

Guidelines

Activity impact assessment - Pontoons

August / 2019

Date: 16-Aug-2019

Objective: To provide guidance on the assessment and ongoing management of tourist pontoons within the Marine Park.

Target audience:

Primary: Great Barrier Reef Marine Park Authority officers assessing applications for permission to install and operate tourist pontoons.

Secondary: Any person applying for a permission for a new or existing tourist pontoon; interested members of the public.

Purpose

- 1. Decisions on applications to install and operate tourist pontoons and heli-pontoons in the Great Barrier Reef Marine Park (the Marine Park) are consistent with achieving the objects of the *Great Barrier Reef Marine Park Act 1975* (the Act).
- 2. The Great Barrier Reef Marine Park Authority (the Authority) and permission holders implement a consistent and achievable, risk based approach, to the ongoing inspection, maintenance and management requirements for tourist pontoons and heli-pontoons in the Marine Park.

Related legislation/ standards/ policy

- 3. Great Barrier Reef Marine Park Act 1975
- Great Barrier Reef Marine Park Regulations 2019
- 5. Great Barrier Reef Marine Park Zoning Plan 2003
- 6. Marine Safety (Domestic Commercial Vessel) National Law Act 2012
- 7. Environment Protection (Sea Dumping) Act 1981
- 8. National Standard for Commercial Vessels

Context

Description of the activity

- 9. For the purpose of these guidelines the term 'pontoon' refers only to a tourist pontoon or heli-pontoon.
 - These guidelines do not include pontoons associated with jetties, marinas or breakwalls which generally provide access to an island or the mainland.
 - b. Refer to the Facilities assessment guidelines for guidance on other types of facilities.
- 10. A tourist pontoon is considered to be semi-permanently moored and purpose-built to support tourist activities. Installation is generally on concrete mooring blocks with chains attached to a floating platform. Heli-pontoons comprise a similar structure with a floating helicopter landing pad attached to the moorings. The semi-permanent nature of installation means that pontoons are considered a fixed facility when installed and operated in the Marine Park.
 - a. Whilst a pontoon can be removed or relocated, this generally only occurs to slip and repair or refurbish.
 - b. The Marine Tourism Contingency Plan provides certain circumstances under which a pontoon may be considered for temporary or permanent relocation following a severe weather event that has irreparably damaged the site.

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- c. Pontoons will otherwise remain in the same location for the life of the permitted operation.
- 11. Tourist pontoons provide excellent opportunities for tourism as a platform from which visitors participate in a range of reef activities depending on their level of experience. A number of land-based tourist operators transfer visitors to their pontoons to undertake snorkelling; swimming; scuba diving; helmet diving; coral viewing in an underwater observatory, glass bottom boat or semi-submersible vessel; and a number of other in-water and out-of-water tourist activities. The majority of pontoons are located up to 35 nautical miles off the coast, serviced by fast vessels, and may accommodate up to 450 visitors at any one time.¹
- 12. Heli-pontoons provide a landing platform for helicopters and other rotorcraft, giving permitted operators landing access to reef locations to conduct tourist activities. Many of the heli-pontoons are operated in association with tourist pontoons and tourist programs.
- 13. The pontoon-based tourist industry services many national and international visitors to the Reef¹. Pontoon structures have improved through technical and competitive innovations from simple platforms into larger and more complex facilities offering a range of services and experiences. The Authority permits the operation of large multi-functional tourist pontoons in the Marine Park, with some current permitted pontoons being up to 50 metres in length, some of which include overnight accommodation for a limited number of visitors. Pontoons may be single or multi-story structures.
- 14. The majority of tourist pontoons are located in reef areas where partially smooth waters and proximity to the mainland allow safe operation.
- 15. It is in the interest of operators to ensure pontoon design and installation is completed in an ecologically sustainable way as the value of their site as a tourist destination depends on maintaining the health of the local ecosystem. With good design, planning, site selection and ongoing maintenance, potential impacts to Marine Park values can be effectively managed to provide a sustainable tourism experience. Vessels can berth directly to the pontoon and rotorcraft can land on heli-pontoons, preventing a need to anchor at frequently visited locations.
- 16. The Reef infrastructure guidelines: tourist pontoons, CRC Reef Research Centre Technical Report is a comprehensive guideline that provides new and existing pontoon operators, designers and managing agencies, with a framework for the design, installation, operation and monitoring of pontoons in the Marine Park.

Management

17. This section explains the most commonly used legislation, policies and management plans in managing pontoons in the Marine Park. Also refer to the <u>Permission system policy</u> for a list of legislation, standards and policies relating to the permission system.

Zoning and Legislation

- 18. Under the Zoning Plan, permission is required for operating a pontoon facility, in relevant zones. The exception being Preservation Zone and Scientific Research Zone where the Authority will not grant permission for the installation or operation of a pontoon. Operating a facility includes building, assembling, fixing in position, maintaining or demolishing the facility and discharging waste from the facility. Any application for the installation and operation of a pontoon will be assessed in accordance with the <u>Risk assessment procedure</u> and <u>Assessment guidelines</u> in order to determine whether permission will be granted.
- 19. Part 3 of the Zoning Plan establishes the Remote Natural Area from north of Lizard Island to the tip of Cape York. This area is the most biologically diverse region of the Marine Park valued for its natural character. The Zoning Plan sets out two objectives for the Remote Natural Area, to:
 - a. maintain the area in a state that is largely unaltered by works or facilities; and
 - b. provide opportunities for quiet appreciation and enjoyment.
- 20. In order to achieve the objectives of the Remote Natural Area, the Authority is unlikely to grant any permission for the installation or operation of a pontoon within this area.

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All domestic commercial vessels in Australia are regulated under the Marine Safety (Domestic 21. Commercial Vessel) National Law Act 2012 and the National Standard for Commercial Vessels. Tourist pontoons do not have the same requirements as other vessels. See the *Inspection and* maintenance considerations section of these guidelines.

Planning Areas

22. The installation of pontoons is limited within each of the planning areas under the Plans of Management as identified in Table 1. Plans of Management address specific issues to protect the values within high use tourism areas and ensure sustainable use of the Marine Park.

