in the GBR; other potential and existing contaminants include garbage, pesticides, fertilizers, sewage and other nutrients (from the mainland and islands), toxic chemicals (from antifouling paints and accidental releases), heavy metals (from adjacent mining activity) and biological pollution from contaminated bilge water. Some charter, tourist and commercial fishing vessels and resorts also contribute to pollution of the Reef by dumping garbage and pollutants and not having waste holding tanks.

Proposed Action

1. Pollution and waste discharge from fixed structures are now addressed in legislation and need not be addressed in the zoning plan.
2. The dumping of spoil will be allowed with a permit in the General Use Zones only.

2.6.4 DUGONG and SEAGRASS

The number of dugong in an area is highly correlated with the extent of seagrass. In the Cairns Section the Starcke River is outstanding with about 20% of all known dugong in the Great Barrier Reef (H. Marsh 1989). South of Cape Bedford, the Cairns Section has little seagrass and no major dugong populations.

Within the Great Barrier Reef, dugongs are legally hunted under permit by Aboriginals or Islanders from several Trust areas, and killed accidentally in commercial gill nets and shark nets set for bather protection near major population centres. The present level of dugong hunting by Aboriginals is within the sustainable yield of the dugong population and the number of dugongs killed in shark nets and gill nets is probably low.

Where appropriate, permits for traditional hunting are issued to the community, with a number of specific permit conditions (eg. a prohibition on the use of firearms or noxious substances, a prohibition on the sale or barter of any product caught, and a request for information on any dugong caught).

A recent report commissioned by the Authority from Dr Helene Marsh of the James Cook University of North Queensland - "Biological Basis for Managing Dugongs in the Great Barrier Reef Marine Park" (1989) provides excellent up-to-date information on the status of dugong with recommendations for future research, monitoring and management, including:-

1. One of the main strategies for the management of dugong populations should be through the protection of seagrass habitats, particularly those such as Starcke River which support substantial numbers.
2. When zoning to protect dugong, as far as practicable the zonal boundaries should include the whole seagrass bed. The extent of some seagrass beds need to be checked, especially in the Starcke River area.

3. As dugong concentrations are often highest in intertidal areas, there should be complementary zoning of adjacent Queensland waters.
4. The collection of dugong catch statistics from Aboriginal communities as a condition of a hunting permit should continue.
5. A dugong public education program should target:
 - Aboriginal and Islander hunters living in Trust areas
 - Aboriginal and Islander hunters living away from Trust areas who resent not be able to hunt dugong legally
 - Commercial gill-netters operating in high density dugong areas.
6. The distribution and abundance of dugongs should be evaluated by aerial surveys at five yearly intervals.
7. Shark netters should be required through a GBRMPA permit to provide statistics on any dugong caught, and should make all dugong carcasses available for scientific research.

Proposed Action

1. The extent of seagrass beds in the Starcke River area will be checked and if necessary the zoning of the Starcke River area will be amended to include the whole seagrass bed.

(Refer also to the proposed actions in Section 2.4.7 on 'Traditional Hunting and Fishing')

2.6.5 CROWN OF THORNS STARFISH

Many reefs in the Cairns Section have been affected by the Crown of Thorns Starfish (COTS). According to surveys by the Australian Institute of Marine Science, 64% of reefs in the Cooktown-Lizard Island Sector, 50% in the Cairns-Port Douglas Sector and 71% in the Innisfail Sector have been affected to varying degrees.

Following recommendations of several Committees, a program of research on the starfish is underway with a special allocation of research funding.

As scientists do not know whether outbreaks are natural or the result of human activities, controls are being limited to small scale tactical programs on reefs of special importance to science and/or tourism. The feasibility of controlling the starfish is still being assessed, but ongoing trials indicate large-scale operations would be extremely costly and probably ineffectual. The Authority continues to assist tourist operators in their efforts to control starfish locally, on a small scale.

Proposed Action

1. Research into, and monitoring of, COTS will continue and the public will be kept informed of any progress or decisions.

2.6.6 NAVIGATION AIDS/SHIPPING

The construction, conduct and servicing of marine navigation aids (navaids) is currently allowed in all zones in the Cairns Section except Preservation Zones. Navaids in the Cairns Section include lightstations, unmanned lights, buoys and unlit beacons. Offshore these are required primarily for commercial shipping in coastal waters, and the Department of Transport and Communications (DOTC) is responsible for their establishment, operation and maintenance. Within Queensland waters, the Department of Harbours and Marine has responsibility for navaids.

Following a Parliamentary inquiry, recommendations have been made to de-man the lighthouses at Low Isles and Fitzroy Island, although this has yet to happen.

In 1988-89 over 2 000 vessels transits were recorded for the inner shipping channel through the Great Barrier Reef (one sixth of the total ship visits to Australia). Of these, some 300 transits were undertaken without a pilot (DOTC records). The International Maritime Organization (IMO) is concerned with the safety of shipping and the protection of the marine environment. The IMO's Safety Committee has approved a proposal that ships over 100 metres and all loaded oil tankers, chemical carriers or liquefied gas carriers embark a pilot whilst in the GBR. This is considered the most practical means of reducing shipping casualties in the GBR, and reducing the risk of serious pollution. All relevant vessels should be urged to comply with the IMO resolution when in the Great Barrier Reef.

Proposed Action

1. The provision of new navaids should continue to be allowed in all public-access zones; all vessels, but particularly commercial ships, rely on marine navaids for safe and economic navigation through the Great Barrier Reef.
2. Installation and servicing of navigation aids should be 'Notifiable' activities in the zoning plan.

2.6.7 DEFENCE

Defence Areas are set aside in the GBR to make provision, in the interests of public safety, for the use of and entry into, areas used for the conduct of defence operations. Four Defence Areas exist in the current zoning plan; these are declared under the Defence Act 1903 which overrides most other Acts.

Most of the Defence Areas are only invoked for short periods eg. the Defence Area over Flora, Coates, Gibson and part of Maori Reefs is invoked (for weapons testing) on an average of only one day a month, and for rarely more than about 3 hours on the particular day. The three offshore naval firing areas have been used for less than 200 surface and anti-aircraft weapon firings in the last three years.

Other Defence operations (eg. RAAF exercises) are conducted throughout the Section, and have the potential to have impact on seabird colonies. A joint Letter of Exchange between the Department of Defence and GBRMPA has been drafted but has yet to be ratified.

Proposed Action

1. The existing Defence Areas in the Zoning Plan will be maintained.
2. The draft Letter of Exchange between the Department of Defence and GBRMPA will be finalised, and the local defence establishments (eg. HMAS Cairns) advised.

2.6.8 MARICULTURE

In 1988 there were several mariculture industries operating in the Cairns Section (pearl farm on Arlington Reef, clam farm on Sudbury), and proposals for several other operations (Kent Island, Cairns Reef and another at Arlington).

While mariculture industries are developing and diversifying throughout the Great Barrier Reef, few are operating profitably as commercial ventures at present. Some people believe the pearl nucleation industry could logically migrate to the Cairns area from Japan, with massive economic benefits to Australia. There is also the prospect of commercially viable markets for such species as giant clams and oysters.

Mariculture is not currently mentioned as a specific activity/use in the Cairns Section Zoning Plan, but is regarded as "Any other purpose.." if consideration is required for a permit application in General Use and Marine National Park Zones. Mariculture activities in the GBR also require permission to be given by the Queensland Department of Primary Industries. By virtue of the nature of mariculture operations, they may become exclusive and long-term users of sites.

Proposed Action

1. Mariculture will not be allowed in Marine Park Recreation, Marine National Park or Preservation Zones.
2. The identification of areas suitable for various types of mariculture will be investigated.
3. Despite the drawbacks of exclusive use, conflicting activities (eg. diving, fishing) around established mariculture facilities may be controlled through the designation of Special Management Areas.

3 CAIRNS SECTION TOURISM STRATEGY

3.1 INTRODUCTION

Organised tourism in the Cairns Section has increased at approximately 30% p.a. over the last 3 years, particularly out of Cairns and Port Douglas.

At the same time as increasing numbers of tourists there have been increases in:

- the number, size and technology of vessels, providing quicker access to more areas for larger numbers of people;
- the use of aircraft (seaplanes and helicopters) and hovercraft; and
- the number and size of tourist structures permanently located on the reef.

When the review for the Zoning Plan for the Cairns Section commenced, the Authority believed that "... a strategy is needed to provide for the continued growth in tourism, to manage conflicts and to ensure that a range of tourism experiences continues to be available in the Marine Park." (Issues booklet p. 18)

3.2 DEVELOPING A TOURISM STRATEGY

Initially an attempt was made to devise a scheme which had a gradient of zones (ie. increasing restrictions on all activities ie. extractive activities as well as the construction of facilities)

General Use A	-----Marine National Park A	-----Marine National Park B
Fishing allowed	Limited fishing	No fishing
Facilities allowed	Limited facilities	No facilities

There were however problems in that there was a requirement for several 'misfit' zones; namely:

- fishing allowed and no facilities eg. prime trawl sites (or shipping lanes) where permanent facilities would not be appropriate.
- limited fishing and no facilities eg. an extension of the wilderness recreation concept for many recreational fishermen.
- facilities allowed in a no-fishing area eg. a large tourist pontoon in a no-fishing area, equivalent to a coach-parking area in a National Park.

In the first phase of public participation a scheme for the management of tourism was proposed which had five public access zones;

General Use 'A' Zone)	
General Use 'B' Zone)	Facilities allowed; no limits
Marine Park Tourism)	on numbers
Marine National Park Recreation Zone)	Facilities <u>not</u> allowed;
Marine National Park Wilderness Zone)	restrictions on numbers (by vessel capacities)

Following an analysis of the public comments, the conclusions reached were:-

1. Some form of tourism strategy should be applied.
2. As far as practicable any strategy should minimise public confusion and enhance compliance with the Zoning Plan.
3. As far as practicable the strategy should retain the publicly-accepted elements of the existing Zoning Plan; changes to the Zoning Plan should be minimised.
4. The strategy should not and need not be complex; its minimal requirement is to indicate areas where permanently moored structures would be inappropriate and other areas where such structures may be appropriate.
5. It is inappropriate to stipulate carrying capacities for reefs in the Zoning Plan (such management specifications could be better justified and better presented in site-specific management plans).
6. The proposed passenger capacities for vessels would be difficult to enforce and of questionable value for improving tourism management (operators might use multiple vessels).

3.3 THE REVISED TOURISM STRATEGY

A revised scheme has therefore been proposed which retains the publicly-accepted elements of the existing zoning scheme (eg. zone colours and same basis for names), but distinguishes between areas where structures may be allowed and where they will not be allowed in any circumstances.

The revised strategy depicts a 'No Structures' subzone (shown as hatched areas on the zoning map) over those areas of the four public-access zones where structures will not be allowed in any circumstances.

The proposed objective of the 'No Structures' subzone is:-

To set aside, for the purpose of appreciation and enjoyment by the public, some areas which are in a natural state largely unaltered by human works, free from infrastructure or facilities, except for approved navigational markers and vessel moorings which are essential for the protection, wise use, understanding and enjoyment of the Marine Park.

Reef Use Plans will be developed as required to specify in more detail how a specific site or a group of reefs will be managed and used in accordance with the relevant zoning provisions. The GBRMP Regulations will be amended to specify what the Authority must consider in the preparation of such plans.

Table 1 lists all the areas proposed as 'No Structures' subzones in the proposed zoning plan, and these are shown hatched on the zoning plan map. Table 2 lists each zone of the proposed zoning plan, and within each zone, compares the areas of 'No Structures' subzones and the areas where structures may be permitted. Table 3 compares the reef and non-reef areas within the 'No Structures' (hatched) subzone.

TABLE 1 - "NO STRUCTURES" SUBZONES IN THE PROPOSED ZONING PLAN

REEF_ID	SITE
var.	Starcke River
14-119, 14-120	Turtle Group
14-137	Carter Reef
14-118	Eyrie Reef
14-138	Yonge Reef
14-139	No Name Reef
14-140, 14-146	Cormorant Pass/Ribbon No. 10 (N)
14-147, 14-132)	South Direction Island to Rocky
)	Islets Reef
var.	Murray Reefs to Cape Bedford
var.)	Cross Shelf Transect (Lark,
)	Williamson, No. 6 Ribbon, Reef 15-029
)	and Ribbon No. 7 (South end)
15-086	Cairns Reef
15-064, 15-065	East & West Hope Islands Reef
var.)	Fringing Reefs - Walsh Bay to
)	Rattlesnake Point
15-092, 15-094	Escape Reef and u/n Reef
16-015	Mackay Reef
var.)	Fringing Reefs - Weary Bay to
)	Bailey Point
16-020	Undine Reef (West part)
16-006	Snapper Island Reef
16-025, 16-026	Opal to Tongue Reefs
16-032	Saxon Reef
16-040	Pixie Reef
16-060, 16-043,)	Michaelmas Reef, Oyster Reef,
16-046, 16-044)	Upolu Reef, Middle Reef
16-063, 16-065,)	Euston Reef, Flynn Reef,
16-066, 16-067,)	Jenny Louise Sh., Milln Reef,
16-068, 16-069,)	Thetford Reef, Baines Patches,
16-070, 16-072)	Pellowe Reef, North West Reefs
16-073	Elford Reef
16-074	Briggs Reef
17-001	Sudbury Cay and Sudbury Reef (East)
16-075	Channel Reef
17-009, 17-012,)	North & South Frankland
17-013)	Islands
17-024	Peart Reef
17-023	Cayley Reef
17-040, 17-043,)	North & South Barnard
17-046)	Islands
17-062	u/n Reef
17-064	Taylor Reef

Plus four Defence Areas which by virtue of their declaration, are not available for the siting of permanent structures.

TABLE 2 - COMPARISON OF NO STRUCTURES SUBZONES (HATCHED) vs AREAS WHERE STRUCTURES MAY BE PERMITTED IN THE PROPOSED ZONING PLAN

ZONE TYPE	TOTAL AREA	NO STRUCTURES hectares	%	STRUCTURES ALLOWED hectares	%
General Use	2557795	70	<1	2557725	99
General Use (NT)	748230	75140	10	673090	90
Marine Park Recreation	101240	32300	32	68940	68
Marine National Park	83860	62860	75	21000	25
Preservation	8875	8875	100	-	-
Total	3500000	179245	5	3320755	95
(Plus 4 Defence areas*		263000+)			

		442245	13		

* Defence areas are, by virtue of their declaration, not available for the siting of permanent structures.

