

*KEEPING IT GREAT*

**THE  
GREAT  
BARRIER  
REEF**

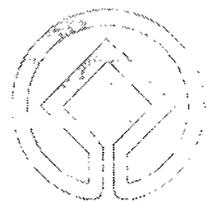


**A 25 YEAR  
STRATEGIC PLAN FOR THE  
GREAT BARRIER REEF  
WORLD HERITAGE AREA**



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WORLD HERITAGE AREA  
1994 - 2019**



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*THE GREAT BARRIER REEF WORLD HERITAGE AREA STRATEGIC PLAN*



## MEETING WORLD HERITAGE OBLIGATIONS

The word 'heritage' has strong overtones of continuity. Heritage is something we receive from previous generations, and pass on to our descendants. Hence when an important natural site or cultural monument becomes inscribed on the World Heritage List, it is right and proper that we pay immediate attention to how we are to ensure that it is transmitted to the future with its values intact - or preferably enhanced.

The world around us is full of evidence that natural sites do not look after themselves. Even protected areas are vulnerable to pollution, increasing pressures from the people who live in or around them, and the cumulative impact of tourism, with the facilities that modern tourists demand. There are very few natural sites on the World Heritage List that totally lack human inhabitants, and there is none that does not face some risk from the increasing pressures of people in our over populated and fragile world.

A strategic plan is a necessary response in such situations. The preparation of such a plan forces us to think critically about the areas with which we are concerned, the pressures to which those areas are subjected, and the kinds of measures that are needed in order to make certain that the heritage is kept intact, and that it is used sustainably for the benefit of those who live in and around it or visit it.

This Strategic Plan for the Great Barrier Reef World Heritage Area is in itself a model and a demonstration of the importance of the process. It sets out very clear objectives, in both the short and long term. It deals with what is needed now to safeguard the Area from immediate threats, addresses how resources should be managed, research undertaken, the interests of indigenous peoples safeguarded, and the public informed about the Area, its importance, and ways in which they can safeguard its future. All these kinds of action are stitched together in what is called integrated planning.

IUCN advises the World Heritage Convention on whether particular sites that have been proposed by governments measure up to the standards of the World Heritage List. We also make suggestions about appropriate boundaries and long-term management. We therefore welcome the production of this strategic plan, as a series of guidelines for the management of the Area. We believe that its implementation will guarantee that this unique region is passed on to the future as it should be - an outstanding part of Australia's heritage, cared for by Australians for the benefit of the whole world.

Mr David McDowell  
 Director General (April 1994 - )  
 IUCN - The World Conservation Union

Martin W Holdgate  
 Director General (February 1988 - April 1994)  
 IUCN - The World Conservation Union



## FOREWORD

FOREWORD

### MESSAGE FROM THE PRIME MINISTER AND PREMIER

The Great Barrier Reef is one of Queensland's and Australia's most precious natural treasures. The values of the Great Barrier Reef were recognised by the international community in 1981 when it was inscribed on the World Heritage List.

The Governments of Australia and Queensland have been working together to protect the Great Barrier Reef for many years. We must ensure the long term health of the Reef for its own sake and for the jobs and financial rewards it supports and generates. To do this we need a clear strategy agreed by everybody with an interest in the Reef.

This 25 Year Strategic Plan for the Great Barrier Reef World Heritage Area is the latest development in joint planning. Commonwealth, State and Local Governments have combined with Aborigines and Torres Strait Islanders, the tourism industry, commercial and recreational fishing, conservationists and scientists to produce this Plan in a joint decision making process. Other individuals and groups were involved in establishing the ideal future vision for the Area, from which this Plan was derived.

Such joint decision making by all those who are part of the Great Barrier Reef in many different ways ensures that the Plan is relevant to everybody. We encourage everybody to use this Plan as a basis for your own planning whether you are an individual, a large or small business or government agency.

We commend the team that developed this Plan and thank all those who freely gave their time to be involved.