Table 1: Limitations on pontoons in the planning areas

Plan of management	Limits on the installation of pontoons			
Cairns Area	No new permissions will be granted except:			
	a heli-pontoon in the Ribbon Reef Sector; or			
	outside a Location.			
	No new pontoons are permitted within Reef Anchorage Areas.			
Hinchinbrook	No new permissions for tourist pontoons will be granted except within an Intensive use Location or outside a Location.			
Whitsundays	 No new permissions will be granted except: in a Setting 1 (intensive) area in the Hardy Reef Location in the Woodwark Bay South Location if the facility does not require advertising and is unlikely to have any impacts on the values of the Marine Park. 			

Site Management Arrangements

- 23. It is the Authority's intention that permission to install a high use multi-functional tourist pontoon may occur where an applicant can demonstrate demand through justifying a need for the facility. For most of the Marine Park, it is the Authority's position that any new proposed large pontoon must not be located within 5 kilometres (2.7 nautical miles) of an existing pontoon. A tourist pontoon that is greater than 40 metres is classified as a large pontoon.1
- Many areas within the Marine Park have non-statutory site plans or site management arrangements to manage the potential cumulative impacts from the installation of moorings, pontoons and other fixed facilities at certain locations. Where locations covered by site management arrangements, are not considered under a Plan of Management, the limitations for installing pontoons are listed in Table 2.

Table 2: Limitations on the installation of pontoons under site management arrangements

Site management arrangements	Limits on the installation of pontoons
Raine Island Moulter Cay and MacLennan Cay, Far Northern Management Areas	Within the remote natural area – No facilities permitted.
Some sites in the Cairns/Cooktown Management Areas	There is a historic site management intent that some sites remain free from most fixed facilities which need to be considered in assessments. See the Location-specific assessment information sheet for details.
Fitzroy Reef, Mackay/Capricorn Management Areas	A No Structures Area has been designated in the southern end of the No Anchoring Area to protect the rare and fragile coral (refer Map).
Lady Musgrave Reef, Mackay/Capricorn Areas	 Maximum of two pontoons permitted in <i>Management Area 1</i> and permission must be linked to a daily tourist program permission to <i>Management Area 1</i> (refer Map). Applications allocated through an expression of interest process. Installation and operation to the pontoon required within one year of the permission being granted. Pontoon applications for <i>Management Area 2</i> will be assessed under standard procedures.

Common assessment considerations

- 25. The <u>Application guidelines</u> provide guidance about the permission application process including fees, assessment approaches, and the minimum information requirement to be submitted with each type of application in the <u>Application checklists</u>. Applications through Permits Online will prompt the applicant to provide the correct information.
- 26. Due to the site-specific nature of a pontoon, any application for a new tourist pontoon is likely to require public advertising and additional targeted consultation, particularly with Traditional Owners of the area (see the <u>Traditional Owner heritage assessment guidelines and Woppaburra heritage assessment guidelines for more information)</u>.
 - a. The Regulations specify any proposal that is likely to impact on reasonable use or the values of the Marine Park will require public advertising.
 - i. Like-for-like replacement of a pontoon will not require public advertising.
 - ii. The continuation of a pontoon permit will not require public advertising unless the proposal includes significant changes to an aspect of the pontoon, such as an increase in size through refurbishment/redesign*; or
 - iii. in some cases where works have not commenced in the Marine Park**.
- * An increase in size where the total area occupied by the pontoon increases in such a way as to potentially restrict the public's reasonable use or have potential impacts to the values of the Marine Park.
- **This will be at the discretion of the delegate and generally only when the permit holder has held a permit for the full term without commencing construction.
- 27. If public advertising is required the application will generally be assessed under a public information package assessment approach. Refer to the <u>Application guidelines</u> for more information on how assessment approaches are determined.

Information for assessment of an application

28. The assessment considers the distinct stages of a pontoon's life, including:

a.	Concept design and planning	 Has the pontoon been designed and certified by a Naval Architect, including the provision of drawing/s?
b.	Installation or construction	 What is the proposed method of installation, taking into account seasonal considerations?
C.	Initial testing and 'settling in' period	 Once installed, how long until the pontoon will be operational? Will a moorings contractor or marine contractor certify that the pontoon has been installed in accordance with the design drawings prior to operations?
d.	Routine operation, inspections and maintenance	 Has the applicant provided a plan for the ongoing inspection and maintenance of the facility?
e.	Temporary shutdowns or disuse	- What is the plan before or following severe weather?
f.	End-of-life or end-of- operation decommissioning or removal and site rehabilitation	 Is the pontoon likely to be permanently removed or is there a plan to slip and refurbish it for re-installation with an extended design life? What is the proposed operational life of the pontoon?

- 29. For each stage of the pontoon's construction and installation, consider the types of activities or events that are expected or that may occur using the pontoon and the risks associated.
- 30. Specific information is required to be provided for a pontoon application to be accepted as properly made. A full list of the minimum standard information requirement is within the <u>Application checklists</u>. Additional information may be required to undertake a full assessment depending on the type and location of the proposed pontoon and this will be requested as necessary during the assessment.