TABLE 3 - NO STRUCTURES SUBZONES - REEF VS NON-REEF

ZONE TYPE	REEF AREA		NON-REEF AREA	
	hectares	%	hectares	%
General Use	70	<1	-	-
General Use (NT)	34360	46	40780	54
Marine Park Recreation	18650	58	13650	42
Marine National Park	32440	52	30420	48
Preservation	8875	100	-	-
Total	94395	53	84850	47

TABLE 4 - ZONING CHANGES IN PROPOSED ZONING PLAN

(listed in North-South order)

REEF OR AREA	CURRENT ZONING	PROPOSED ZONING	REASON FOR PROPOSED CHANGE (not all information is listed)
Carter Reef	Sci.Res	Pres	<ul style="list-style-type: none"> . representative sample of outer reef . relatively effective and reliable "source" reef . well researched, so will provide good reference
Starcke River (Lookout Pt to Nth Section boundary)	Sci.Res	MNP	<ul style="list-style-type: none"> . Sci. Res Zone no longer exists . significant dugong breeding and seagrass area (20% of GBR dugong) . more compatible with Qld zoning
Nymph Is Reef	MNPA	MNP	<ul style="list-style-type: none"> . surrounds Qld National Park . well developed platform reef with complete mangrove cover . unusual perched lagoon on low tide . popular anchorage, espec. for sailing vessels
Cormorant Pass	MNP Buffer	MNP	<ul style="list-style-type: none"> . very popular diving location . potato cod colony . relatively effective and reliable "source" area for nearby reefs
S Direction Is/ Rocky Its	MNPB/GUB MNP Buffer	MNP	<ul style="list-style-type: none"> . representative sample of fringing and inner reefs . Rocky Its Reef B has intertidal sandback
Decapolis Reef	Sci.Res	MNP	<ul style="list-style-type: none"> . Sci. Res Zone no longer exists . well developed inshore reef . seldom used by rec fishermen . will provide inshore anchorage
Reef 14-152	GUB	MNP	<ul style="list-style-type: none"> . includes 'Pixie Pinnacle'-a very popular diving location . used by most, if not all, charter vessels that visit Cod Hole
Two Isles Reef	GUB	MP Rec	<ul style="list-style-type: none"> . attractive mid-shelf reef . important seabird rookery . used occasionally as an anchorage
Mackay Reefs	GUB	MP Rec	<ul style="list-style-type: none"> . representative sample of reef patches . popular for trolling . used occasionally as anchorage

No. 7 Ribbon (Sth part only)	GUB	MNP	<ul style="list-style-type: none"> . northerly extention of cross shelf transect . important as anchorage for game fishing vessels
Cross-Shelf Transect	MNP Buffer/ MNPB/Pres.	MNP/ Pres./ MP Rec	<ul style="list-style-type: none"> . MNP buffer no longer exists . retain Pres. Zones but modify to provide vessel access between Ribbon Reef No. 6 and 15-029 . MP Rec will provide trolling 'corridor' through transect
No. 4 Ribbon	MNPB	G.Use (NT)	<ul style="list-style-type: none"> . very popular with game fishing vessels for trolling . relatively ineffective and unreliable "source" reef . will provide better "run" for commercial troll fishermen
Egret Reef	GUB	MP Rec	<ul style="list-style-type: none"> . increased protection for reef close to Cooktown . popular for recreational fishing and trolling . relatively effective and reliable "source" reef
No. 2 Ribbon	MNPA	G. Use (NT)	<ul style="list-style-type: none"> . popular anchorage for game fishing vessels . popular for trolling . will provide better "run" for commercial troll fishermen
East Hope Island Reef	GUB	MP Rec	<ul style="list-style-type: none"> . popular charter destination, with 3 regular users . important anchorage, especially for fishing, charter and sailing vessels . frequently used by Wujal Wujal Aboriginal Community for turtle hunting and traditional fishing . popular reef for recreational shell collecting
West Hope Island Reef	GUB	MP Rec	<ul style="list-style-type: none"> . (as for East Hope Is Reef above)
Ruby Reef	GUB	MNP	<ul style="list-style-type: none"> . important anchorage for game fishing vessels . becoming increasingly popular as a diving location . irregularly used by 4 charter boats
Endeavour Reef	GUB	MNP	<ul style="list-style-type: none"> . relatively effective and reliable "source" reef for mid-shelf area offshore and north of Port Douglas (area otherwise poorly served)

Mackay Reef	GUB	MNP	<ul style="list-style-type: none">. popular & attractive reef, easily accessible from Cape Tribulation. popular for diving and reef walking. regularly used by 2 operators; irregularly by 5 charter boats. relatively effective and reliable "source" reef
Undine Reef (west end)	GUB	MP Rec	<ul style="list-style-type: none">. important charter vessel destination. very popular reef for recreational fishing. popular reef for recreational snorkelling and shell collecting. sand cay important for seabirds. relatively effective and reliable "source" reef
Opal Reef	GUB	MNP	<ul style="list-style-type: none">. popular diving location. popular charter destination (used by 18 irregular charter vessels). relatively effective and reliable "source" reef. important anchorage, espec. for game fishing vessels
Snapper Island Reef	GUB	MP Rec	<ul style="list-style-type: none">. surrounds Qld National Park. good anchorage under NE or SW winds; heavily used by commercial and recreational vessels. popular for recreational fishing. popular day visitor destination from Port Douglas (1 operator uses site daily; 8 irregular charter vessels). important for bait fishing
Norman Reef	GUA	MNP	<ul style="list-style-type: none">. very popular diving location. heavily-used tourist destination used by 4 regular operators plus 13 irregular charter vessels. considerable moored facilities eg. pontoons, semisubs, coral viewers. consistently clear water and rich coral communities
Saxon Reef	GUA	MP Rec	<ul style="list-style-type: none">. popular diving location. 3 regular operators plus 10 irregular charter vessels. popular for recreational fishing
Hastings Reef	GUB	MP Rec MNP	<ul style="list-style-type: none">. popular destination for charter vessels; regularly used by 6 vessels and irregularly used by 12 other charter boats. third most heavily used reef by charter boats in Cairns Section. good anchorage. popular for diving and collecting

Hope Reef	GUB	MNP	<ul style="list-style-type: none">. representative sample of outer submerged reef
Euston Reef	Sci.Res	Pres	<ul style="list-style-type: none">. Sci. Res Zone no longer exists. easily identifiable as "no-go" area due to navaid
Milln Reef	GUB	MP Rec	<ul style="list-style-type: none">. popular diving reef because of good visibility. popular charter destination; 2 regular operators and 13 irregular charter boats. 6 moorings installed. popular for recreational fishing and trolling
Thetford Reef	GUB	MP Rec	<ul style="list-style-type: none">. popular destination for charter vessels; 6 regular operators and 8 irregular charter boats. popular for dive charters. good anchorage. popular recreational fishing site
Moore Reef	MNPA	MNP	<ul style="list-style-type: none">. popular destination for charter and tourist vessels. 2 regular operators with moored facilities; used by 12 other charter vessels. popular diving location. relatively effective and reliable "source" reef
Elford Reef	GUB	MP Rec	<ul style="list-style-type: none">. popular for recreational fishing from both charter and private boats. occasionally used for diving
Briggs Reef	GUB	MP Rec	<ul style="list-style-type: none">. (same as Elford Reef above)
High Island Reef	GUB	MP Rec	<ul style="list-style-type: none">. surrounds Qld National Park. representative of inner-shelf fringing reef. island regularly used for camping. popular anchorage for commercial fishing vessels
Flora Reef	MNPA	G.Use) (NT) (Repl)*	<ul style="list-style-type: none">. proposed as part of comparative fishing experiment. entirely within Defence Closure Area
Frankland Islands (South)	GUB	MNP/ MP Rec	<ul style="list-style-type: none">. Normanby, Mabel & Round Islands are Qld National Parks. regularly used by 3 charter vessels. Russell Island is popular for camping. important bait netting area. popular for diving

Cayley Reef	GUB	MNP	<ul style="list-style-type: none">. the only coral lease on this reef has recently expired. popular diving location. several interesting and impressive coral formations
Adelaide Reef	MNPA	G.Use (NT) (Repl)*	<ul style="list-style-type: none">. very popular for recreational fishing. proposed as part of comparative fishing experiment
Nth. Barnard Islands (except Kent Is)	GUB	MP Rec	<ul style="list-style-type: none">. four islands joined by a continuous fringing reef. several islands are Qld National Parks. good diving when water is clear. seabird breeding. camping by permit on Hutchinson Is
Sth. Barnard Islands	MNPA	MNP	<ul style="list-style-type: none">. popular for trolling. popular anchorage in SE winds. both islands are Qld National Parks. camping by permit on Stephens Is. important seabird rookeries

* Rezoning as part of Comparative Fishing Study.
(refer to Section 2.4.1 for details)

TABLE 5 - ACTIVITIES GUIDE - PROPOSED ZONING PLAN

ACTIVITY	General Use	General Use (No Trawling)	Marine Park Recreation	Marine National Park	Preservation
recreational activities - that do not involve the taking of plants, animals or marine products	Yes	Yes	Yes	Yes	no
- camping	permit	permit	permit	permit	no
Photography & film-making	Yes	Yes	Yes	Yes	no
trolling *	Yes	Yes	Yes	limited *	no
- for pelagic species	Yes	Yes	no	no	no
- other	Yes	Yes	Yes	no	no
line fishing	Yes	Yes	Yes	no	no
- 1 hook only	Yes	Yes	no	no	no
- more than 1 hook, up to 6 hooks	permit	permit	no	no	no
- >6 hooks	Yes	Yes	no	no	no
spearfishing (not for sale or trade, not with u/w breathing apparatus other than a snorkel, and not with a power-head)	Yes	Yes	no	no	no
collecting	Yes	Yes	no	no	no
- limited	permit	permit	no	no	no
- other	Yes	Yes	Yes	no	no
oyster gathering	Yes	Yes	Yes	no	no
- limited	Yes	Yes	no	no	no
- other	Yes	Yes	Yes	no	no
crabbing	Yes	Yes	Yes	no	no
- limited	Yes	Yes	no	no	no
- other	Yes	Yes	Yes	no	no
bait gathering	Yes	Yes	Yes	no	no
bait netting	Yes	Yes	Yes	no	no
commercial netting	Yes	Yes	Yes	no	no
trawling	Yes	Yes	no	no	no
commercial pole & line tuna fishing	permit	permit	no	no	no
traditional fishing & traditional hunting and gathering	permit	permit	permit	permit	no
farming of marine resources	permit	permit	no	no	no

developmental fishery program	permit	permit	no	no	no
research	yes	yes	yes	yes	permit
- non-manipulative	permit	permit	permit	permit	permit
- manipulative	permit	permit	permit	permit	no
operation of a tourist or education program	permit	permit	permit	permit	no
operation of a vessel in the one vicinity	permit	permit	permit	permit	no
construction or conduct of a mooring facility	yes	permit	permit	permit	no
navigation and operation of vessels - ships - tourism/research	yes	no	no	no	no
- other	permit	permit	permit	permit	no
- hovercraft	yes	yes	yes	yes	no
- other	permit	permit	permit	permit	no
operation of a landing area or facility for aircraft	yes	yes	yes	yes	yes
operation of aircraft - above 500 feet	yes	yes	yes	yes	no
- below 500 feet (when landing at or taking off from an approved landing area or aerodrome)	permit	permit	permit	permit	no
- other	permit	permit	permit	permit	no
operation of a structure	permit	permit	no	no	no
dumping of spoil	permit	permit	permit	permit	no
carrying out of works, eg. harbour works, reclamation etc	permit	permit	permit	permit	no
programs for the taking of animals or plants which pose a threat	permit	permit	permit	permit	no

ADDITIONAL USES AND EXEMPTIONS

saving human life or avoiding the risk of injury to a human being	yes	yes	yes	yes	yes
locating or securing the safety of an aircraft, vessel or structure which is, or may be, endangered by stress of weather or by navigational or operational hazards	yes	yes	yes	yes	yes
government reconnaissance, surveillance, or law enforcement (including nforcement of the Act and Regulations)	yes	yes	yes	yes	yes
monitoring of the Marine Park by, or with the approval of, the Authority	yes	yes	yes	yes	yes
dealing with an emergency involving a serious threat to the environment	yes	yes	yes	yes	yes

access to Queensland

removal of a vessel that is wrecked, stranded, sunk or abandoned

conduct and servicing of authorised navigational aids

defence operations

government geodetic, bathymetric or similar surveys

	yes	yes	yes	yes	n/a
	notify	notify	notify	notify	notify
	notify	notify	notify	notify	notify
	notify	notify	notify	notify	notify
	notify	notify	notify	notify	notify

DESIGNATED AREAS (AREAS WITHIN ZONES)

Replenishment Areas - Designated areas may be closed to fishing, collecting, traditional fishing and traditional hunting, and bait gathering for the life of the zoning plan (approx. 5 years)

Seasonal Closure Areas - One or more of the designated areas may be closed to all activities except research and operation of aircraft at an altitude over 500 feet, for a specified, seasonal period to afford protection to nesting birds 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.

* Trolling for pelagic species in designated areas only - ie. only on the outer reef slope between the reef crest and the reef edge of specific reefs in the Marine National Park Zone. Trolling is NOT allowed in the following Marine National Park Zones:

Starcke River area
Nymph Island
Turtle Group
Lizard Island (south)
Cormorant Pass
Ribbon Reef No. 10
Decapolis Reef
'Pixie Pinnacle' (reef 14-152)
Lark Reef & surrounds
Ribbon Reef No. 7 (south)
Fringing Reef, Weary Bay - Cape Tribulation
Michaelmas Reef

TABLE 6 - COMPARISON OF ZONE AREAS - CURRENT PLAN VS PROPOSED PLAN

ZONE TYPE (Current Plan/ Proposed Plan)	CURRENT PLAN				PROPOSED PLAN					
	OVERALL AREA ha.	%	ha.	REEFS No.	% of total reefs	OVERALL AREA ha.	%	ha.	REEFS No.	% of total reefs
General Use 'A' Zone/ General Use Zone	2581705	74	2597	35	13	2559920	73	1997	33	12
General Use 'B' Zone/ General Use (No Trawling) Zone	759500	21	171945	157	58	748230	21	163233	140	52
MNP 'A' Zone/Marine Park Recreation Zone	69335	2	43648	32	12.5	101240	3	42405	42	16
MNP Buffer Zone	33250	<1	700	8	3	--	--	--	--	--
MNP 'B' Zone/Marine National Park Zone	29750	<1	26570	24	8.5	83860	2	39615	49	18
Scientific Research Zone	21000	<1	3230	9	3.5	--	--	--	--	--
Preservation Zone	5460	<1	5310	4	1.5	6750	<1	6750	6	2
Total	3500000	100	254000	269	100	3500000	100	254000	270	100

* The apparent difference between the total number of reefs under the current plan (269) and total number of reefs in the proposed plan (270) is due to the fact that seven reefs under the proposed plan have split zoning and only six reefs under the current plan have split zoning.

Appendix I

**SUMMARY OF PUBLIC REPRESENTATIONS RECEIVED IN THE FIRST
PHASE OF PUBLIC PARTICIPATION**

ANALYSIS OF REPRESENTATIONS

Total number received	278	
Type		
Individual	209	75% of total
Organisation	69	
Brochure use		
Brochure	212	76% of total
Letter	48	
Form letter/petition	12	
Other	6	
Place of origin		
Adjacent to Cairns Section		
Cairns (City & surrounds)	105	38% of total
Other	128	45%
Non-adjacent origin		17%
Brisbane	17	
Non-Brisbane Queensland	18	
Non-Queensland	10	
Primary activity of respondent		
Recreational	Fishing	53
	(other than spearfishing)	
	Spearfishing	24
	Diving/snorkelling	20
	Boating (power & sail)	12
	Camping	3
	Shell collecting	3
Commercial	Charter boat	23
	Fishing	17
	Diving	12
	Tourism	10
	(organisation & interpretive)	
	Aquarium fish collecting	8
Other	Conservation	20
Most frequently mentioned sites		
Sudbury Reef	46	representations
Michaelmas Reef	44	
Norman Reef	42	
Arlington Reef	41	
Green Island	35	
Frankland Island	35	

Hastings Reef	34
Moore Reef	34
Low Isles	30
Beaver Reef	30

Nine of the top 10 sites most frequently mentioned are reefs or islands within a day trips distance of Cairns, as are 18 of the top 20. Frequently mentioned sites not close to Cairns are Beaver Reef, the Hope Islands, Cormorant Pass, the Barnard Islands and Lizard Island.

OVERVIEW OF RESPONSES

A predominant message in a large proportion of the representations was an acceptance of the existing zoning plan. There were however, diverse views on what amendments should occur; for example, whether the status quo should be maintained, restrictions eased or whether further restrictions should be considered.

The following issues attracted the most comment in the representations:

Zoning	130	reps	see p. 37
Recreational fishing	103	"	" p. 38
Day-to-day management	93	"	" p. 39
Diving	91	"	" p. 40
Offshore Developments/facilities	77	"	" p. 40
Spearfishing	76	"	" p. 41
Tourism strategy	70	"	" p. 42
Moorings/anchor damage	55	"	" p. 43
Commercial fishing	46	"	" p. 43
Aquarium fish collecting	40	"	" p. 44
Trolling/Buffers	38	"	" p. 45
Education/interpretation	28	"	" p. 46
Research	25	"	" p. 46
Pollution	22	"	" p. 47
Fishfeeding	22	"	" p. 47
Dugong/seagrass	20	"	" p. 48
Traditional hunting/fishing	18	"	" p. 48
Collecting (coral, shell, etc)	17	"	" p. 49
Camping	16	"	" p. 49
Gamefishing	14	"	" p. 50
Crown of Thorns	10	"	" p. 50
Navaisds	5	"	" p. 51
Defence	4	"	" p. 51
Mariculture	4	"	" p. 51

SUMMARIES OF PUBLIC COMMENTS

It is important in considering this summary of representations to appreciate that the public participation program is voluntary and non-randomised. Individuals may, if they wish, make multiple representations, while other single representations from community groups may represent the views of many individuals. The results present a wide range of opinions and information of great importance for planning and management, but they cannot be treated as a referendum or statistically designed opinion poll. For this reason no further mention is made of numbers of

representations or proportions of expression of views or attitudes.

The purpose of this section is to provide information to those who made representations, about the contents and views of other representations. It is only a brief summary of the large amount of information contained in the representations. NOTE: The public comments given below about particular issues represent the broad range of concerns/feelings that the Authority must consider. Comments are included here with no implication concerning the Authority's views as to their validity or general acceptability.