The Hon. Paul Keating, MP  
Prime Minister of Australia



The Hon. Wayne Goss, MLA  
Premier of Queensland

## FOREWORD



FOREWORD

Given the size of the World Heritage Area, the complexity of the issues and the depth of knowledge required, it was an immense challenge to develop a plan that is meaningful.

The process was not without difficulties. The participating organisations all had different and sometimes conflicting interests and values and there was no agreed direction among them for the future of the World Heritage Area.

Traditionally a regional plan which covers a huge area with many stakeholders is written by an external group or individual stakeholder organisation after information sharing, or information sharing and consultation.

This planning process was different in that it took participation one step further than information sharing and consultation. Participating organisations went through a process of joint decision making - which is unusual and quite hard to do. My role was to ensure that stakeholders' views were heard and appropriately considered.

The Great Barrier Reef World Heritage Area Strategic Plan is a significant achievement in its own right. However, it means little without implementation. During the development of the Plan, strong cooperation and support developed among participants in their attempts to find mutually acceptable solutions. There is optimism that this cooperation and commitment will continue as the Plan is implemented.

Implementing the Plan provides an opportunity for participating organisations to contribute to creating the type of future we would all want in the Area. It is pleasing that the Plan is already being used by a number of organisations as a guide to their activities. In the long term, the implementation of the Great Barrier Reef World Heritage Area Strategic Plan will help address the serious matters of reef-related food production, jobs, recreation, cultural heritage and the conservation of the Great Barrier Reef.

Kayt Raymond  
Independent Chairperson/Facilitator  
Great Barrier Reef World Heritage Area Strategic Plan Development

Nothing in this Strategic Plan  
is intended to diminish or extinguish  
native title.

In implementing this Plan,  
agencies and other organisations  
will endeavour to ensure  
that they do not take any action  
which might unintentionally  
affect native title.

In the implementation of this Plan  
the rights and interests of  
native title holders  
will be treated according to  
Commonwealth and State laws  
and the common law.



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## WHAT IS THE GREAT BARRIER REEF WORLD HERITAGE AREA?

The Great Barrier Reef is a maze of reefs and islands stretching more than 2000 kilometres along the Queensland coast. It is the largest coral reef system in the world and one of the richest in biological diversity. On 26 October 1981, the Great Barrier Reef was inscribed on the World Heritage List, on the basis of its outstanding natural, cultural and historical features and its integrity as a self-perpetuating ecological system. The Great Barrier Reef satisfied all four criteria of outstanding universal value as set out in Article 2 of the World Heritage Convention:

- an example of a major stage in the earth's evolutionary history,
- an outstanding example of geological processes, biological evolution and people's interaction with their natural environment,
- a place with unique, rare and superlative natural phenomena,
- a place which provides habitats for rare and endangered species of plants and animals.

As the Great Barrier Reef World Heritage Area (the Area) contains virtually all of the Great Barrier Reef, it meets the following conditions of integrity necessary to ensure the maintenance of the above values. Thus it contains:

- all the key interrelated and interdependent elements in their natural relationships,
- all of the elements necessary for the system to be self-perpetuating,
- superlative natural phenomena and areas of exceptional natural beauty,
- the habitat requirements for the survival of rare and threatened species,
- protected areas for migratory species,

and is protected by the Australian and Queensland Governments under legislation and management arrangements.

The inscription also recognises the Area's cultural and historical significance: the long-term presence of Aboriginals and Torres Strait Islanders and the presence of many archaeological sites and shipwrecks.

In accepting inscription on the World Heritage Listing, the Government on behalf of the people of Australia accepted an obligation to ensure the *protection*, *conservation* and *presentation* of the Area and its *transmission* to future generations.

Activities in the Great Barrier Reef World Heritage Area are managed by many *agencies*, the major and most wide-reaching responsibilities falling to the Great Barrier Reef Marine Park Authority (GBRMPA). However, GBRMPA fosters close working ties with all other management groups (fisheries management bodies, Queensland marine parks, etc), and follows an exhaustive community consultation and negotiation process to design the zoning plans used to resolve conflicts between the activities of different *users*.