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New pontoon applications

31. Description of the proposal

- a. A full description of the proposed pontoon will be required, including but not limited to:
 - i. For large pontoons justification as to the need/demand for the facility.
 - ii. The proposed location for the installation of the pontoon.
 - iii. Design drawings that have been appropriately certified by a Naval Architect.
 - iv. Configuration, design, specifications and miscellaneous aspects of the pontoon body including pontoon size, environmental loads that the pontoon is designed to withstand (See Chapter 5 of the <u>Reef CRC Technical Report</u> for information about appropriate pontoon design probabilities).
 - v. Design, configuration and layout of the pontoons moorings, chains and anchors.
 - vi. Detailed description of any ancillary facilities proposed including ancillary moorings. If permanent or temporary snorkel trails and rest stations are proposed, this information will also be required, including details of how installation and removal will be managed to minimise contact with corals.
 - vii. Details about the nominated design life of the pontoon once it has been. For a 20 year permit to be granted, the pontoon must be designed to have a minimum of 20 years of operational life with an appropriate maintenance plan in place. If this information is not available, the permit term will be no longer than ten (10) years. Other factors will be taken into consideration when determining permit term, such as the permit holder's suitability to hold a long-term permit. The design life will generally require verification by a Naval Architect or Accredited Marine Surveyor.
 - viii. Details of the tourist program that will be operated in conjunction with the pontoon including activities, maximum passenger numbers, any ancillary vessels proposed to be used (for example glass bottom boats) and whether these are proposed to be left on site.
 - ix. Details about how waste will be managed and disposed of in an appropriate manner including manufactured materials, food scraps and sewage. Note that a sea dumping permit will be required under the *Environment Protection (Sea Dumping) Act 1981* (the Sea Dumping Act) if sewage is to be transferred from the pontoon to a vessel for sea based disposal in Commonwealth waters. More information is available on the Department of the Environment and Energy website.
 - x. Details of the environmental monitoring, maintenance, decommissioning and removal (see the relevant section below).

32. Feasible and prudent alternatives

- a. Pontoons allow for the presentation of the values of the Marine Park and provide for educational opportunities however, the installation and operation may pose a risk to Marine Park values if not appropriately sited, installed and managed.
 - i. The applicant may need to justify the need for the project, and evaluate any possible alternatives that have been considered such as alternative sites, pontoon design and mooring design/depth. Where the applicant has identified that a lower impact alternative exists and this option has not been selected as the preferred option, the applicant will be required to justify the chosen option.
 - ii. Applicants are encouraged to hold a pre-application meeting with the Authority and Queensland Parks and Wildlife Service before finalising a preferred alternative.

33. Site selection

- a. Another critical assessment consideration is whether the site that the pontoon is proposed to be located, is suitable for the installation of the pontoon. Limitations in place under statutory and non-statutory planning arrangements are identified in the *Zoning and Legislation* and the *Site Management Arrangements* sections of these guidelines.
- b. The type and configuration of moorings and anchors depends on the environmental characteristics of the site and also the need to withstand severe weather events. As pontoons are generally moored in close proximity to corals, it is important to design and install the facility and its moorings to minimise direct damage and shading.

- C. The following considerations will assist in determining the most appropriate site for locating a pontoon:
 - The biodiversity and heritage values at the site and the potential impacts from the i. installation and use of a pontoon at that location.
 - ii. The Traditional Owners of the sea country in the area and their views on locating a pontoon at this site.
 - Existing human uses which occur at, or in proximity to, the site and the way in which the iii. installation and operation of the pontoon may enhance or detract from other people's
 - Relevant impacts and benefits that may occur if the pontoon is installed at a particular
 - ٧. Whether the public's reasonable use of the site and/or surrounding area will be impacted.

Environmental Management Plan, decommissioning and removal plan 34.

- An Environmental Management Plan (EMP) details the applicant's understanding of the risks and impacts posed by the activity and sets out a clear commitment from the applicant as to how these risks and impacts will be avoided, mitigated, offset (where required), monitored and adaptively managed.
- A draft EMP is likely to be required at the time of application for the installation, operation and b. routine maintenance of any new pontoon. The draft EMP will identify:
 - relevant impacts of the proposed installation and provide details about how the installation and operation of the pontoon will be managed to minimise these impacts.
 - preparation and control measures that will be implemented during a significant event ii. such as a cyclone.
 - iii. ongoing maintenance and inspection regimes, including any planned or likely refurbishment or significant works that may be required.
- Refer to the Application checklists for information specific to the content of a draft EMP. The c. Assessment guidelines provide information about how an EMP will be evaluated by the Authority and at what stage the EMP will need to be updated. Any permission granted may include additional requirements to be incorporated into a final EMP before approval by the Authority.
- d. Pontoons must be designed and installed to be fully removed from the Marine Park with minimal impact once the operational life has expired. The applicant must provide details about how the pontoon, its primary moorings, anchors, mooring blocks and all ancillary facilities will be decommissioned and removed at the end of the pontoon's operational life. Consideration of decommissioning and removal options should therefore form part of the application.

Continuation applications

Description of the proposal 35.

The applicant will need to confirm that the purpose of, and activities associated with, the a. pontoon have not changed. A full description of the operation is not required unless the applicant proposes to change any component of the permission, in which case, only the additional components will need to fully described and justified. Note that a higher assessment fee is likely to be charged if the application comprises a continuation with changes, as additional assessment will be required. See information on the Authority's websites about permission assessment fees.

36. Reports

- Conditions of permission for a pontoon will generally commit the permission holder to certain reporting requirements. With the exception of Environmental Management Charge (which must be up to date, but is dealt with separately). Any relevant reports that have been developed in accordance with the conditions of permission will need to be submitted at the time of application for continuation of the permission. These may include, but not be limited to:
 - A summary of any environmental incidents that have occurred over the life of the permit and how those events were managed, including any changes to the operation that resulted.

- ii. Current (less than 12 months old) inspection report completed and / or approved by a person with relevant qualifications, as detailed in the permit conditions and in Table 4 which demonstrate that the pontoon, moorings and any ancillary facilities have been maintained and comply with relevant requirements.
- iii. Maintenance reports that are completed and or approved by a person with relevant qualifications, as detailed in the permit conditions, which identify any maintenance works that have been carried out on the pontoon and/or the ancillary facilities or that may be required within the next 12 months.
- iv. If the applicant is applying for a 20 year permit, a current (less than 12 months old) inspection report completed by an Accredited Marine Surveyor which demonstrates that the pontoon is fit for operation over a 20 year period with an appropriate maintenance schedule in place.

37. Other information

- A continuation application must be supported by any other information identified in the <u>Application checklists.</u>
- b. A pontoon that has been permitted but not yet fully installed, or that is installed but not yet operational, at the time of the continuation application may require additional explanation of why the pontoon is not yet installed or operational and a future planned timeline for completion and operation.
 - Whether a permit is granted to continue an uninstalled pontoon will be a case-by-case assessment.
 - ii. It should be noted that some pontoons may require installation within a set period of time especially when opportunities for pontoons are limited.