ZONING/PARK BOUNDARIES

Some of the public comments supporting existing zoning:

- . Retain current zones with no further restrictions; few closures means little demand on most reefs
- . Good balance of semi-protected, protected and public use areas; fair balance of fishing and diving areas
- . Maintain concept of 5 yearly review of Zoning Plan's; growth of tourism means regular reviews are necessary
- . Maintain integrity of zoning ie. no buffers around other zone types
- . Maintain high levels of protection on inshore reefs
- . Supports concept of split zoning
- . Current zoning successful; researchers not disturbed by resort guests/yachties etc
- . Existing ZP is fair enough for commercial fishing
- . Retain all existing MNPB zones as 5 years not sufficient time for fish stocks to stabilize or increase
- . Maintain bans on mining, oil drilling and commercial spearfishing
- . Present Zoning more or less accepted by Hopevale Community
- . Major changes will confuse the public, destroy learning curve; public have now come to terms with existing definitions
- . No further restrictions on tourist operations

Some of the public comments opposing existing zoning:

- . Not enough thought given to small boat fishermen and anchorages in current ZP
- . ZP inadequate for existing reef usage; World Heritage status should always be the main principle in rezoning
- . Problem for spearfishermen is exclusion from MNPA zones
- . Open more areas for trawling; trawling only kills 'rubbish fish'
- . Split zoning/Buffers lead to problems with definition of boundaries

Some of the suggestions for improvements to zoning

- . Lump General Use 'A' and General Use 'B' together
- . Upgrade all zones and increase enforcement on the reef
- . No fishing on the reef - restrict to open water areas(!)
- . Abolish Buffer Zones - substitute with Marine National Park 'B' Zones
- . Allocate 5% zero tourism, 40% low intensity tourism, 55% high intensity tourism; high intensity areas require access to airports; zero areas can be remote

- . Need gradual tightening of reef usage through new Zoning Plan
 - . Reduce zoning complexity ie. do not introduce amendments
 - . Avoid split zoning eg. Whitsundays is too complex
 - . All boats required to carry zoning map; condition of licence that Zoning Plan is understood
 - . Need signage at boatramps to educate users on zoning
 - . Conservation areas should total 10 % of Great Barrier Reef
 - . Need the capacity to modify zoning before the end of 5 years; Crown of Thorns/cyclones could alter demands on particular areas
 - . Close some of the reefs marked for Replenishment
 - . Rezoning areas below high water mark will effect beach protection operations; relax General Use 'A' & 'B' zones to allow sand dredging for beach replenishment
 - . Have no distinction between line and spearfishing in zoning; allow more reefs for spearfishing to reduce pressure on available reefs
 - . Where additional reefs are to be closed, reopen previously closed ones
-

RECREATIONAL FISHING

Some of the public comments requesting change to fishing activity

- . concerns about overfishing
- . restrict tourist numbers rather than stop locals fishing (problem: how to distinguish between tourists and locals)
- . prohibit amateur fish sales ('pro-ams')
- . baglimits will restrict catches and reduce illegal fish sales, eg. 5 per species per person
- . no fishing near moorings, particularly at fish feed sites
- . more wilderness areas, exclude spear and line fishing; tame fish vulnerable to spearfishing
- . seasonal closure during coral trout spawning (commence 1 October)
- . no fishing in vicinity of resorts, guests; fishing vessels attract predators to swim/snorkel areas
- . ban all fishing on reef except pelagic
- . prohibit all fishing and collecting in all Marine National Park Zones
- . no discrimination between spear and line fishing in future zoning plans
- . allow 2 rods per person in MP Recreation zones
- . rotate reef closures
- . spearfishing ban will improve line fishing catches
- . restrict commercial netting, improve amateur catches
- . allocate permits to locals to spear and line fish adjacent to Daintree National Park, closures too restrictive
- . introduce split zoning, separate fishing and tourism
- . zone small reefs General Use B/Marine Park Recreation - allow line and spearfishing on the one reef
- . stop all netting except for bait nets

Some of the public comments requesting no change to fishing activity:

- . no further restrictions; object to restrictions in Marine National Park 'B' Zones, Scientific Research Zones and Seasonal Closure Areas
- . closures may force fishermen further out to fish, risky in small boats

- . fewer closures means less demand on most reefs
 - . recreational fishermen have been harassed by tour operators; operators try to exclude locals
 - . keep open reefs with good anchorages to fishing
 - . no baglimits; no limit on ganged hooks
 - . adequate protection already for most reefs off Cooktown
-

MARINE PARK MANAGEMENT

Some of the public comments supporting existing management:

- . Management has been very good; Marine Park is managed well
- . Continue the liaison between managers and users
- . Excellent cooperation from QNPWS Innisfail re Defence operations
- . Marine Parks staff are of a high calibre and friendly
- . Concept of Marine Park is good
- . Plan appears to operate well, but more surveillance is supported

Some of the public comments concerned about existing management:

- . More funding needed for management; Rangers & boats should be protecting the reef 24 hrs /day
- . Lack of patrols in Marine National Park 'B' zones - commercial and regular amateur fishing witnessed
- . Air surveillance is OK, but reefs sometimes misidentified
- . Limited enforcement against illegal fishing and sale of fish; clamp down on sale of illegally speared fish
- . Lack of concern from Queensland Boating & Fisheries Patrol re illegal fishing; infringements observed - illegal fishing is occurring in closed areas
- . Too many unlicensed boats; too many vessels allowed on small reefs
- . Scientific Zone at Starcke River has caused management problems
- . Impossible and costly to enforce limits on visitors to wilderness zones or the number of passengers/vessel
- . Need to control tourist pollution and access to GBR
- . Some park users not obeying limitations, but no ranger patrols seen in 5 years
- . Replenishment areas not invoked in 5 years
- . World Heritage values of GBR must not be threatened by fishing/tourism/collecting; need sustainable use

Some of the public suggestions for improvements to management:

- . Increase enforcement role and decrease 'soft education' approach
- . Ranger presence should be seen in calm and rough weather
- . Operators should pay for rangers wages and monitoring programs in Marine Park rather than user-pays system proposed
- . More training/education of park management techniques is required for tourist operators
- . Segregate conflicting activities for safety reasons eg. snorkelling and semi-subs
- . Need to balance social and economic pressures on GBR against the resources; consider the economics of decisions
- . More use of mass media to inform public of closures
- . Better communication required between management, operators and organisations
- . Restrict reef walking and designate walkways

- . Position permanent rangers nearer heavily used sites
- . Ability for on the spot fines would enforce park management
- . Rangers should police boatramps as many fishermen take more than they need
- . Increase fines and penalties to cover costs of more active enforcement; advertise successful prosecutions
- . Mark closed reefs with buoys

Some of the public comments about Queensland Marine Parks:

- . Include Annan, Endeavour River, Trinity Bay and Inlet in Marine Park
 - . More restrictions on commercial netting in creeks; nets have ruined recreational fishing
 - . Qld Marine Park is not based on ecological principles, but on development plans
 - . Extend Marine Park and zoning to adjacent coast and wetlands
 - . Zoning is effective if there is complementarity between QNPWS/GBRMPA
 - . All coastal waters should be under the same authority
-

DIVING

Some of the public comments supporting diving:

- . a safe, non-extractive activity
- . encourage pontoon or boat-based snorkelling/diving - reduce pressure on cays
- . support new Marine Park Recreation Zone - some protection for dive sites
- . diver-identified conflicts -
 - boating affects visibility and makes snorkelling, in particular, unsafe
 - spearfishing is unsafe
 - fishing and collecting (shells and aquarium fish) take organisms from sites, detracting from site
 - tourist boats affect quality of dive experience
- . fishing and diving can coexist on the same site
- . control large numbers of tourists at dive sites
- . no spearfishing/linefishing within 100m of dive sites
- . protect tame fish fed by divers

Some of the public comments against diving:

- . careless dive groups and large snorkel/reefwalk groups destroy coral
 - . dive tour operators try to exclude locals from cays/sites
 - . exclude divers from mariculture sites, buoy such areas
 - . divers conflict with aquarium fish collecting
 - . some sites become overcrowded with dive boats
-

OFFSHORE DEVELOPMENTS/FACILITIES

Some of the public comments supporting facilities:

- . facilities allow large tourist no.s to use site safely, with access to toilets reduce tourist pressure on cays/islands; facilities are acceptable if they are unobtrusive and of sound design and construction

Some of the public comments against facilities:

- . presence of facilities detracts from reef/wilderness experience; conflict with the following interest groups has been identified - diving, sailing, charter, recreational fishing, mariculture and conservation
- . concern that more elaborate proposals have the potential to cause great environmental destruction, including
 - damage to sites during location of structures, and
 - damage to marine life including restriction of coral growth and decline in fish no.s
- . create navigational hazards
- . large catamarans operating to a structure/facility affect small charter trade
- . facilities tend to restrict other users access to sites, intentionally or not; locals are often 'forced out'
- . some reefs are not large enough to accommodate facilities, or their lagoons are currently very popular public anchorages

Some of the suggested considerations for facilities

- . limit numbers of facilities
- . greater control over location of facilities and activities of operations site facilities over sand/rubble areas
- . increase monitoring programs
- . public input on proposals for facilities
- . proponent to fund EIS where required
- . do not allow discharge from facilities
- . designate alternate destination(s) for operators to site facilities in the event of major destruction to their site by cyclone etc, to prevent financial loss and unemployment
- . no collecting in the vicinity of facilities (suggested by commercial aquarium fish collector)
- . minimum of Marine National Park 'A' Zone around facilities, with operators able to enforce the ban on collecting activities
- . keep large facility-based operations separate from smaller charter operations, allowing large facilities only in MP Tourism Zone.

SPEARFISHING

Some of the public comments supporting spearfishing:

- . spearfishing is selective whereas line fishing is wasteful
- . spearfishing competitions restrict participants to one fish of each species, some species are forbidden to be taken
- . no.s of spearfishermen are low, compared with line fishermen, and they do not take big catches
- . spearfishermen fish shallow waters and therefore there is little conflict with line fishermen
- . spearfishermen avoid fish feeding areas as operators use berley to attract fish, which in turn may attract sharks
- . there is no scientific evidence to support the theory that spearfishing is detrimental (to fish populations?)
- . spearfishermen work a wide area to minimise impact;
- . zone major dive sites Marine Park Recreation/General Use 'B' and allow spearfishing
- . allow spearfishing where line fishing allowed, ie. in Marine National Park 'A' Zones

Some of the public comments against spearfishing:

- . spearguns make waters unsafe for other users
 - . speared fish attract predators - danger to divers
 - . illegal spearfishing has been witnessed, eg. using SCUBA
 - . spearfishermen kill tame hand-fed fish
 - . spearfishing is 'unacceptable' in a Marine Park
 - . harsh penalties for illegal spearfishing and illegal sales
 - . total ban on spearing all maori wrasse
 - . baglimit on numbers of fish taken by spearfishermen
 - . no spearfishing within 100m of permanent dive mooring site
 - . ban spearfishing, allow fish no.s to increase and consequently line fish catches
-

TOURISM STRATEGY

Some of the public comments supporting a tourism strategy:

- . Large tour operators should not have exclusive use of an area
- . Keep large (pontoon) and small (charter) operators separate
- . Adopt new zone names as they are easier for tourists to understand and relate to
- . Provide zero and low tourism areas to ensure "wilderness" experience
- . Total area for large scale tourism should be 10-20% of reefs
- . MNP Wilderness zones should extend over entire reefs or reef systems
- . MNP Recreation as proposed will give protection to dive reefs
- . MP Tourism helps small operators by concentrating large operations in one place
- . Strongly support the proposed limit of 20 passengers/vessel
- . Support proposed strategy (other industries are subject to quotas - tourism should be too)

Some of the public comments opposing the tourism strategy as proposed:

- . Do not change zone names - changes will confuse users and may affect the status of some areas
- . Don't abandon existing zoning plan for new strategy - existing plan works satisfactorily and major changes are unnecessary
- . Retain current zone names with new interpretation
- . Small groups on vessels of < 20 pax are more detrimental to reef than large supervised groups
- . Retain present zones and review in 5 years when we have the data for a strategy
- . Strategy restricts spearfishermen to only 4 reefs near Cairns
- . Proposed strategy will exclude present tourist operations to Michaelmas
- . Proposed strategy threatens viability of a growing aquarium fish collecting industry; proposed strategy will ban collecting from 75% of current areas
- . Wilderness zones are a nonsense - any isolated reefs can be wilderness
- . Tourist operators will exceed 20 passengers at a reef by using multiple vessels
- . Impossible and costly to enforce limits on visitors to wilderness and recreation zones (and how do you enforce limits on pax numbers on vessels?)
- . Opposed to strategy - allows tourism to the exclusion of all other activities

Some suggestions to amend the tourism strategy:

- . Increase Marine National Park Recreation Zones and Marine National Park Wilderness Zones to 50 passengers or create intermediate zone for 50 passengers
 - . "I don't want to operate near large tourist vessels, but strategy is unfinancial for < 20 passengers"
 - . Propose that limit for Wilderness Zones be 15 passengers
 - . Retain current zones and incorporate high/low/zero density tourism; zero tourism - 5% of Section; low density tourism - 40%; high density tourism - 55%
 - . Suggest GBRMPA explore other approaches to regulating tourism while retaining the same basic zone types as are currently in place eg. develop an overlay providing for different levels of tourist activity
 - . Within the strategy, allow enough MP Tourism zones to allow rotation of reef sites
 - . Pax limits should depend on the size of reefs/islands and the type of activity
 - . Marine Park Tourism zones should not extend over entire reefs
-

MOORINGS/ANCHORAGES

Some of the public comments supporting moorings:

- . moorings can limit no. of vessels on site at one time
- . moorings are good from a safety point of view - safer anchoring
- . moorings will reduce anchor damage at all sites, esp. important at frequently used sites where attractive dive/snorkel areas are required
- . benefits of moorings could be particularly seen where small boat charter operations frequently change position on reefs, where larger operations tend to moor only once per trip
- . speed up provision of moorings or allow operators to install their own (operators to have exclusive use of own mooring)
- . publicise moorings and/or anchoring techniques,
 - eg. - rangers to run education programs,
 - information to be distributed with boat licences
- . suggested signage on moorings -
"Marine Parks/Public Mooring/Reef Name/Zoning"
- . no collecting around tour operators moorings (suggested by commercial aquarium fish collectors)
- . no fishing/spearing within 100m of dive operation moorings - protection for tame fish
- . strict penalties for anchor damage, regular inspection of popular sites and moorings for damage and usage

Some of the public comments against moorings:

- . anchor damage to reef is trivial compared with storm damage
 - . objection to any permanent facility on the reef, including moorings
 - . alternatives to installation of moorings,
 - encourage diver-assisted anchoring;
 - advocate use of reef/bar/spike anchors rather than grapnel anchors which cause massive damage.
-

COMMERCIAL FISHING

Some of the public comments supporting commercial fishing:

- . Keep current zoning - no more restrictions on commercial fishing in areas currently open
- . Allow bait netting in Marine National Park 'A' Zones, as in other Zoning Plans
- . Retain buffer zones but standardize & reduce to 50m from reef edge (this will give access to important fishing grounds)
- . Amend gear storage regs - standardize for all Sections; change will allow safer travel between grounds and to anchorages
- . Loss of any bait fisheries will have a severe impact; reopen some areas between 6pm & 8am
- . Increases in tourism will require increased seafood supplies
- . Reef closures affect commercial fishermen financially much more than other users; "I rely on reef for 80% of income"

Some of the public comments opposing commercial fishing:

- . No fishing vessels espec trawlers in close proximity to pontoons etc; fishing vessels attract predators to swim/snorkel areas
- . Limit all fishing (pro & amateur) for 2 years; overfishing will affect numbers of tourists
- . Rotate reef closures
- . Close all reef fishing when coral trout are in roe
- . Nets set across creeks have ruined recreational fishing
- . Restrict commercial fishing to 12 miles offshore at all times
- . GBRMPA needs to liaise with Qld Authorities to prohibit amateur fish sales
- . Checks on closed reefs not sufficient; pro and recreational fishermen work closed reefs, current protection inadequate
- . Impose baglimits on certain fish species
- . Allow rec fishing but ban commercial fishing within 2 km of coast between Cairns - Cooktown
- . Too many trawlers operate close to reefs and trawl juvenile reef fish
- . Commercial fishing causes habitat destruction
- . Tighten controls on commfish; apply sustained yield principles

AQUARIUM FISH COLLECTING

Some of the public comments supporting fish collecting:

- . Areas now sought by tourist operators have been used by aquarium collectors for years
- . Limit fish collecting permits to proven collectors; concern that many permits are issued but unused
- . Crown of Thorns and cyclones affect aq. fish operations - ensure sufficient reefs for such contingencies
- . Aquarium fish collectors agree not to collect around tour operators moorings - no conflict
- . Fish collectors need access to outer/mid/inner reefs for export trade; different fish are found on different reefs
- . No research has been done on effects of fish collecting to justify closures; nor any studies validate the concern that collecting is detrimental
- . Info from collectors would be of interest to research; GBRMPA should consult collectors more
- . Allow commercial fish collecting in Marine National Park areas