*\* Words appearing in italics in the text (any ambiguous words or scientific terminology) are defined in the Glossary which begins on page 58.*

The beauty and diversity of the Great Barrier Reef has resulted in rapidly increasing demands on the region, which currently supports a range of activities and industries. The direct and indirect economic value of the Area is estimated at over one billion dollars annually, and the Area generates substantial employment opportunities. *Tourism* is the major and most rapidly growing economic activity in the region. Fishing is also economically important. Shipping, ports and associated activities in the World Heritage Area are of national economic significance. The other major commercial activity is mariculture. Major recreational activities are fishing, diving, coral viewing and camping. Adjacent to the World Heritage Area, cane growing, grazing and horticulture are the major land-based activities. The health of the Reef is dependent on all these industries acting in an environmentally responsible manner.

Given this background of rapid growth, there is need for fair and equitable management practices which, while facilitating use, also ensure that the reef system does not suffer irreversible damage and so can still renew itself in a perpetual cycle for future generations.

## WHERE IS IT?

The Great Barrier Reef World Heritage Area extends from the tip of Cape York to just north of Fraser Island, and from the low water mark on the Queensland coast to beyond the edge of the continental shelf (see figure 1). It is 348,700 square kilometres in area and includes the Great Barrier Reef Marine Park (93% of the World Heritage Area), Queensland waters not in the Great Barrier Reef Marine Park (2%), and islands (5%).

The formal description of the boundary of the Area is in appendix 1. It is important to note that not all the Area is in the Great Barrier Reef Marine Park. In some places the coastal boundary of the Great Barrier Reef Marine Park is five nautical miles from the low water mark. Information available at the time of declaring the Park indicated these areas did not contain features of relatively high *conservation* significance and hence were not included in the Park. Further information has since been collected. Some of these areas are now included in Queensland marine parks.

## WHAT IS THIS PLAN?

This Plan is a statement of what the participating organisations want the future of the Area to be (a vision) and how this can be achieved (objectives and strategies). It provides direction and guidance for those many organisations, *agencies* and individuals whose actions will determine whether the vision is reached. This includes the *users*, the general community, the educators, the researchers, people traditionally affiliated with the Area and the decision makers. Some of what is in this Plan is already being undertaken by *stakeholder* organisations as shown in strategic plans for ports, fisheries management plans, Marine Park zoning plans, etc and day-to-day management activities. What has been needed is an overview so that a comprehensive and integrated program is implemented.

This Plan is not a new set of laws. The legal basis is provided by the various Acts and Regulations that are used to implement the specific strategies contained in this Plan.