Transfer applications

- 38. Transfer applications will require as a minimum the following reports to be submitted:
 - a. Current (less than 12 months old) inspection report completed and/or approved by a person with relevant qualifications, as detailed in the permit conditions and in Table 4 which demonstrate that the pontoon, moorings and any ancillary facilities have been maintained and comply with relevant requirements.
 - b. Maintenance reports that are completed and or approved by a person with relevant qualifications, as detailed in the permit conditions, which identify any maintenance works that have been carried out on the pontoon and/or the ancillary facilities or that may be required within the next 12 months.

Links to values

Biodiversity values

39. A range of impacts to biodiversity values could potentially occur from the installation, operation and removal of a pontoon and many of these are considered in Table 3 for new and existing pontoons. This is not an exhaustive list and impacts are likely to be dependent on site selection, design, positioning and maintenance of the pontoon as well as any additional ancillary facilities and the activities proposed to be undertaken during the operational life. Refer to the relevant value assessment guidelines for more information.

Historic heritage values

40. Installing a new pontoon must not irreversibly damage historic sites or artefacts, therefore site selection is key to avoiding impacts to these values. The most common impacts would occur to artefacts and sites that are located underwater such as shipwrecks or other historical maritime sites, particularly at sites whose locations have not been recorded or identified. A range of impacts are identified in Table 3, however more specific information on these values is provided in the Historic heritage guidelines for places of significance and Guidelines for assessment of impacts to WWII features and shipwrecks.

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Social values

- 41. Assessment approaches of pontoon installation is likely to involve public consultation to help determine the social impacts of the proposed activity. When installing and operating pontoons the impacts to social values should be considered (refer to <u>Social value assessment guidelines</u> for further information). Some key considerations include:
 - a. **Access** installation and operation of a pontoon may enhance people's ability to enter and use the Marine Park, providing access to reefs that people seldom have the opportunity to otherwise visit. Pontoons may also be perceived by other users to offer exclusivity to a particular location.
 - b. **Aesthetics** Most tourists who have visited the Marine Park agree that the aesthetic beauty is outstanding.² Aesthetics is connected to environmental and experiential attributes.
 - Whilst pontoons may enhance visitors' aesthetic experiences and offer opportunities to experience the underwater beauty of the Marine Park, the visual perception of others may be impacted as pontoons are manmade structures which may detract from the surrounding environment and amenity. Well designed, positioned and maintained pontoons will have lower impact on aesthetic values.
 - c. **Appreciation, understating and enjoyment** is gained through positive personal experience together with scientific, heritage and local knowledge being passed on. Pontoons offer a range of interpretive opportunities through in-water and out-of-water activities. Pontoons may have education and interpretation programs that provide information on the values of the Marine Park and enhance the visitor experience.
 - d. **Income and employment** A large number of visitors are able to access the Marine Park through these facilities, generating income and employment opportunities to the permitted operator and the local community.

Traditional Owner heritage values

- 42. Traditional Owners have a strong bond with the Great Barrier Reef through their cultural and spiritual connections with the land and sea country. Traditional Owner heritage values are those significant to Traditional Owners in accordance with their practices, observance, customs and lore.² Traditional Owner values that may be impacted by the installation and operation of a pontoon include:
 - a. **Sacred sites, sites of particular significance and places important for cultural reasons** many of these sites are not publicly known. The information is sacred to Traditional Owners. It is therefore important to consult the relevant Traditional Owners to determine the likely impacts of installing a pontoon at a particular site.
 - b. **Stories, songlines, totems and language** expressive social activities used to pass down the importance of maintaining all living things, places or objects in a sustainable manner from one generation to the next.² These values are impacted by a range of activities.
 - c. Cultural practices, observance, customs and lore Traditional hunting, seasonal and cultural use of resources and control of access to sea country may be impacted as a pontoon is a site specific activity.
- 43. It is recommended to undertake targeted consultation with key Traditional Owners on any proposed activities in the Marine Park, including applications for the installation of a new pontoon (refer to the <u>Traditional Owner heritage impact assessment guidelines</u>). Further, if the proposal is within the Woppaburra Traditional Use of Marine Resources Agreement area (i.e. Keppel Island group and surrounding area), the Woppaburra Traditional Owners have a consultation process in place (refer to the Woppaburra heritage assessment guidelines for more information).

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Hazards and mitigation

44. The consequences and risks associated with installation and operation of a pontoon will depend on a number of factors, including the proposed design, site selection, waste management, maintenance, tourist activities and ancillary facilities. The risks will be assessed in accordance with the Risk assessment procedure. Table 3 summarises risks and mitigation measures. These are intended as examples only, other risks may be present depending on the nature of the operation or those listed below may not apply in certain circumstances. Also refer to the hazard tables of the Social Value guidelines and Traditional Owner Heritage guidelines for further information about the potential hazards from proposed activities and the possible impacts to the respective values.

Table 3: Summary examples of hazards, possible impacts and possible mitigation measures