- . Proposed tourist strategy threatens viability of growing aq. fish industry; reduces available reef from 21 to 5 with only a limited range of species
- . Closure of the lee side effectively closes whole reefs to fish collecting
- . Wholesale value of the aquarium fish industry in Cairns has been estimated at \$1M p.a. (this is economically important for Australia)

Some of the public comments opposing fish collecting:

- . Limit collecting to 2-3 reefs off each major access point to enable monitoring of deleterious effects (suggest Sudbury and Arlington off Cairns)
- . Concerned over high wastage that occurs with aquarium fish collecting; suggest collecting be limited to species that breed in captivity (ultimate aim is to eliminate collecting)
- . Phase out local fish collecting if importation from Asia is successful
- . Important to prohibit all collecting from all Marine National Park zones
- . Regs should not be weakened to pander to collectors
- . Fish collecting should be limited to a few licenced collectors; permits should be site-specific
- . Collecting needs greater policing and monitoring to determine any depletion of resources

TROLLING AND BUFFER ZONES

Some of the public comments supporting trolling and Buffer Zones:

- . mackerel fishing does not damage reef nor effect other fin fishing
- . ban all fishing except for pelagics on entire reef
- . zone all reefs with tourist operations, Marine National Park 'B' with Buffer; stops fishermen taking hand-fed fish, leaves pelagic fishermen access
- . permit trolling in all zones
- . retain Buffer Zones to allow trolling for bait and food
- . retain Buffer Zone where trolling is an important commercial fishery
- . use Buffer Zones with Tourism & Wilderness Zones
- . increase Buffer Zones
- . allow pelagic trolling for bait en route through non-fishing zones
- . retain Buffer Zone but standardise and reduce to 50m from reef edge; 50m boundary gives access to important fishing grounds
- . retain Buffer Zone - protection of fish stocks preserves seabird diversity

Some of the public comments against trolling and Buffer Zones:

- . amateurs fishing for mackerel and trout conflict with professionals
- . objects to overzealous fishing, especially mackerel
- . limit trolling; tourists can hire boats and fish away from islands
- . maintain integrity of zoning, ie. no Buffer Zones; split or Buffer zoning leads to problems with definition of zone boundaries

- . Seasonal Closure on reefs adjacent to Buffer Zones to stop reefs being fished out; these Zones put excessive pressure on surrounding reefs
 - . closed season for bottom fishing Sep-Nov every 3 years; trollers not permitted to keep demersal fish during closure
-

EDUCATION

Some of the public comments supporting educational/interpretive programs:

- . operators should be encouraged to employ interpretive officers
 - . information programs should be available on all large reef trips; Reef Biosearch information is excellent
 - . introduce awards for interpretive programs of high standard
 - . GBRMPA interpretive programs are good but have too much information; simple introduction followed up by more detail
 - . publicise moorings to reduce risk of anchor damage
 - . provide courses for boat owners like tourism seminars
 - . more public education for private users from adjacent communities
 - . more education regarding park management techniques for tourist operators
 - . more information needed about Seasonal Closures and Replenishment Areas
 - . send all registered boat owners all marine parks information; all boats to carry Zoning plan as a condition of licence
 - . more education for users necessary; perhaps signs at boatramps; education on need to preserve reef at departure points; signage at boatramps re zoning, litter, anchoring etc
 - . GBRMPA/QNPWS staff to train educators to introduce the MP
 - . more time spent educating tourists means less disturbance to the reef
 - . more use of mass media to advise of closures; existing zoning plan OK but need more publicity
 - . more information especially in foreign language; compulsory for all visitors to read
-

RESEARCH AND MONITORING

Some of the public comments concerning research and monitoring:

- . undertake monitoring of reefs to determine effect of zoning
- . lack of undisturbed reef/interreefal habitats hampers research; conflicts with commercial and recreational fishing, spearfishing, large numbers of tourists and boating
- . information from collectors would be of interest to researchers
- . research is necessary on the following -
 - effects of aquarium fish collecting
 - impact of Replenishment Areas
 - coastal fringing reefs
 - significance of total aggregations on some reefs
 - carrying capacity of the reef
 - ecology of connectivity of reef
 - life cycles of marine life
 - effect of spearfishing

- . insufficient monitoring programs
- . operators to pay for monitoring programs in Marine Park; 'user pays' revenue to go back into reef research; use 'reef tax' to fund research
- . lack of funding for research; increased funding will result in zoning based on biotechnical information
- . entire reef is important scientifically

Some of the public comments against Scientific Research Zones:

- . Scientific Research Zones not necessary; more research done outside them than inside, and most research could be done anywhere
- . delete Scientific Research Zones and increase proportion of Preservation Zones
- . reduce Scientific Research Zones to Marine National Park 'B' Zones where no apparent research

POLLUTION

Some of the public comments concerned about pollution:

- . Return sewage/sullage to shore for treatment, including that from small boats
- . Vessels with passengers > 20 need to have sullage facilities
- . Action needed to reduce pollution from dumping, runoff from the mainland
- . Increasing numbers of tourist with suncreams and sewage are polluting the reef
- . Prohibit discharge from boats in the Marine Park; set up dumping locations
- . Need harsh penalties for dumping of garbage in the Great Barrier Reef
- . Concern that silt from mainland is destroying fringing reefs
- . Deforestation and sewage influence the river systems and cause coral damage
- . No floatels or mining on the reef - risk of pollution
- . Trawling and mainland erosion cause reef silt which conflicts with recreational fishing; restrict trawlers 5km limit from coastline
- . Tourist operations on islands without proper toilet facilities should be more strictly controlled

FISH FEEDING

Some of the public comments supporting fish feeding:

- . create another 'Cod Hole'
- . alter zoning to Wilderness to protect natural fauna. Fish tame around divers - vulnerable to spearfishermen. (Alleges spears took 3 giant wrasse)
- . very good diving; has fed large tame groper for 4 yrs in summer.
- . tame fish prey to spearfishermen & recreational fishermen; many tame fish carry hooks or holed by spears.
- . retain fish feeding within Marine National Park 'B' zoning
- . zone all tourist operation reefs Marine National Park 'B' with a buffer. Stops fishermen taking hand-fed fish, leaves pelagic fishermen access.

- . prohibit fishing within 100/300m of fish feeding sites/dive moorings.
- . Tourist platforms & associated tame fish need more than General Use 'A' protection.

Some of the public comments opposing fishfeeding:

- . ban fish feeding by tour operators; operators think they own tame fish; bread causes large growths & ulcers on fish
- . fishfeeding attracts non-resident fish; causes imbalance of fish in area
- . tourist operators should not feed tame fish - it's unnatural
- . strict guidelines for waste/fish feeding in all tourist zones.

DUGONG and SEAGRASS

Some of the public comments supporting increased protection for dugong:

- . Rezone to afford better protection to seagrass areas; insufficient seagrass protected - it is also needed to maintain trawl industry
- . Important seagrass beds and wetlands need to be preserved and studied
- . Use Preservation Zones to protect significant conservation sites such as dugong habitat
- . No trawling of seagrass beds
- . Ban taking of dugong and turtle by all, including Aboriginals
- . Ban dugong and turtle hunting where numbers are low; wait until numbers increase before limited hunting
- . Protect dugong from trawlers, nets and plastic
- . Ban gillnetting in dugong areas; discourage excess boat traffic and allow limited Aboriginal hunting

TRADITIONAL HUNTING/FISHING

Some of the public comments supporting traditional hunting/fishing:

- . Keep traditional hunting/fishing/shellfish collecting areas; ensure communities can continue to hunt and fish
- . Present zoning is more or less accepted by Aboriginal community; no changes
- . Amend permit to extend hunting area; expand hunting rights
- . Ensure Aboriginal concerns are represented on the Authority
- . Tourist facilities conflict with traditional Aboriginal activities
- . Protect and interpret Aboriginal sites of significance; some sites are 'dangerous' and tourists should keep away
- . Recognize Aboriginal people as legitimate custodians of knowledge/practices
- . Aboriginal people outside Trust areas should be granted equal hunting/fishing rights

Some of the public comments opposing traditional hunting/fishing:

- . Aborigines ignore limits/quotas and kill protected species
- . Action should be taken to stop killing turtles or dugong, espec. where numbers are low; Aboriginals have taken animals in Preservation Zones

- . Aboriginals/Islanders should have the same rules as other Marine Park users
 - . Aboriginals use non-traditional methods for hunting turtle or dugong
 - . No traditional hunting between Cairns and Cooktown until dugong/turtle numbers have increased; perhaps limited hunting later
 - . Need to ensure that "traditional hunting/fishing" are non-commercial
-

COLLECTING (CORAL, SHELL, TROCHUS, PEARL & CLAM)

Some of the public comments supporting collecting:

- . Apply the "limited collecting" policy from other Zoning Plans to Cairns
- . Most amateur shellers abide by the rules
- . Collecting permits should be available from major departure points (currently have to go through Brisbane for a Cairns Section collecting permit)
- . Too much bureaucracy involved in obtaining permits for single collecting trips
- . Concerned there is no policy to protect the rights of coral collectors
- . Coral collecting does not conflict with other activities
- . No scien. studies to validate that collecting is detrimental
- . Support closures to allow organisms eg. shells to propagate; closure of some reefs on a rotational basis for replenishment for a few months/year
- . Most problems are caused by tourists who don't know the shell code
- . No changes to zoning to restrict areas for coral collecting; larger collecting areas cause less impact
- . Proposed strategy for tourism bans collecting from 75% of current areas; general use should be 50-60% of available reefs to spread usage
- . Retain access to reefs with high concentrations of commercially spp.; collecting on reefs with only low concentrations will deplete resources

Some of the public comments concerned about collecting:

- . Some trawler crews collect. (Is there any check on this?)
 - . Need to have spot checks on amateur shelling trips
 - . Shell collecting conflicts with tourist operations and diving
 - . GBRMPA should discourage collection of live shells
 - . Ban collecting (and minimum of Marine National Park 'A' zoning) for areas with fixed installations
 - . Increase in the number of tourists collecting needs policing; permits should cover specific sites
 - . Need more restrictions on collecting in General Use 'A' Zones
 - . Supports the closure of all high traffic areas to all collecting pressures
 - . Temporary visitors are unaware of shell collecting rules; farcical to get a permit
-

CAMPING

Some of the public comments supporting camping:

- . Issue camping permits for 6 months duration (as per destructive fauna permit conditions) - because permits required 6 weeks prior to visit - can't predict calm weather (ie suitable for camping) ahead of time
- . Tourist operators on islands should pay for own septic toilet facilities
- . Public should have access to islands for camping and toilet & water facilities
- . Construction of camping etc facilities to be financed by annual sale of permits eg the Franklands
- . Tourist daytrippers with commercial tour operators conflict with recreational camping
- . Tour operators result in degradation of camping experience; recreational campers have been banned from what used to be a local family destination
- . Concern for lack of facilities for tourist campers & increasing effect on environment
- . Increase fines for illegal campers & tourist operators who put campers in the wrong spot
- . Improve sanitary facilities and public education
- . Alleges 'Banyandah' ignoring QNPWS & dumping campers on islands with no facilities
- . Zone (Hope Islands) to prevent commercial tour boats visiting islands - OK to share camping with local/visiting boats, also for temporary camping in bad weather

Some of the public comments opposing camping:

- . Concerned usage of Franklands will increase as camping facilities & day trips increase
- . Islands should not have been open to tour ops or large scale camping
- . Increase control on camping to prevent degradation on island habitats
- . Supply firewood or remove fireplace on East Hope Island - visitors are cutting down trees for fires
- . Advise camping applicants to provide own firewood
- . No camping on Russell Island until proper facilities available - conflict on island due to too many users
- . No camping on Franklands by visitors arriving by commercial/charter boat
- . Don't issue permits for boats with more than 20 passengers to Franklands - sanitation problems on islands

GAMEFISHING

Some of the public comments supporting gamefishing:

- . popular sport and game fishing sites and anchorages identified
- . conflicts identified by gamefishermen were - offshore developments, large tourist groups, exclusive site use

Some of the public comments against gamefishing:

- . gamefishing in Cormorant Pass conflicts with dive and charter operations

- . no point in fish tagging if fish die shortly after, more research needed
-

CROWN OF THORNS STARFISH

Some of the public comments about Crown of Thorns (COTS):

- . not enough work by GBRMPA to kill COTS
 - . concern about extent of COTS damage
 - . act on Dr Edean's comments re COTS plagues; remove starfish and the cause of the plague
 - . COTS outbreaks may alter demand on areas; need capacity to modify Zoning Plan within 5 years
 - . keep COT numbers down, they are single biggest problem on reef
 - . ciguatera more prevalent in fish from reefs with COTS
 - . recommend cautious and courageous management of COTS
 - . COTS affect aquarium fish collecting operations
 - . close 'dead' reefs for COTS research
 - . shortage of COTS predators, filter feeders such as whales and clams, leads to increased COTS numbers
 - . research life cycle of COTS
-

NAVIGATION AIDS/SHIPPING

Some of the public comments about nav aids

- . Introduce nav aids to reduce necessity for total visual navigation
- . Recommend more radar markers/nav aids esp. on popular reefs
- . Objects to increasing offshore developments/moorings, but nav aids OK
- . Ban further offshore structures, as they create nav. hazard

A public comment about shipping

- . No cruise ships or general shipping allowed to reduce pollution
-

DEFENCE

Some of the public comments opposing defence operations:

- . Do not allow defence operations in the Great Barrier Reef; opposes use of any defence weapons, particularly bombing
- . Tourist operations conflict with defence operations
- . Naval practice near islands conflict with recreational fishing

Some of the public comments supporting defence operations:

- . Defence closure areas should remain; maintain existing zoning of Defence Areas
 - . Excellent co-operation from QNPWS Innisfail re Defence operations
 - . No problems with Defence Area in cluster of reefs N.E. of Innisfail even though high fishing pressure
-

MARICULTURE

Some of the public comments **supporting** mariculture:

- . Provide for supervised mariculture to reduce pressure on natural populations
- . Mariculture provides economic input to North Queensland and balances pressures created by tourism
- . Mariculture does not harm the reef ecology
- . Exclude sport diving from mariculture areas; use buoys to warn divers of sites
- . Consider the breeding and raising of fish and mollusc spp, particularly those presently caught as aquarium species

Some of the public comments **opposing** mariculture:

- . Mariculture areas should be debated publically before being decided; closures are permanent
-

Appendix II

NAMES OF RESPONDENTS IN FIRST PHASE OF PUBLIC PARTICIPATION

BUSINESS/COMMERCIAL INTERESTS

P. Anderson - Maryborough
Aquaflight Airways - Cairns
Aquamarine Industries - Cairns
Assoc. of Marine Park Tourism Operators
F. Azzopardi - Silkwood
Banyandah Marine Tours - Edmonton
B. Bartlett - Cairns
J. Bedford - Cairns
Bluewater Coral Supples - Cairns
F. Bradley - Cleveland
M. Bresman - Bingil Bay
A. Briggs - Woree
G. & A. Burton - Cooktown
Cairns Commercial Fish Collectors Assoc. - Woree
Cape Tribulation Sea Charters - Cape Tribulation
B. Cropp - Port Douglas
Dade Skipper Services - Dunk Island
Daintree Rainforest Resort - Cape Kimberley
Mr & Mrs Daniels - Port Douglas
Deep Sea Divers Den - Cairns
Down Under Aquatics - Freshwater
Dugong Diving Academy - Cow Bay
Envy Tropic Sailing - Cairns
Ernies Fast Food - Cooktown
L. Frayne - Millaa Millaa
Great Adventures - Cairns
Great Barrier Reef Support Services - Port Douglas
T. Harris - Whitfield
D. Harris - Port Douglas
Mr & Mrs Henebery and Family - Bokarina Beach
Impulse Charters - Port Douglas
K. Jesienowski - Port Douglas
F. Joel - Trinity Beach
D. Kohler - Cairns
K & K Madden - Cairns
C. Mitchell - Bundaberg
Pacific Clam - Earlville
A. Page - Port Douglas
Pet Traders Association of Queensland - Holland Park
R.J. Piggott - Gordonvale
Port Douglas Dive Centre
Port Douglas Reef and Island Ferry
Pro Dive - Cairns
Queensland Commercial Fisherman Organisation - Brisbane
Queensland Commercial Fisherman Organisation - Cairns
Queensland Diving Tourism Assoc. of Australia
S. Raaymakers - Port Douglas
Reef and Resort Diving Services - Cairns
Reef Exodus Cruises - Cairns
Reef Explorer Cruises - Cairns
W. Richards - Port Douglas
Ryan Marine Services - Port Douglas
P. Selderyk - Airlie Beach
R. Shackelford - Chatswood Hills
R. Snook - North Cairns

Business/Commercial (cont.)