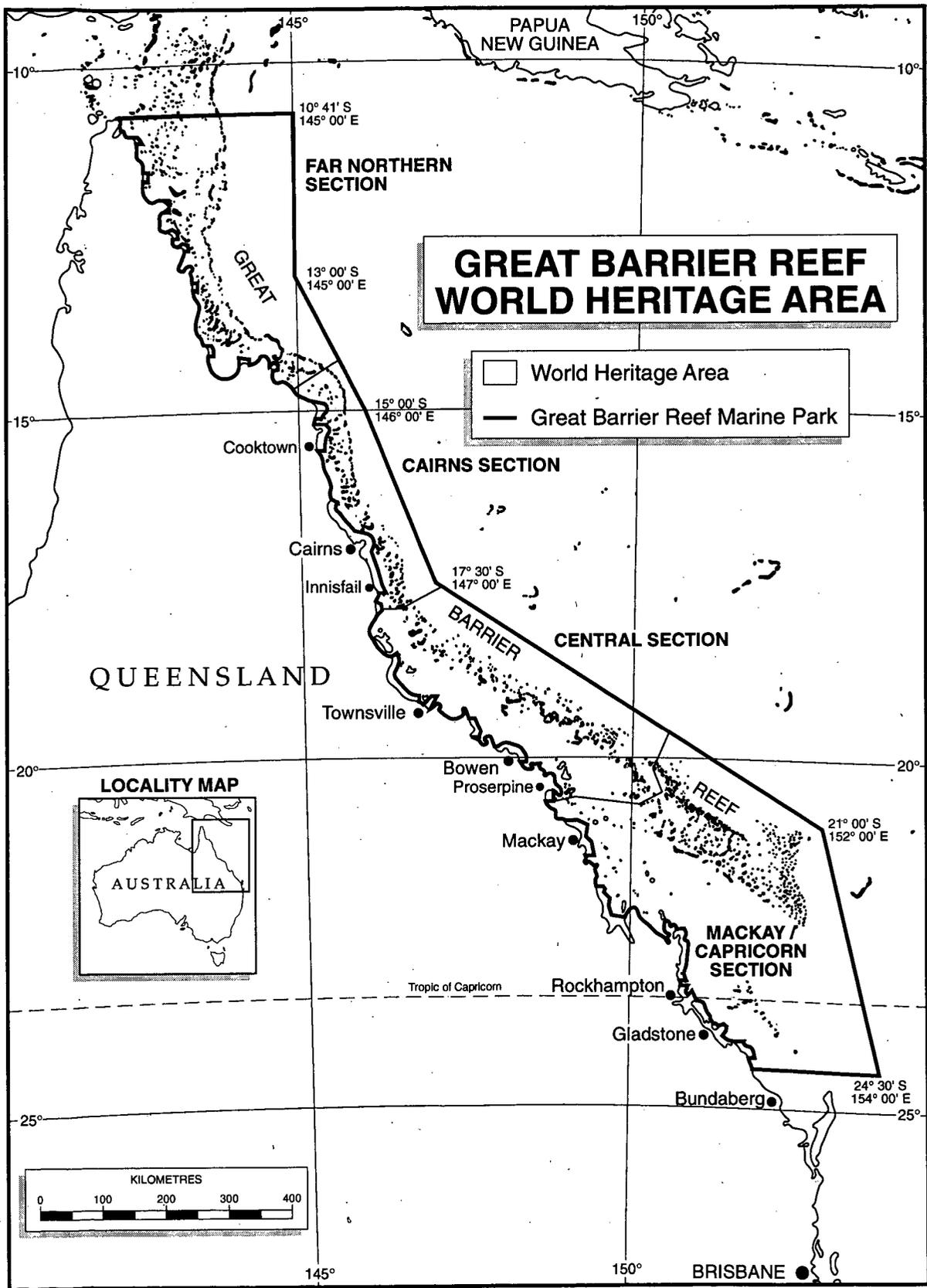


FIGURE 1

The Plan provides guidance for *stakeholders* to develop their corporate plans in conjunction with their relevant legislation. This leads to other levels of planning, for instance, the Great Barrier Reef Marine Park Authority and Queensland Department of Environment and

Heritage produce zoning plans and subject to these, management plans and operational plans to guide their activities.

## WHY DO WE NEED A STRATEGIC PLAN?

Many people have an interest in, or use, the Area. No single *agency* has total responsibility for the Area. Many *agencies* and many different *user* groups share responsibilities for the Area, including all three levels of government. This Plan is designed to get everybody working together towards a shared future rather than competing with or duplicating each other's activities.

The Marine Parks which cover most of the Area are divided into sections, however, an overall reef-wide perspective on management of the entire Area is needed. It is a large system and needs to be managed as one. The Plan provides this system-wide view. It also seeks to reach agreement on 'reasonable use', set objectives and targets by which the effectiveness of management can be assessed, and address critical issues. The Plan aims to maintain World Heritage values while allowing reasonable use of the Area's *resources*.

People and organisations who use the *resources* of the Area need a framework within which they can plan and operate. With a clear idea of the future directions for management, businesses and industries will know where they stand.