Hazard	Possible Risk (effect on value)	Possible avoidance, mitigation and		
		monitoring measures		
Change in current or future human use pattern	 Installation and operations of pontoons may displace other users. Limiting public access may disturb other users or disrupt Traditional Owner activities. Pontoons and ancillary facilities attract high numbers of visitors which may lead to impacts on amenity. Ambience, beauty and tranquillity of the area may be impacted by altering the sight, sound, smell. 	 New pontoon applications may require public advertising and may require specific Traditional Owner Consultation. Targeted consultation may also be required with other potential users of the site. Confirm use is consistent with zone objective, Plans of Management restrictions (including setting) and site management arrangements. Limit the number of visitors. Reef health monitoring. Appropriate sewage and waste management. 		
Change in ecological processes	 Installation and operation may alter natural behaviours of marine fauna, particularly sea turtles and some bony fish. Fish feeding, if not managed, is known to alter trophic structure, competition, predation and impact on fish health. Pontoons that are installed over and adjacent to corals can cause shading and impact on zooxanthellae's ability to photosynthesise. Daily visitation to a single site, with high numbers of visitors, may displace local populations or individuals of various species of marine fauna including turtles. Pontoons may attract fish life through providing artificial habitat and food sources. Impact on biodiversity values, and ecosystem health and integrity results in impacts on social values and Traditional Owner values. 	 Best practice design, certified by a naval architect. Installation by moorings or marine contractor. Careful site selection to minimise impacts to corals. Requirement for an EMP for installation and operation. Requirement to comply with inspection and maintenance conditions. Limit the number of visitors. Include fish feeding conditions on permits. Require site monitoring to determine whether any impacts are occurring and implement adaptive management. 		
Change in noise	Noise generated from human activities concentrated in a single location can detract from amenity at the site and disturb marine fauna.	 Site supervision for installation and significant works. Schedule of works and EMP required. Fauna spotter during significant works or installation if required and work to cease if sensitive species are in proximity. 		

Hazard	Possible Risk (effect on value)	Possible avoidance, mitigation and	
Trucuid	- Coolisio Riok (circut oil value)	monitoring measures	
	Installation or maintenance	Limits on the number of visitors	
	activities, may produce noise, including any drilling associated with installation of grouted screw moorings (if proposed) may temporarily disturb marine fauna. Noise pollution can alter experiential attributes and impact on the aesthetics and other social values, such as enjoyment and appreciation.	 implemented through permit conditions, and compliance with group sizes identified in site management arrangements and Plans of Management. Consideration of proximity between pontoons. Contemporary design using best available technology will reduce impacts. 	
Contamination of	Untreated sewage discharge	Appropriate sewage management.	
water or sediment	 impacts on overall health of the local ecosystem if not properly managed. People may inappropriately dispose of food scraps, plastics or other wastes that may be ingested by marine animals, or cause entanglement, resulting in health issues or death. Antifouling agents used to treat facilities may be toxic to marine life. Any degradation of ecosystem integrity, health and function may impact on social values and Traditional Owner values. 	 Use of appropriate screening, drop sheets and compliance with the EMP to prevent waste materials, metal scraps and chemicals from entering the marine environment during works. Slipping for major works and refurbishment. Number of visitors and activities allowed is managed through permits. Requirement for an EMP. Best practice fuel and chemical storage/transfer. Auditing compliance with permit conditions. Anti-fouling agents used are non-toxic. 	
Direct death or	Vessel strike.	Brief crew on risks and procedures to	
removal of living things, including vessel strike	 Handling or disturbance of wildlife may lead to injury, disease or death. Plants or sessile animals (such as corals or clams) may be destroyed by propeller damage, trampling, or other physical disturbance by vessels, people or equipment. Pontoon that has not been appropriately maintained, or that fails following a severe weather event poses a risk to corals. Intentional or unintentional death or removal of living things (including totem species or species of significance) may impact Traditional Owner values. 	 Brief crew on risks and procedures to minimise risks. Avoid using vessels at low tide in shallow areas. Avoid sensitive habitats and species. Manage proximity of visitors to marine life, through suitable snorkel and dive paths and rest stations. Requirement of site monitoring and an EMP. Site supervision for certain works. Ensure activity related conditions are implemented on permit to minimise potential for marine life to be touched, chased, harassed or otherwise disturbed. Implement fish feeding conditions on permits. 	
Direct injury or disturbance of living things, including translocation	 Touching, pursuing, or otherwise disturbing wildlife during swimming, snorkelling or diving activities. Moving wildlife, for example attracting fish to snorkelers to improve a photo shot. Installation of a pontoon may result in injury or disturbance to corals if not sited appropriately. Ancillary vessels may collide with corals during coral viewing tours. 	 Establish Go Slow zones, if required. Brief crew on risks and procedures to minimise risks. Avoid using vessels at low tide in shallow areas. Avoid sensitive habitats and species. Manage proximity of visitors to marine life, through suitable snorkel and dive paths and rest stations. Ensure activity related conditions are implemented on permit to minimise 	

Hazard	Possible Risk (effect on value)	Possible avoidance, mitigation and monitoring measures	
	 Direct contact with corals, sessile marine fauna or seagrasses from fins, trampling, touching or resting. Proposal may include translocation of coral to minimise direct impacts from the installation. Pontoon that has not been appropriately maintained, or that fails following a severe weather event poses a risk to corals. 	 potential for marine life to be touched, chased, harassed or otherwise disturbed. Implement fish feeding conditions on permits. Any translocation/transplantation that is approved must be done in accordance with the Position statement for translocation and Coral transplantation at tourism sites Information Sheet or an approved plan. Requirement for an EMP, schedule of works and site supervision. 	
Marine debris	 Packaging or waste released into Marine Park. Entanglement of wildlife. Ingestion by wildlife. Bioaccumulation of plastics in the food chain. Aesthetic impacts. 	 Adequate waste disposal procedures in place, comply with permit conditions. Requirement for EMP. Waste disposal facilities aboard the pontoon and vessel are fixed and/or otherwise stabilised. 	

Permit conditions and post permit considerations

Site supervision requirements

- 45. If permission is granted, site supervision may be required through permit conditions in the following cases:
 - a. Installation of any new pontoon or upgrade of a mooring system.
 - b. Removal and re-installation of a pontoon that is being/has been slipped for repairs, refurbishment or maintenance in some instances.
 - c. Major works to be conducted in-situ such as on structural repairs following a significant event.
 - d. Relocation of an existing pontoon to a different permitted site.
 - e. Decommissioning and removal.
- 46. Where site supervision is required the Authority may undertake the site supervision or direct another person to undertake supervision on its behalf. Site supervision for significant works is likely to be undertaken at the cost of the permission holder. It is therefore necessary for adequate notice to be given to the Authority of any impending works.