I. Stack - Port Douglas
G. Svendsen - Cairns
B. Tanswell - Edmonton
Mr & Mrs Terkelsen - Innisfail
Mr & Mrs Thorsborne - Cairns
P. Todd - Clifton Beach
Tropic Rover Charters - Gladstone
Tropic Sailaways - Cairns
Tropic Wind Surf Hire - Mossman
R. Wicks - Innisfail
P. Wright - Cooktown
L. Zell - Toowong

CONSERVATION/COMMUNITY GROUPS

Australian Conservation Foundation - Atherton Tablelands Branch
Australian Volunteer Coast Guard Association - Mossman
Cairns & Far North Environment Centre
Cape York Wildlife Preservation Society - Cooktown
Cape Tribulation Community Council
National Parks Association Queensland
North Queensland Conservation Council - Townsville
Queensland Conservation Council
Wilderness Society Brisbane
Wildlife Preservation Society of Queensland
Wildlife Preservation Society of Queensland - Cairns Branch
Wildlife Preservation Society of Queensland - Innisfail Branch
Wildlife Preservation Society of Queensland - Bundaberg Branch
Wonga Progress Association - Mossman

EDUCATIONAL/RESEARCH

Australian Coral Reef Society Inc.
T. Ayling - James Cook University
Mr/Ms Crewer - CSIRO Fisheries - Cleveland
H. Choat - James Cook University
D. Fisk - Townsville
D. Johnson - Aitkenvale
Lizard Island Research Station
B. Mapstone - James Cook University
H. Marsh - James Cook University
G. Russ - James Cook University
G. Smith - NSW National Parks & Wildlife Service
D. Smyth - Bloomfield River
H. Ten Hove - Amsterdam

CLUBS/ASSOCIATIONS

Cairns Motor Boat Club
Cairns Professional Game Fishing Association
Cairns Shell Club
Cairns Sportfishing Club
Cairns Underwater Association
Cooktown Sports and Gamefishing Club
Mossman Amateur Fishing Club
Mossman Boat Club
Queensland Sport and Recreational Fishing Council

GOVERNMENT - COMMONWEALTH

Department of Arts, Sport, Environment, Tourism and Territories
Department of Defence
Department of Primary Industries - Division of Dairying and Fisheries

GOVERNMENT - STATE

Beach Protection Authority
Department of Primary Industries - Fisheries Research Branch
Department of Harbours & Marine
Department Of Mines
Queensland Fish Management Authority
Department of Environment & Conservation - Division of Conservation, Parks and Wildlife

GOVERNMENT - LOCAL

Douglas Shire Council - Mossman
Gungarde Community Centre - Cooktown
Wujal Wujal Aboriginal Community
Yarrabah Community Council

INDIVIDUALS

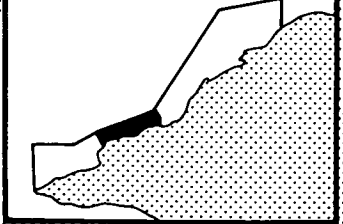
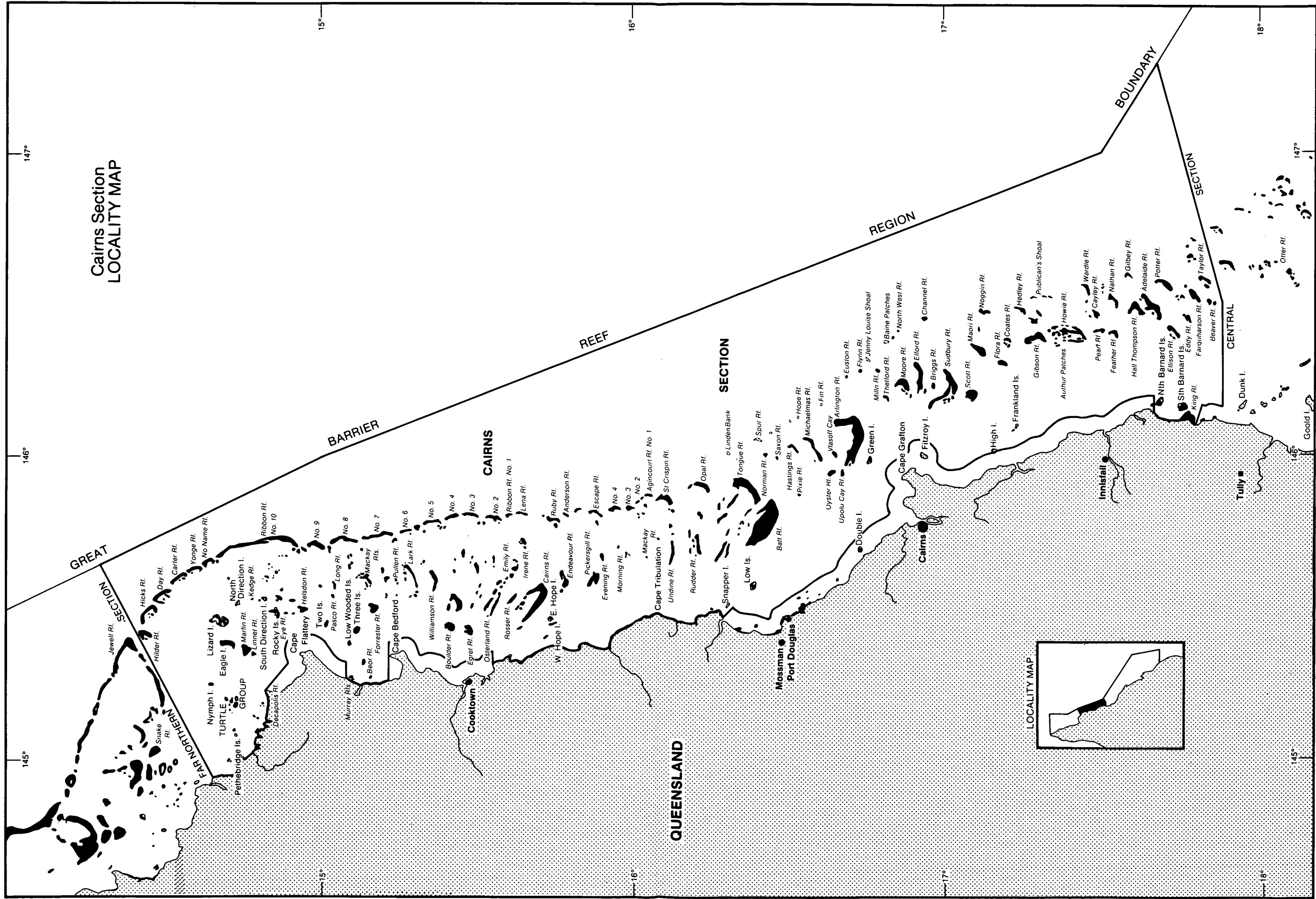
B. Ackerly, Edmonton	D. Alcock, Bayview Heights
S. Alexander, Trinity Beach	K. Andersen, Cairns
R. Ashton, North Cairns	N. Ayer-Bunk, Cairns
Mr & Mrs Baker, White Rock	K. Battle, Malanda
Mr & Mrs Bell, White Rock	T. Boase, Innisfail
P. Bolton, Innisfail	S. Bramham, Yorkeys Knob
K. Bramham, Yorkeys Knob	T. Brown, Cooktown
Mr & Mrs Bull, Smithfield	Mr/Ms Byrne, Cairns
B. Cesari, Gordonvale	J. Christiansen, Trinity Park
G. Clem, Woree	P. Cooke, Edge Hill
G. Cossins, Mount Tamborine	E. Creasey, Kennedy
L. Cunningham, Mareeba	I. Cunningham, Mareeba
M. Dalton, Edge Hill	J. Dean, Bingil Bay
H. Dick, Cooktown	Mr & Mrs Dockrill, Bloomfield River
M. Graham, Kuranda	M. Edebone, Bendigo
J. Downey, Kuranda	B. Felton, Bayview Gardens
J. Emerson, Machans Beach	M. Fisher, Stratford
A. Fisher, Babinda	C. Fossett, Cooktown
S. Fisher, Stratford	M. Gibson, Hopevale
G. Giarola, Innisfail	J. Green, Yorkeys Knob
K. Graham, Cairns	G. Harvey, Edge Hill
C. Harriss, Trinity Park	D. Hayes, Cairns
M. Haste, Atherton	J. Humphrey, Mooroolbool
B. Haywood, Earlville	K. Johnstone, Cairns
L. Johnson, Mt. Molloy	J. Kelly, North Cairns
C. Jolly, Earlville	R. King, Ingham
D. Kenny, South Johnstone	B. Koppen, South Johnstone
J. Klein, Mareeba	L. Leis
D. Koppen, Tully	K. MacLean, Babinda
S. MacDonald, Machans Beach	D. Marks, Gordonvale
M. Marks, Gordonvale	S. Marr, Edmonton
S. Marks/B.Capek, Gordonvale	S. McGough, Bloomfield River
R. Marshall, Bungalow	J. McLucas, Earlville
M. McGough, Cooktown	M. Modini, Cairns
D. Merrall, Edge Hill	

Individuals (cont.)





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|-------------------------------|-------------------------------|
| J. Metcalfe, Cairns | G. Miller, Manoora |
| D. Miller, Yarrabah | J. Mondora, Gordonvale |
| J. Morris, Smithfield | S. Mueller, Silkwood |
| M. Morris, Port Douglas | M. Sanders, Cairns |
| T. Needham, Machans Beach | A. Needham, Machans Beach |
| D. Nelson, Cairns | I. Nicholson, Tully |
| B. O'Reilly, Bayview Gardens | F. O'Rourke, Bloomfield |
| Mr & Mrs Paterson, Mudgeeraba | D. Paterson, Bloomfield River |
| P. Penny, Babinda | R. Peterson, Yungaburra |
| M. Porter, Trinity Beach | L. Provan, Kuranda |
| S. Quinn, Cairns | R. Radford, Thornbury |
| K. Ranger, Clifton Beach | D. Reid, Brinsmead Glen |
| R. Reilly, Edmonton | F. Riddell, White Rock |
| M. Robb, Cooktown | B. Roberts, Mossman |
| G. Ross, Tin Can Bay | S. Round, Cairns |
| J. Sawyer, Cairns | M. Schild, White Rock |
| M. Shaw, Mourilyan | L. Smith, Airlie Beach |
| B. Smith, Whitfield | A. Smyth, Cairns |
| P. Springell, Clifton Beach | W. Starck, Daintree |
| P. Sutton, Taylors Beach | K. & A. Tait, Innisfail |
| F. Thomson, Edmonton | M. Thorsborne, Cardwell |
| C. Tilse, Mourilyan | T. Trehearne, Manoora |
| C. Tuxford, Cairns | K. Uhlenhaut, Tully |
| Mr & Mrs Vitali, Innisfail | G. Webster, Innisfail |
| J. Wegner, Bloomfield River | Mr & Mrs Whiston, Cooktown |
| R. Williams, Cooktown | R. & N. Wilson, Glenhuntly |
| R. Wintour, Yorkeys Knob | N. Yates, Earlville |
| A. Young, Clifton Beach | |

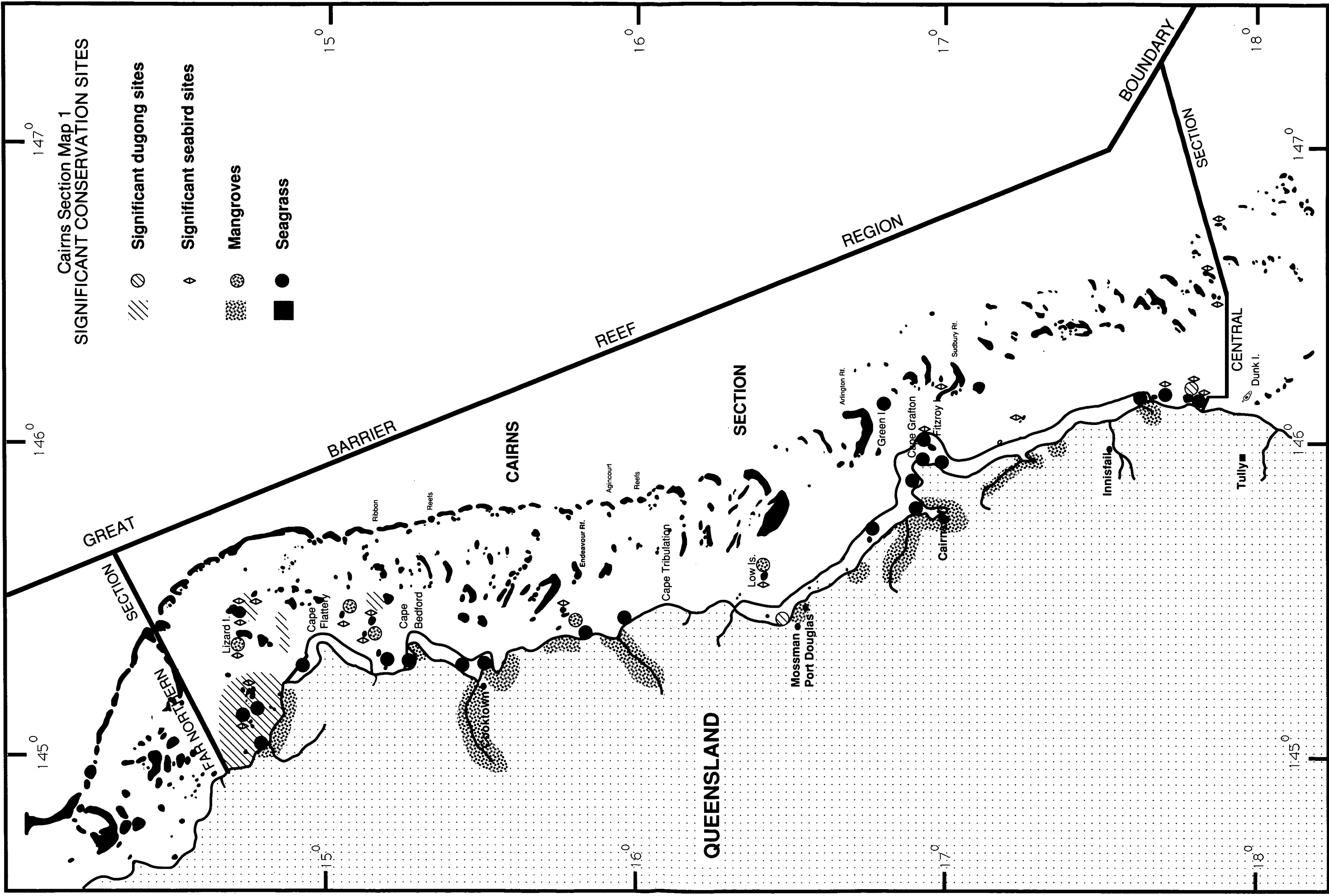
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Cairns Section LOCALITY MAP



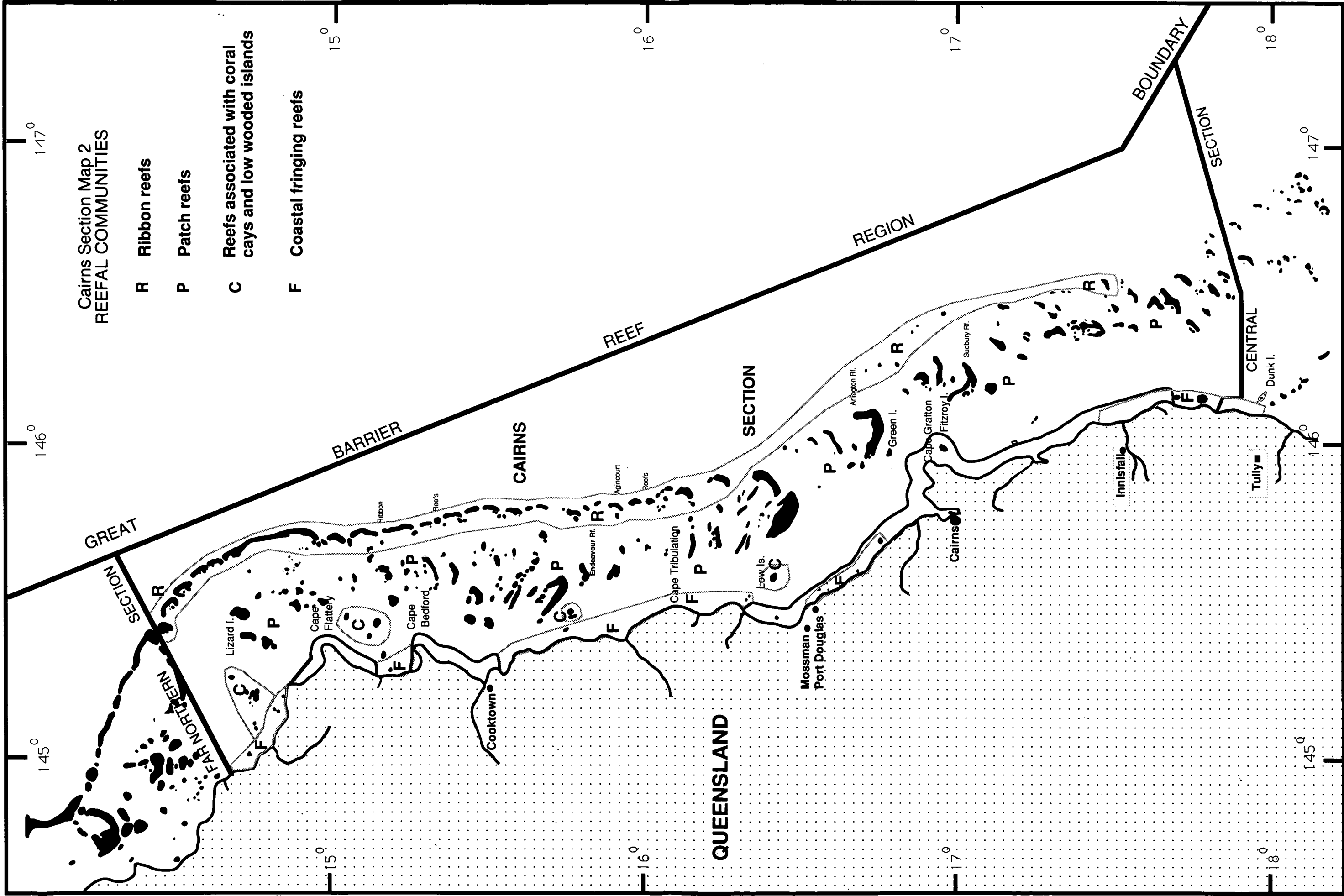
Cairns Section Map 1
SIGNIFICANT CONSERVATION SITES