Deed of agreement and financial bond

- 47. Permissions for pontoons are granted with conditions that require the permission holder to enter into a deed of agreement with the Authority and provide financial security by way of a bond, specifically:
 - a. Section 117(2)(d) of the Regulations establishes that the Authority may require the permission holder to enter into an agreement which includes undertakings appropriate to achieving the objects of the Act. The deed is a legally binding agreement under which the permission holder has certain obligations to protect the values of the Marine Park.
 - b. Section 117(2)(e) provides for the Authority to require a financial security by way of a bond in the form of cash or bank guarantee.
 - i. A bond is a sum of money lodged with the Authority which provides financial security that the Authority may access to remediate any damages caused to the Marine Park as a result of the permitted operation.
 - ii. In order to determine the bond amount the Authority generally requires the applicant/permission holder to source salvage quote(s). The amount, or average amount, in the salvage quotes provided is used to determine an appropriate bond. If salvage

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quotes are not obtained the Authority will make a determination of bond amount based on the best available information.

- c. The <u>Assessment guidelines</u> have more detailed information about deeds and bonds including how a bond amount is calculated and indexed over the life of the permit.
- d. The Authority may call upon a permission holder's bond to undertake salvage works or remediate damage cause by any pontoon, or component thereof, in the Marine Park. In addition the bond may be used to remediate damage caused as a result of removal.

Inspection and maintenance considerations

- 48. The National Standard for the Administration of Marine Safety sets out the requirements under maritime legislation that must be met in order to ensure vessels are surveyed to the appropriate standard.
- 49. Tourist pontoons are classified by the Australian Maritime Safety Authority (AMSA) as Existing Vessels under Marine orders 503 and 504. If significant changes are made to the original design or operating parameters that increases the risk then the classification may change to Transitional Vessel. If the occurs the AMSA requirements include a 5 year out of water survey unless exemption is granted.
- 50. The introduction of the <u>National System for Domestic Commercial Vessel Safety</u> in 2013 provided for certain classes of vessels to be operated in accordance with the preceding legislation. As such, tourist pontoons are exempt from any inspection, maintenance or survey requirements under AMSA's legislative regime.
- 51. In order to ensure impacts to Marine Park values are managed it is essential that pontoons are designed, installed and maintained to avoid environmental harm. The onus is on the permission holder to ensure all components of the pontoon are safe, fit for purpose and in a state of good repair, including deep-water moorings.
- 52. The Authority takes a risk-based approach to the inspection and maintenance requirements for pontoons and their moorings. The permission conditions will require the permission holder to maintain all components of the pontoon and associated moorings in a state of good repair and report on same. The inspection, maintenance and reporting requirements are summarised in Table 4.
- 53. If an inspection of the pontoon and associated moorings identifies any issues or damage the permission holder must ensure this is repaired. The inspection report should therefore identify a plan or schedule to undertake any other repairs that have been identified as being required.
- 54. If a pontoon fails as a result of a permission holder not undertaking relevant inspections and any required maintenance to ensure the facility is properly maintained, the Authority may call upon the bond to remediate any damage caused or undertake salvage works. See the *Insurance*, deed of agreement and financial bond section of these guidelines.
- 55. Certification following installation or re-installation
 - a. The floating components require attachment to the mooring system. When a new pontoon is installed or an existing pontoon is slipped for significant repairs or refurbishment, the Authority requires a moorings contactor or marine contractor to certify that the pontoon has been installed in accordance with the approved design drawings.
- 56. <u>Inspection of the floating components</u>
 - a. The floating components will require a thorough inspection by an Accredited Marine Surveyor every five (5) years from the commencement of the permit. The associated inspection report will be submitted to the Authority through Permits Online within 20 business days of the inspection taking place.
 - i. Any continuation application for an existing permitted pontoon will need to include a current inspection report obtained within the previous 12-month period.
 - b. The permission holder may need to provide evidence to the Authority that any repairs identified in the inspection report have been completed as required.

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58. Inspection of pontoon moorings

- a. The Authority recognises that certain pontoon mooring systems are designed to withstand significant loads and require less frequent maintenance.
- b. If the permission holder can demonstrate, through engineer or naval architect certification, that the pontoon mooring design has been optimised to achieve a greater lifespan with lower maintenance requirements, consideration may be given to a lower inspection frequency for these moorings.
- c. This will be determined on a case-by-case basis and any inspection requirements will be written into the permit conditions.
- d. All pontoon mooring systems will require inspection by an appropriately experienced person. A template for the inspection certification is at *Attachment 1* to these guidelines.

59. Inspection of pontoon moorings (less than 30 metres deep)

a. The pontoon moorings will need to be inspected every 12 months. The inspection certification will be completed and submitted to the Authority through Permits Online within 20 business days of the inspection taking place.

60. Inspection of deep-water pontoon moorings (more than 30 metres deep)

- a. The Authority recognises that some existing pontoons are installed with deep-water moorings (at depths greater than 30 metres). The Authority also recognises that some of these moorings have been over-engineered to achieve a greater life span.
- b. A permission holder is required to have all components of any deep-water moorings inspected and compliant with permit conditions.
- c. If an appropriately experienced person has the qualifications and experience to dive and inspect deep-water moorings then the process is the same as for other moorings. The Authority recognises the limitations of diving to depths in excess of 30 metres for extended periods, therefore the permission holder may need to undertake the following:
 - i. Video inspection of all mooring components by a remotely operated vehicle (ROV) which is operated by a competent person in conjunction with the appropriately experienced person who will assess the condition of the moorings via the video footage. The appropriately experienced person will then submit certification to the Authority through Permits Online within 20 business days of the inspection taking place.
 - ii. If the ROV complies with the criteria for low impact recording then a separate permit will not be required. If the ROV is larger than specified then a permit will be required. See the Recording guidelines for more information.

61. Inspection following significant event

- a. It is important that a pontoon and associated moorings are thoroughly inspected following a significant event that could reasonably be considered to have an impact on the structural or operational integrity of the facility. If any damage is identified that impacts on the structural or operational integrity of the pontoon, the permission holder will be required to:
 - i. Submit a copy of the inspection report identifying the required repairs and a plan for completing those repairs;
 - ii. Ensure the facility is safe before re-opening; and
 - iii. Provide evidence to the Authority that repairs have been completed as required.