-  Significant dugong sites
-  Significant seabird sites
-  Mangroves
-  Seagrass



Cairns Section Map 2
REEFAL COMMUNITIES

- R Ribbon reefs
- P Patch reefs
- C Reefs associated with coral cays and low wooded islands
- F Coastal fringing reefs



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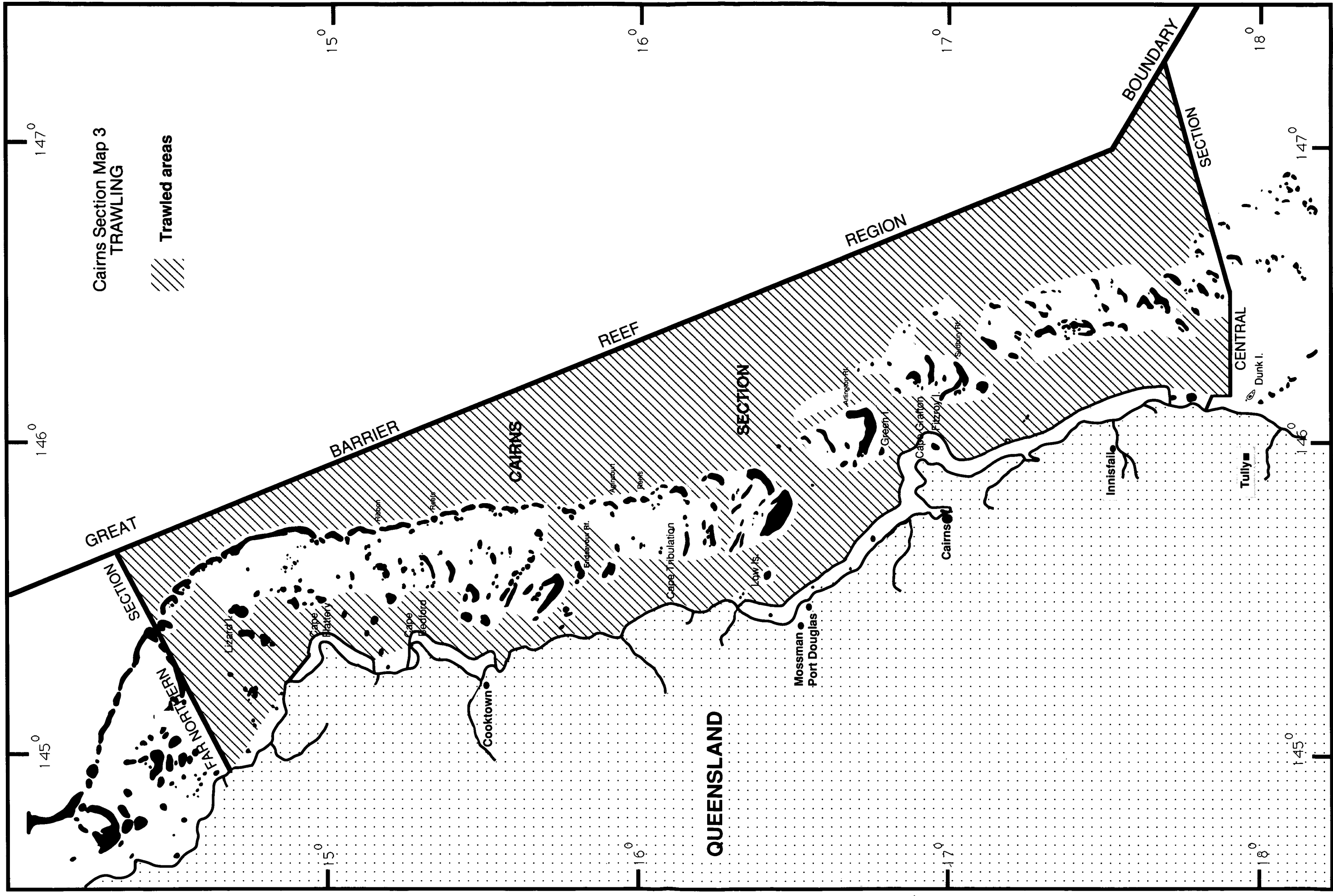
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Cairns Section Map 3
TRAWLING

 Trawled areas



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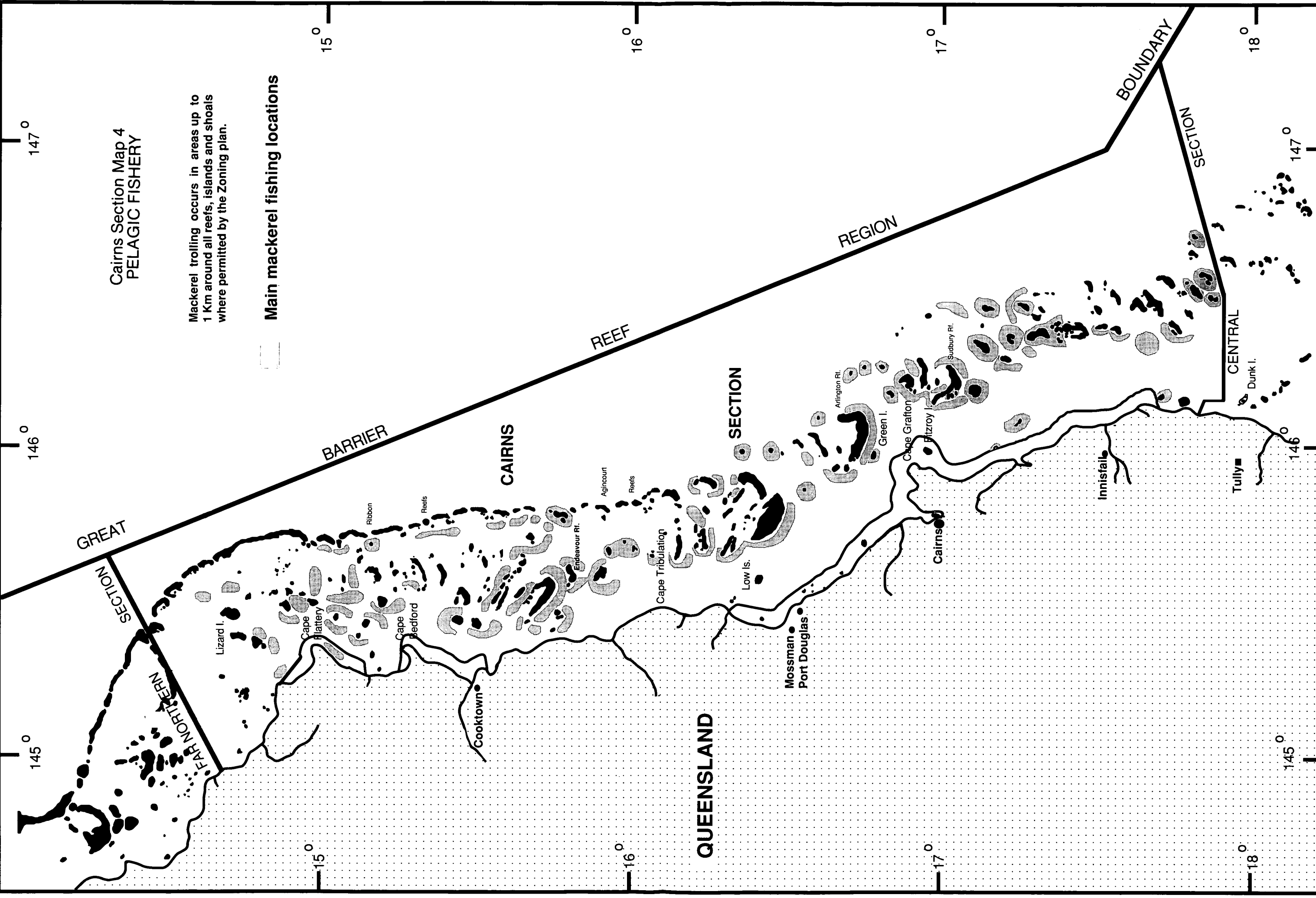
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Cairns Section Map 4 PELAGIC FISHERY

Mackerel trolling occurs in areas up to
1 Km around all reefs, islands and shoals
where permitted by the Zoning plan.

Main mackerel fishing locations



GREAT

SECTION

FAR NORTHERN

Lizard I.

Cape Flattery

Cape Bedford

Cooktown

Endeavour Rf.

Ribbon

Reefs

CAIRNS

REEF

Agincourt

Reefs

Cape Tribulation

Low Is.

QUEENSLAND

Mossman
Port Douglas

Cairns

Arlington Rf.

Green I.

Cape Grafton

Fitzroy I.

Suburb Rf.

Innistail

Tully

Dunk I.

REGION

BOUNDARY

SECTION

CENTRAL

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Cairns Section Map 5
RECREATIONAL FISHING

Gamefishing

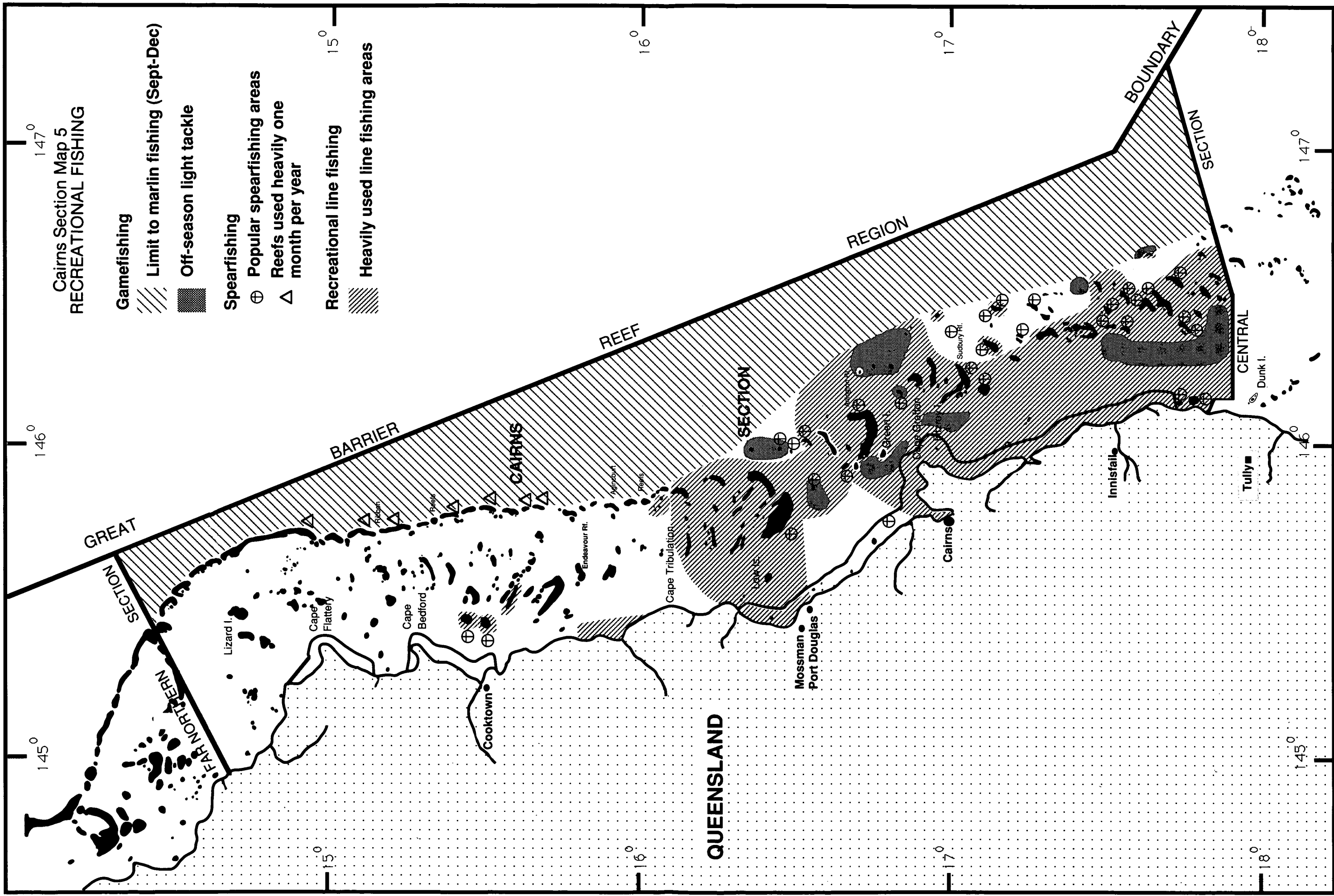
-  Limit to marlin fishing (Sept-Dec)
-  Off-season light tackle