62. Inspection following significant refurbishment

a. Most pontoons are designed and built with an operational life of 10-30 years¹ and full refurbishment can further extend the design life – for example a pontoon that is slipped and fully restored may have a further 10-20 years added on to its operational life. When this type of refurbishment takes place, the pontoon must be signed off by an Accredited Marine Surveyor to certify that the facility has been re-furbished and re-installed in accordance with the approved drawings and including a nominal design life (see Table 4).

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Schedule of Works

- 63. Any significant maintenance activities, including towing for slipping/refurbishment, that are not covered within an approved EMP will require the permission holder to submit a schedule of works prior to works taking place.
- 64. In general, the schedule of works should be submitted at least 20 business days prior to the commencement of any works. This will allow the Authority adequate time to consider and evaluate the adequacy of the schedule of works to ensure that all impacts have been considered and mitigation measures proposed as necessary.
- 65. The Authority recognises that any activities which require the pontoon to be towed, for example installation, removal and re-installation will be weather dependant. Notification of the intention to tow a pontoon should be provided no less than five (5) business days prior to the impending tow taking place so the Authority is given adequate time to organise any required site supervision in conjunction with the permission holder.
- 66. The Assessment guidelines provide more information about the content and assessment of schedules of works.

Table 4: Inspection requirements for pontoons in the Marine Park

Phase	Requirement	Frequency	Qualification	Applicant/ permission holder responsibility
Design drawings	Certified and submitted to the Authority for approval.	Certified prior to application.	Naval Architect with proof of registration with RINA.	Drawings submitted with application.
New pontoon (not-yet installed)	Initial survey and certification that pontoon is built to specifications in design drawings.	Prior to application.	Accredited Marine Surveyor with proof of accreditation.	Certification submitted with application.
New pontoon (installed)	Initial survey and certification that pontoon is built to specifications and installed in accordance with the approved design drawings. Load testing of the anchors and moorings.	Following installation.	Accredited Marine Surveyor with proof of accreditation. Appropriately, experienced person may supervise the installation, but the facility must be signed off by Marine Surveyor once installed.	Certification submitted within 20 business days of installation.
Once installed and operational	Periodic Survey of all pontoon vessel components (excluding moorings)	5-yearly over the permitted period.	Accredited Marine Surveyor with proof of accreditation.	Inspection report submitted within 20 business days of inspection.
Pontoon moorings (less than 30 metres depth)	Inspected and certification completed and signed.	Every 12 months.	Appropriately experienced person.	Certification submitted within 20 business days of inspection.
Pontoon moorings (more than 30 metres depth)	Inspected. Certification completed and signed. OR Video inspection conducted by ROV. Certification completed and signed.	Every 12 months OR Up to every five (5) years where the applicant can demonstrate through the mooring design/engineering that a lower inspection frequency is appropriate.	Appropriately experienced person. OR Competent person conducts ROV inspection and appropriately experienced person completes and signs certification.	Certification submitted within 20 business days of inspection. OR For continuation applications – a current certification (<12 months old) to be provided at time of application.

Phase	Requirement	Frequency	Qualification	Applicant/ permission holder responsibility
Existing permitted / refurbished pontoon (Slipped and refurbished for reinstallation)	 Initial survey and certification that pontoon is refurbished to specifications in approved design drawings. Certification that pontoon is re-installed in accordance with approved design drawings. 	Following reinstallation.	Accredited Marine Surveyor with proof of accreditation.	Certification submitted within 20 business days of re-installation.
Ancillary vessel moorings	Inspected. Certification completed and signed.	Every 12 months.	Appropriately experienced person.	Certification submitted upon request from the Authority. OR For continuation applications – a current certification (<12 months old) to be provided at time of application.
Following a significant event (if damage is sustained)	Pontoon inspection undertaken. If structural damage is identified that would reasonably impact the facility's safe operation, full inspection by Accredited Marine Surveyor. Certification completed and signed if mooring repair required.	Prior to re- commencement of operations.	Competent person to undertake initial inspection of pontoon. Appropriately experienced person to inspect moorings. Deep-water moorings to be inspected by person with relevant competency as identified in this table.	Pontoon inspection report and moorings certification(s) submitted within 20 days of inspection.
Towing/slipping	Notification to the Authority.	At least 5 business days prior to impending tow.	N/A	Permission holder to notify.

Note: See definitions for a person considered to be an appropriately experienced person for the inspection of pontoon moorings. An inspection of the moorings includes all components of the mooring including blocks, anchors, shackles, tackle, riser buoys, attachment points etc. Permission holder may include an Authorised contact. Certification template is at Attachment 1.

Reef Health Monitoring plan

- 67. A permission granted for the installation and operation of a pontoon, whether new or existing, may be issued with a condition which requires the permission holder to undertake site monitoring by a suitably qualified person. Reef health monitoring allows for:
 - a. Early detection of environmental degradation.
 - b. Adaptive management measures to be implemented in order to minimise or mitigate those impacts, should those impacts be the likely result of the permitted operation.
 - c. General information about the health of the Great Barrier Reef at the location surrounding the permitted operation to be collected and provided to the Authority.

Decommissioning and removal

- 68. Disused facilities in the Marine Park tend to be unsightly, may impact on the values of the Marine Park and may be a hazard to public safety and the environment. For these reasons:
 - a. The Authority's preference is for full removal of all components of the pontoon, including deepwater moorings.

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- b. An allowance may be made if removing the facility or a component thereof has been assessed by the Authority as posing a greater risk to the values of the Marine Park than decommissioning and maintaining that component in place.
- c. The Authority will consider feasibility of decommissioning and removal on a project by project basis.
- 69. Permit conditions will require a Schedule of Works to be submitted to the Authority for approval.
- 70. As a minimum the decommissioning and removal process should include mechanisms for:
 - a. Identifying the decommissioning and removal activities for each component of the pontoon, including responsibilities, equipment needed, transport requirements (where relevant), components to be completely removed and components which may be left in-situ, disposal of project components once removed.
 - b. Transplantation plan for any corals or significant marine life which may require relocation from pontoon/mooring components to a suitable receiving site.
 - c. Stakeholder engagement with interested parties and Traditional Owner groups as relevant.
 - d. Managing the potential environmental impacts from the decommissioning and removal process including monitoring and reporting of performance indicators, corrective actions and site supervision requirements.
 - e. Site clean-up activities and any environmental rehabilitation activities that may be relevant and possible.
 - f. Rendering safe any components that are to be left in-situ.
- 71. In some cases, the existing permit may not cover decommissioning and removal and in these rare cases, a new permit may be required to allow this process to take place.

Implementation

- 72. These guidelines will be reviewed and updated if required at least every three (3) years.
- 73. The <u>Permission system policy</u> and other assessment guidelines are available which provide further detail on how the Authority assesses, decides and manages specific aspects of the permission system and application process.

Definitions

Refer to the <u>Permission System Policy</u> for a list of general definitions relating to the permission system.

Accredited Marine Surveyor

A person appointed by the Australian Maritime Safety Authority (AMSA) Personnel, or Accredited under the <u>AMSA Surveyor Accreditation Scheme</u> to approve, examine, test, trial, verify or carry out some other function in the survey of a vessel, its fittings or equipment who has the appropriate training, knowledge, experience and qualification to competently undertake the particular survey activity.

Appropriately experienced person

means a person who meets one or more of the following criteria:

- a) a Registered Professional Engineer of Queensland; or
- b) a moorings contractor or marine contractor with relevant experience in the installation and maintenance of moorings; or
- c) complies with the Occupational Diving Work Code of Practice 2005, as amended from time to time, (relating to Diversater (PADI) or Dive Controller (SSI) qualifications or higher) and approved by the managing agencies as having demonstrated competencies in mooring maintenance.

Competent person

A person who has acquired through training, qualifications, experience or a combination of these, the knowledge and skills to carry out a particular task.

Design drawings

Drawings produced or approved by a Naval Architect that fully and clearly define the technical specifications for all components of pontoon construction.

Marine Contractor

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means a person or company duly qualified for their range of business and licensed in Queensland who constructs, maintains, repairs, demolishes or salvages facilities which may be used for recreational or commercial marine purposes.

Mooring

means a permanently located facility that is designed solely for mooring a vessel and may include a floating buoy, tag, tackle and a structure fixing the mooring to the seabed.

Moorings contractor

means person duly qualified for their range of business and licensed in Queensland who is capable of:

- a) conducting mooring inspections above or below water; and
- b) installation, removal, maintenance and de-tackling of moorings or complete mooring systems.

Naval Architect

A professional engineer with a degree in the design, construction and repair of ships, boats, other marine vessels and offshore structures that has been appointed or accredited by the Australian Maritime Safety Authority (AMSA). A Naval Architect is recognised by the Royal Institution of Naval Architects.

Pontoon mooring

Any mooring that forms a structural component of the pontoon which is used to secure the pontoon in place, and includes all components of that mooring including but not limited to anchors, blocks, chains/lines, tackle and connectors/shackles.

Engineer

A professional with an engineering qualification who is registered with the National Engineering Register.

RINA

Royal Institution of Naval Architects.

Significant event

A situation that either exceeds pontoon design criteria or normal operating environment, has resulted in structural damage to the pontoon at a level which would reasonably impact its safe operation, or that involves actual or potential harm to the marine environment

Survey

Activities including examination, tests, trials and verification of a pontoon vessel, its components and equipment conducted by a competent person or persons to confirm compliance with applicable standards and legislation.

Supporting information

- 1. Kapitzke, I.R., Matheson, M.J. and Hardy, T.A. 2001, Reef infrastructure guidelines: tourist pontoons, *CRC Reef Research Centre Technical Report* 39 < Reef CRC Technical Report > REF ID: 23770.
- 2. Marshall, N., Bohensky, E., Curnock, M., Goldberg, J., Gooch, M., Nicotra, B., Tobin, R., Pert, P., Scherl, L. and Stone-Jovicich, S. 2014, *Measuring the human dimension of the Great Barrier Reef: Social and economic long term monitoring program*, CSIRO, Townsville.
- 3. Great Barrier Reef Marine Park Authority 2014, *Great Barrier Reef Outlook Report 2014*, Great Barrier Reef Marine Park Authority, Townsville.

Further information

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INTERNAL FORM

Date: 16-Aug-2019

Attachment 1

PONTOON MOORING INSPECTION CERTIFICATION

penalties for giving false or misleading information. Failure to complete each field below is considered a contravention of your permit conditions which is an offence under the Great Barrier Reef Marine Park Act 1975 Section 38EA with the exception of the requirement to display the mooring GM number. Failure to display the mooring reference number is an offence under Great Barrier Reef Marine Park Regulation 101A(2). I certify that (tick all that apply): The pontoon mooring system is installed in accordance with the approved drawing or as construct drawing recorded above The pontoon mooring system is fit-for-purpose and properly maintained Signature of Appropriately Inspected by (name of Appropriately					
APPROVED DRAWING NUMBER LOCATION (e.g. Reef name) LOCAL SITE NAME GPS CO-ORDINATES WATER DEPTH METHOD OF ATTACHMENT (e.g. blocks, grouted screw, stingray anchor) DATE OF INSPECTION DECLARATION: NOTE: It is important that correct information is provided in this form. There are significant penalties for giving false or misleading information. Failure to complete each field below is considered a contravention of your permit conditions which is an offence under the Great Barrier Reef Marine Park Act 1975 Section 38EA with the exception of the requirement to display the mooring GM number. Failure to display the mooring reference number is an offence under Great Barrier Reef Marine Park Regulation 101A(2). I certify that (tick all that apply): The pontoon mooring system is installed in accordance with the approved drawing or as construct drawing recorded above The pontoon mooring system is fit-for-purpose and properly maintained	PERMIT HOLDER (e.g. company na	ıme)			
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