Spearfishing

-  Popular spearfishing areas
-  Reefs used heavily one month per year

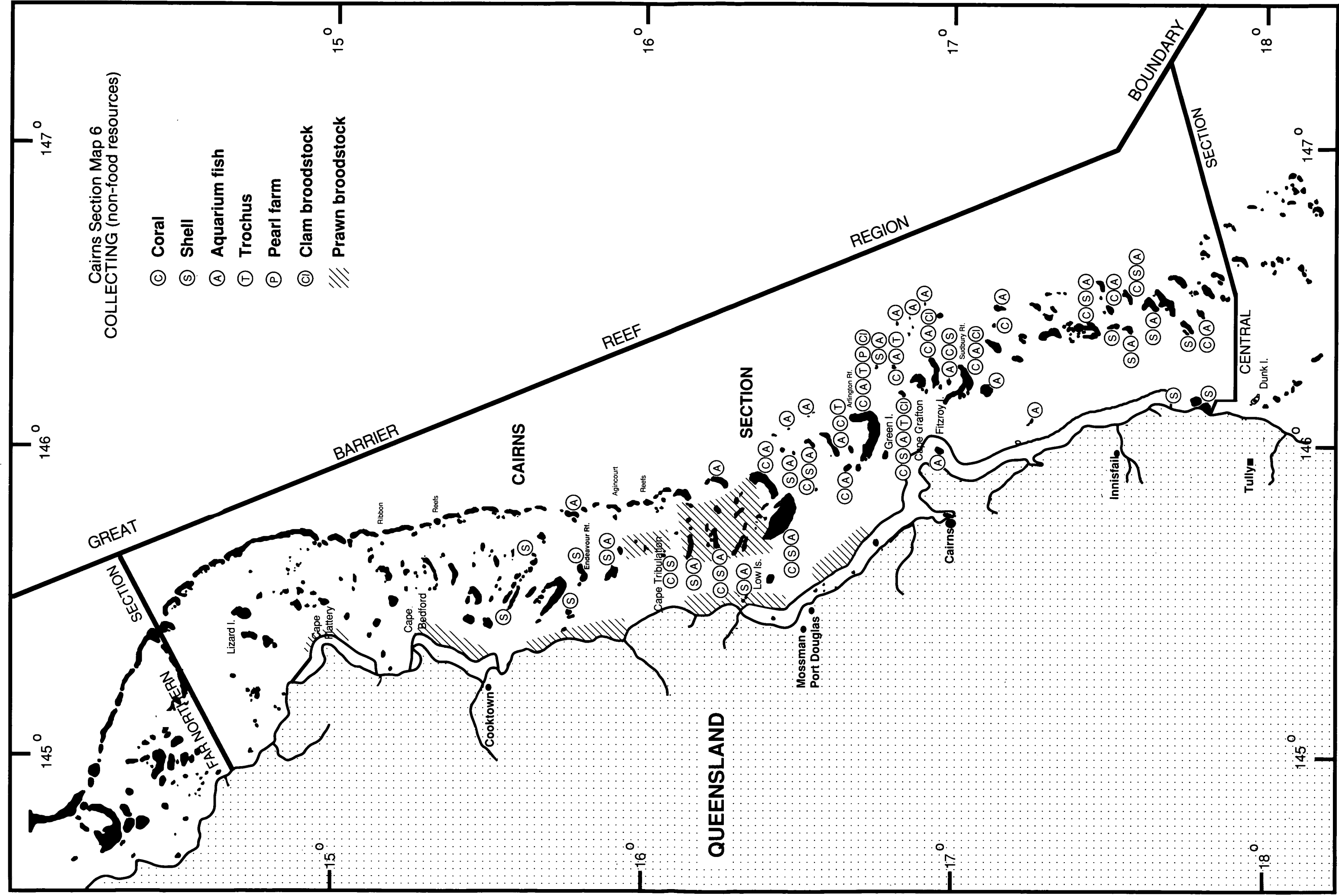
Recreational line fishing

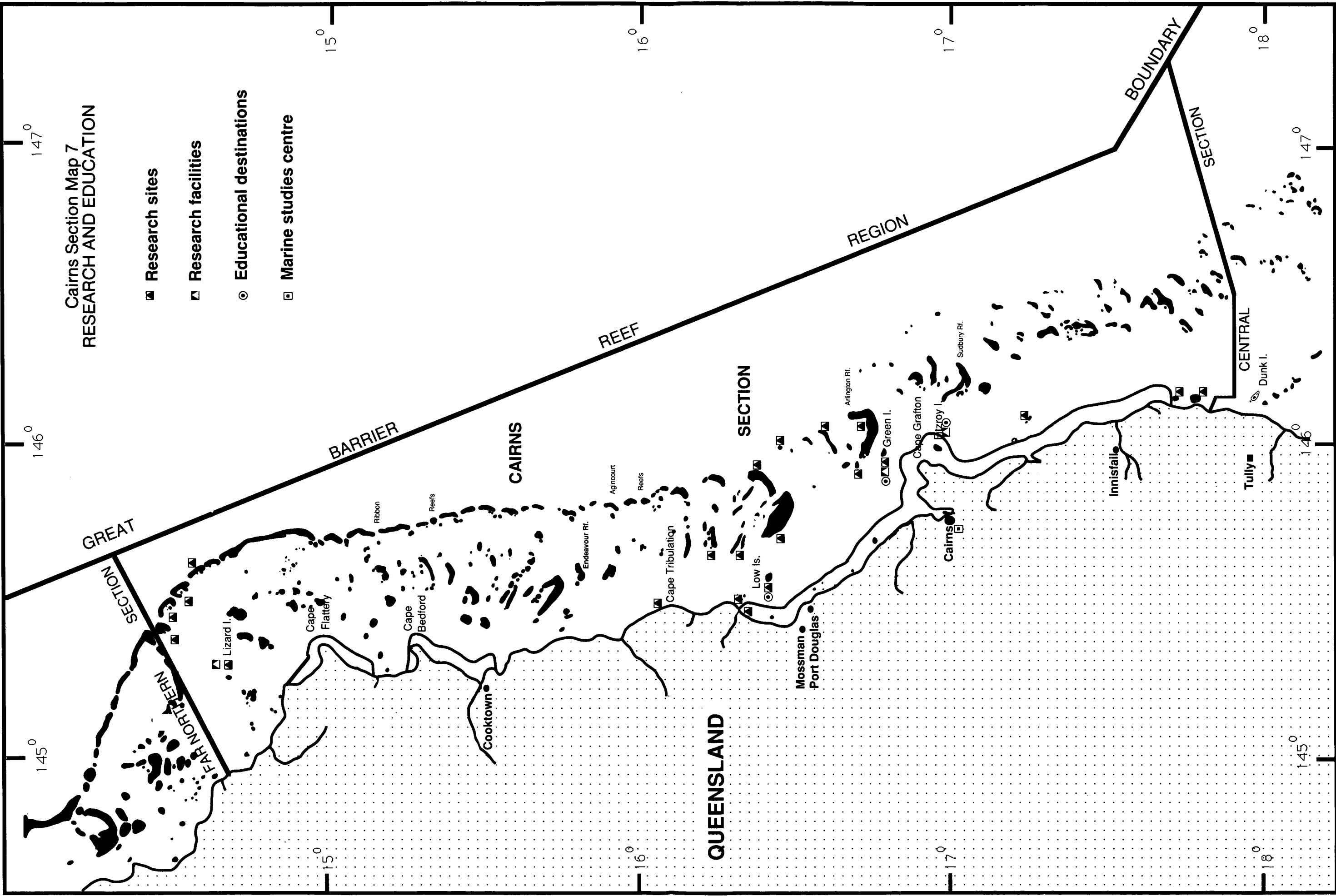
-  Heavily used line fishing areas



Cairns Section Map 6
COLLECTING (non-food resources)

- Ⓢ Coral
- Ⓢ Shell
- Ⓐ Aquarium fish
- Ⓣ Trochus
- Ⓟ Pearl farm
- Ⓒ Clam broodstock
- ▨ Prawn broodstock





Cairns Section Map 7
RESEARCH AND EDUCATION

- ▣ Research sites
- ▢ Research facilities
- Educational destinations
- Marine studies centre

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GREAT

SECTION

FAR NORTHERN

Lizard I.

Cape Flattery

Cape Bedford

Cooktown

Ribbon

Reefs

CAIRNS

Endeavour Rf.

Agnicourt

Reefs

Cape Tribulation

SECTION

Low Is.

Mossman
Port Douglas

Arlington Rf.

Green I.

Cape Graton

Fitzroy I.

Subsury Rf.

Cairns

Innisfail

Tully

Dunk I.

CENTRAL

BARRIER

REEF

REGION

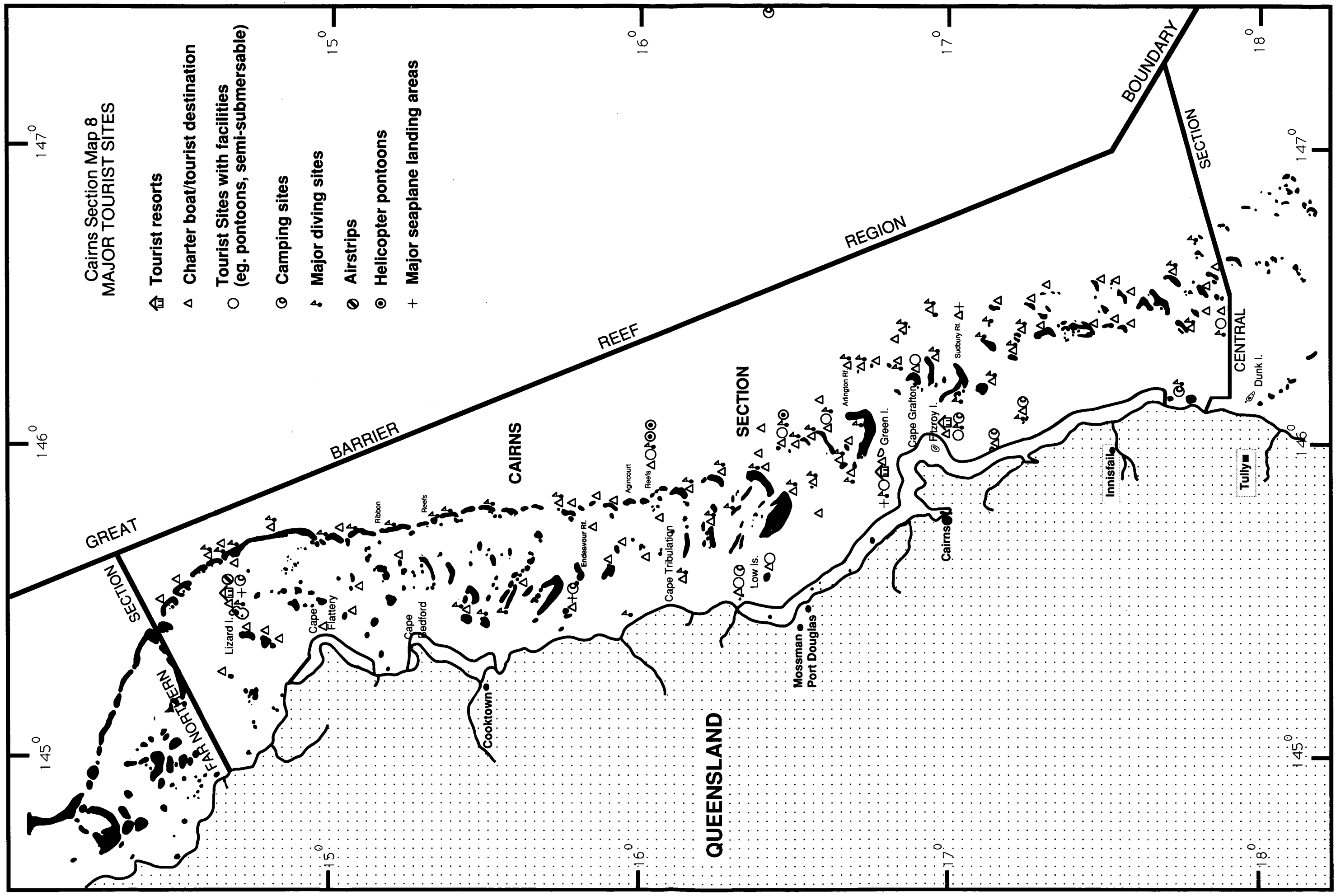
BOUNDARY

SECTION

QUEENSLAND

Cairns Section Map 8
MAJOR TOURIST SITES

- 🏠 Tourist resorts
- ⚓ Charter boat/tourist destination
- Tourist Sites with facilities (eg. pontoons, semi-submersible)
- ⊙ Camping sites
- 🌊 Major diving sites
- ✈️ Airstrips
- 🚁 Helicopter pontoons
- ✚ Major seaplane landing areas



QUEENSLAND

CAIRNS

GREAT SECTION

SECTION

SECTION

CENTRAL

FAR NORTHERN SECTION

BARRIER REEF

REGION

BOUNDARY

Lizard I.

Cape Flattery

Cape Bedford

Cooktown

Endeavour Pt.

Agincourt

Cape Tribulation

Low Is.

Mossman
Port Douglas

Green I.

Cape Grafton

Fitzroy I.

Subsury Pt.

Arlington Pt.

Innisfail

Tully

Dunk I.

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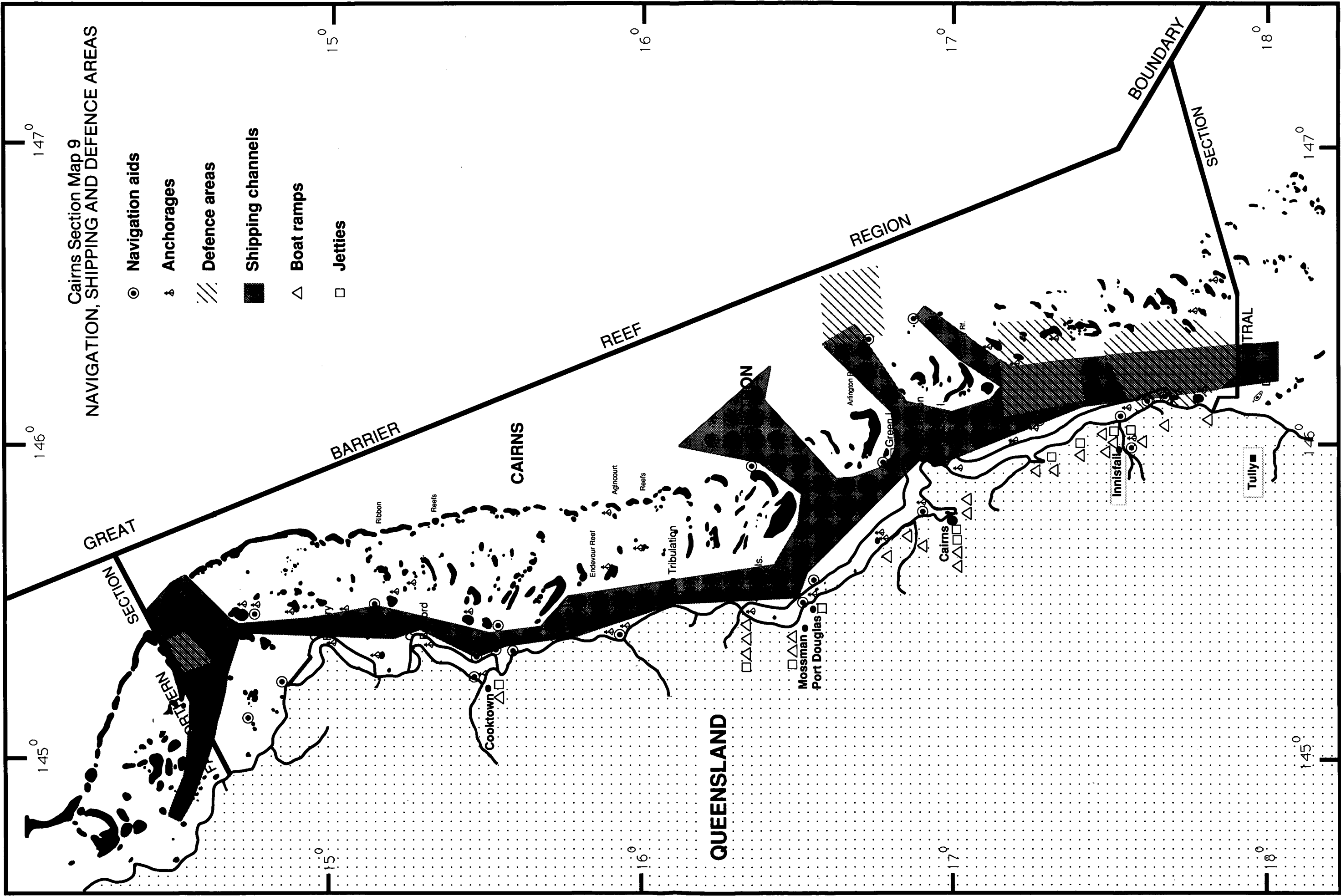
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Cairns Section Map 9
 NAVIGATION, SHIPPING AND DEFENCE AREAS

- Navigation aids
- ⚓ Anchorages
- /// Defence areas
- Shipping channels
- △ Boat ramps
- Jetties



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GREAT

SECTION

PORTERIN

BARRIER

CAIRNS

REEF

REGION

BOUNDARY

SECTION

TRAIL

QUEENSLAND

Cooktown

Mossman
 Port Douglas

Cairns

Innisfail

Tully

Ribbon

Reels

Endeavour Reef

Tribulation

Agincourt

Reels

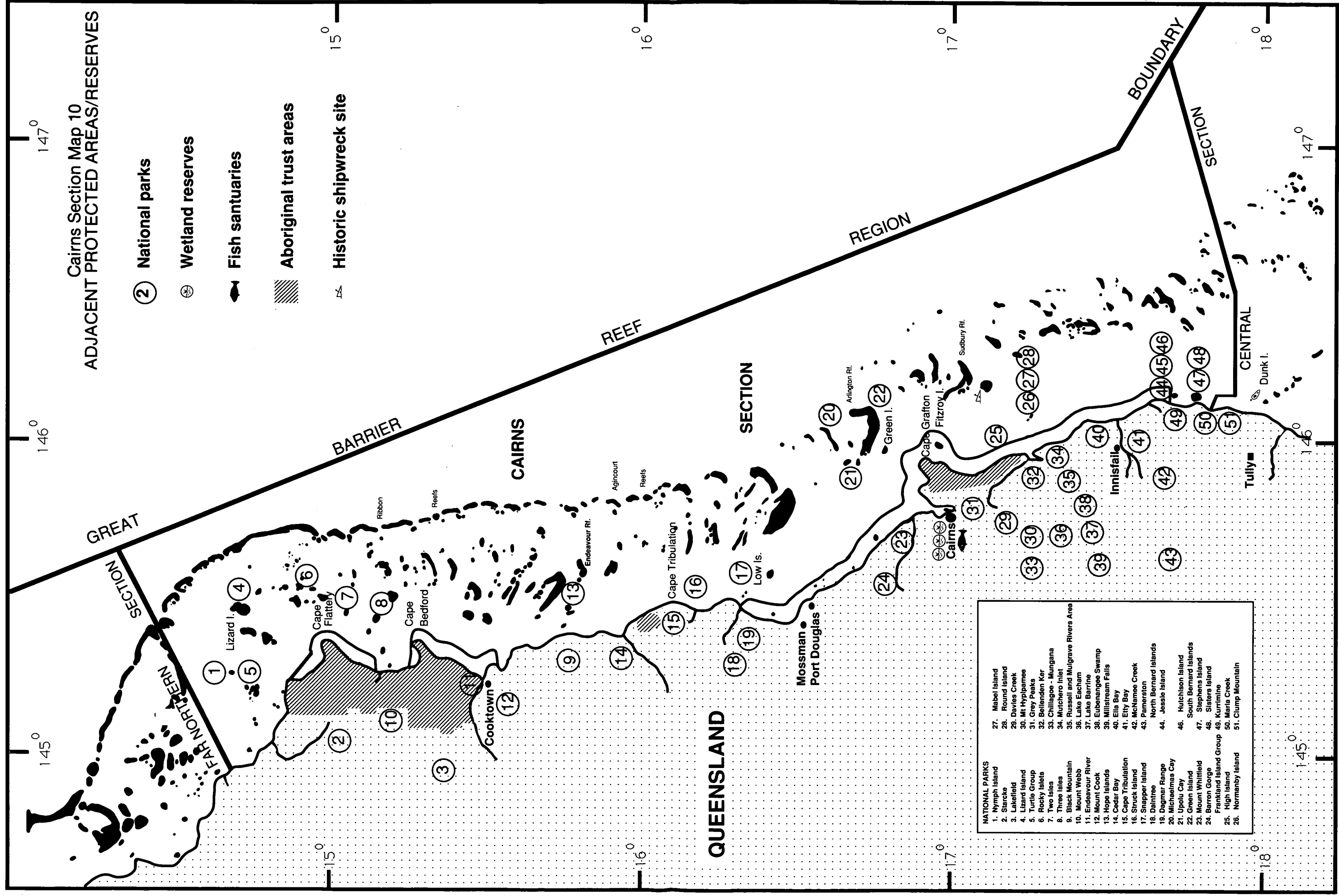
Arlington Pt.

Green Pt.

Rt.

Cairns Section Map 10
ADJACENT PROTECTED AREAS/RESERVES

- ② National parks
- ⊕ Wetland reserves
- 🐟 Fish sanctuaries
- ▨ Aboriginal trust areas
- ⚓ Historic shipwreck site

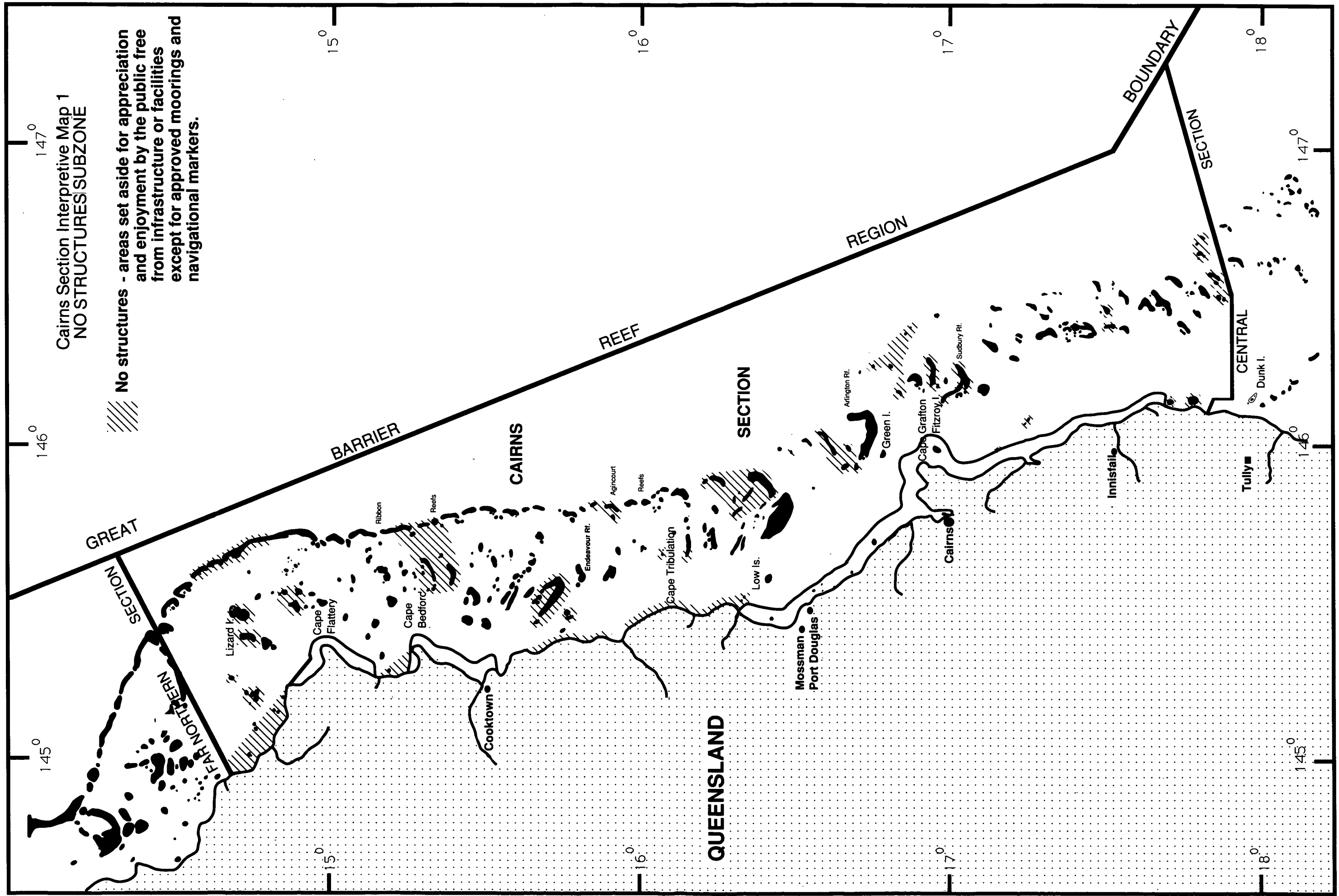


NATIONAL PARKS	
1. Nymph Island	27. Mabel Island
2. Starcke	28. Round Island
3. Lakefield	29. Davies Creek
4. Lizard Island	30. Mt Hypipamee
5. Turtle Group	31. Grey Peaks
6. Rocky Islets	32. Bellenden Ker
7. Two Isles	33. Chilligoe - Mungana
8. Three Isles	34. Mutchero Inlet
9. Black Mountain	35. Russell and Mulgrave Rivers Area
10. Mount Webb	36. Lake Eacham
11. Endeavour River	37. Lake Barrine
12. Mount Cook	38. Eubenangee Swamp
13. Hope Islands	39. Millstream Falls
14. Cedar Bay	40. Ella Bay
15. Cape Tribulation	41. Eddy Bay
16. Struck Island	42. McNamee Creek
17. Snapper Island	43. Pameraton
18. Daintree	44. North Bernard Islands
19. Dugmar Range	45. Jessie Island
20. Michaelmas Cay	46. Hutchison Island
21. Upolu Cay	47. South Bernard Islands
22. Green Island	48. Stephens Island
23. Mount Whitfield	49. Sisters Island
24. Barron Gorge	50. Frankland Island Group
25. High Island	51. Kurrimine
26. Normanby Island	52. Maria Creek
	53. Clump Mountain

**Cairns Section
MAP 10
ADJACENT PROTECTED AREAS/RESERVES**

Cairns Section Interpretive Map 1
NO STRUCTURES/SUBZONE

No structures - areas set aside for appreciation and enjoyment by the public free from infrastructure or facilities except for approved moorings and navigational markers.



QUEENSLAND

**Cairns Section
Interpretive Maps
for the Proposed Zoning Plan
MAP 1
NO STRUCTURES SUBZONE**

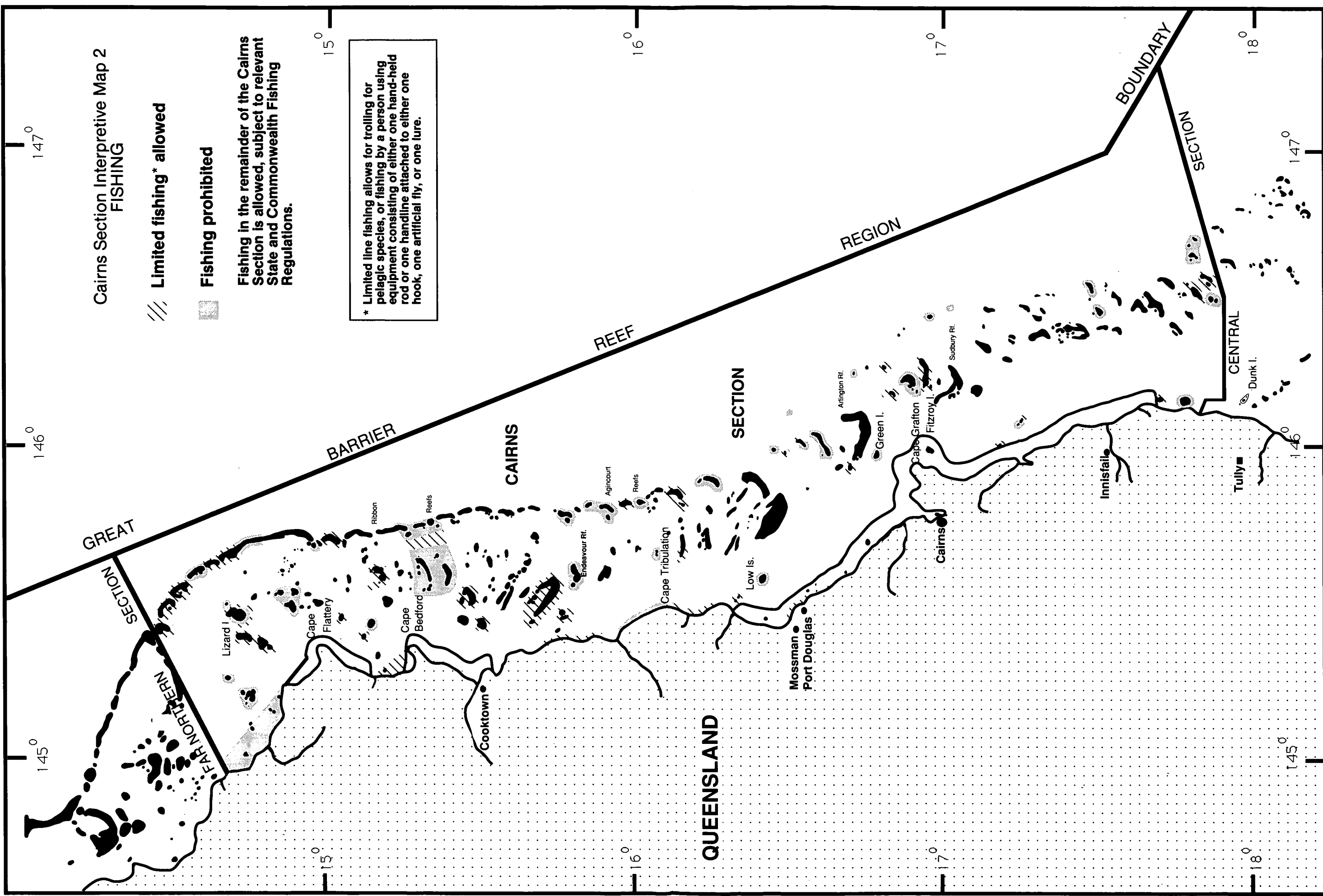
Cairns Section Interpretive Map 2
FISHING

/// Limited fishing* allowed

■ Fishing prohibited

Fishing in the remainder of the Cairns Section is allowed, subject to relevant State and Commonwealth Fishing Regulations.

* Limited line fishing allows for trolling for pelagic species, or fishing by a person using equipment consisting of either one hand-held rod or one handline attached to either one hook, one artificial fly, or one lure.



GREAT

SECTION

FAR NORTHERN

BARRIER

CAIRNS

SECTION

QUEENSLAND

REGION

BOUNDARY

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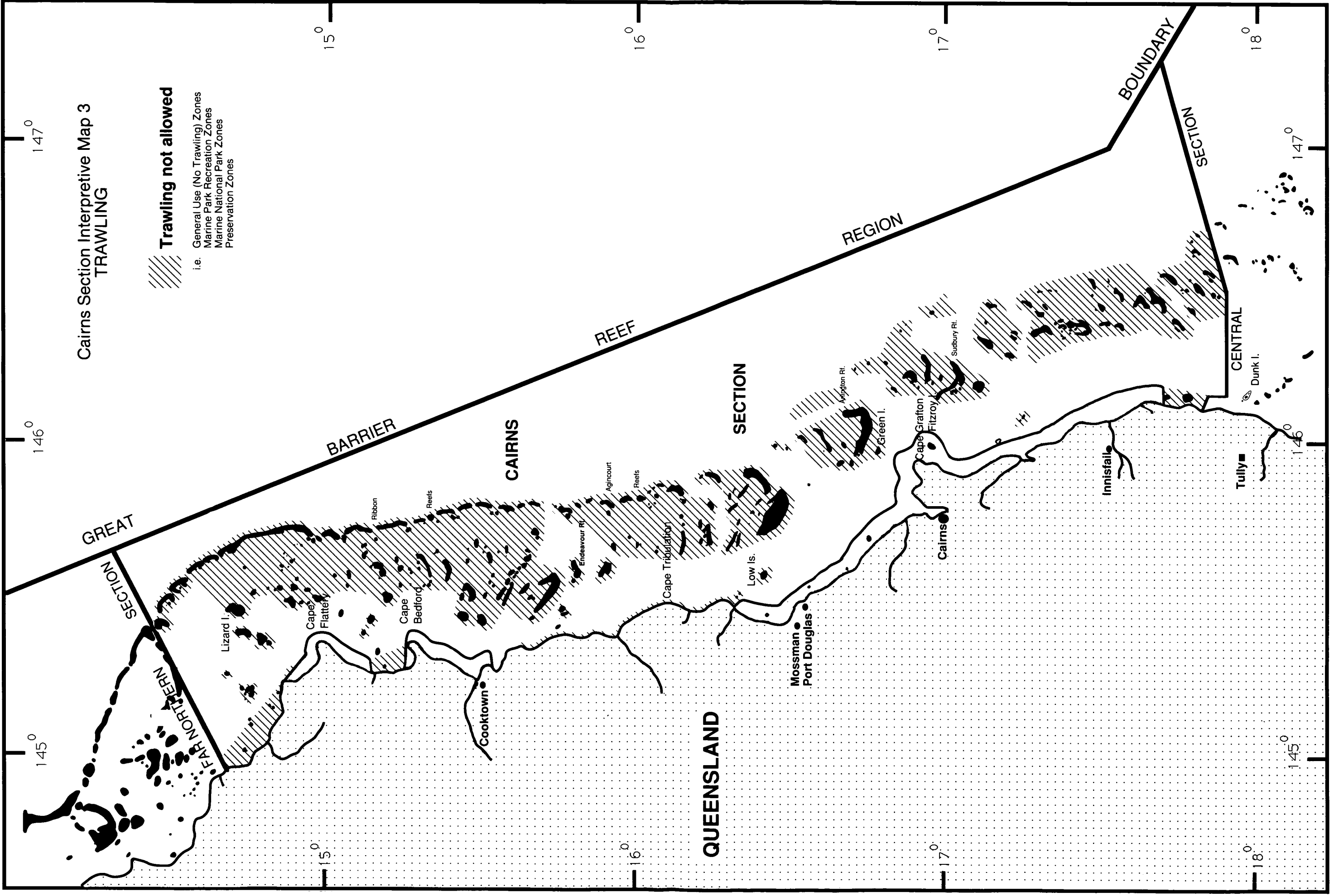
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**Cairns Section
Interpretive Maps
for the Proposed Zoning Plan
MAP 2
FISHING**

Cairns Section Interpretive Map 3
TRAWLING

Trawling not allowed

- i.e. General Use (No Trawling) Zones
- Marine Park Recreation Zones
- Marine National Park Zones
- Preservation Zones



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QUEENSLAND

CAIRNS

SECTION

SECTION

REGION

BOUNDARY

SECTION

CENTRAL

FAR NORTHERN

GREAT

SECTION

Lizard I.

Cape Flattery

Cape Bedford

Cooktown

Endeavour Rf.

Agincourt

Reefs

Cape Tribulation

Low Is.

Mossman
Port Douglas

Cairns

Cape Grafton
Fitzroy

Green I.

Agitation Rf.

Sudbury Rf.

Innisfail

Tully

Dunk I.

**Cairns Section
Interpretive Maps
for the Proposed Zoning Plan
MAP 3
TRAWLING**