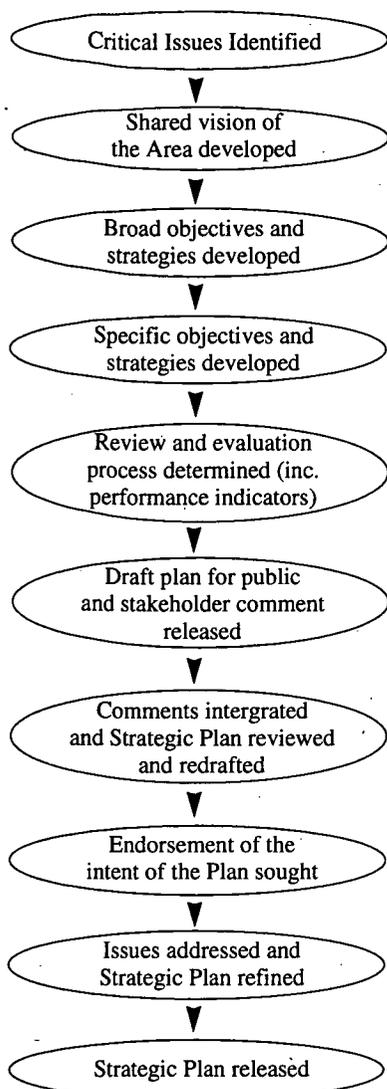
To our knowledge, this entire exercise is a world first. Never before has there been such a participatory regional plan based on joint decision making developed for a World Heritage Area, or indeed, any such large area.

## HOW WAS THIS PLAN PREPARED?

The project to develop this Plan began in August 1991. Its purpose was to describe a future vision for the Area and to determine objectives and strategies which will ensure that this vision is achievable. An independent chairperson/facilitator was appointed to advise on participative strategic planning, to design and guide the process and to ensure that the Plan fairly represents the views expressed.

The organisations involved in developing this Plan included *user* groups such as tourist operators, commercial and recreational fishing groups and scientists; *interest groups* including conservationists and cane growers; Aboriginal and Torres Strait Islander groups and Commonwealth, State and local government *agencies*. Over 60 organisations were represented in the planning process. Those initially invited to participate in the formulation of the Plan are listed in appendix 2. The Great Barrier Reef Marine Park Authority initiated the project and acted as project manager.

Initially separate non-government and government workshops were held to identify critical issues and develop visions of the future. The critical issues are in appendix 3.



A Planning Team was established from these two workshops to represent all the *stakeholders* in the development of this Plan. Guided by the facilitator, this team agreed upon a final vision and developed long-term (25 year) and short-term (5 year) objectives and strategies that would realise this vision. As the strategies were being developed, feedback was regularly provided to the organisations originally involved. Formal endorsement of the Plan by these *stakeholder* organisations was sought. The critical issues have been referenced to the strategies. This is also presented in appendix 3.

A draft Plan was released for public comment over an 8-week period in May, June and July 1992. Almost 4000 copies of the draft Plan were distributed. Over 50 meetings were held to discuss the Plan with interested groups and more than 280 submissions or questionnaire returns were received. Some submissions represented a response from an entire sector. The submission from the *conservation* sector was from 11 different organisations and resulted from wide consultation within the *conservation* groups. The *tourism* submission presented comments from several meetings, workshops and discussions held with that industry by the *tourism* representatives on the Planning Team.

Research groups were conducted in coastal Queensland cities and Brisbane, Sydney and Melbourne, to obtain detailed responses to the Plan format and content. There were 120 participants in these groups.

Specific communication strategies were conducted for local government and land-based industries, consisting of workshops in regional centres, and special mailouts. A strategy to increase the Aboriginal and Torres Strait Islander input to the Plan was developed. It included sending the Plan to Aboriginal and Torres Strait Islander organisations and communities, visits to communities and a display at the Laura Dance Festival, which is attended by almost all the Aboriginal communities from Townsville to Cape York.

The Planning Team re-drafted and further developed the Plan in light of the comments received from public participation and *stakeholder* organisations to produce a final draft Plan.

Outstanding issues were addressed by small groups and refinements to the Plan agreed at the final Planning Team meeting on 1 June 1993.

## WHOSE PLAN IS IT ?

It is your Plan. It is everyone's! In particular it belongs to all Australians, who will be acting in trust for the Great Barrier Reef World Heritage Area on behalf of the people of the world.

Active participation in the development of the Plan was widespread. This initial Plan provides a regional overview, agreed future direction and guidance to those using the Area and to organisations and groups for their annual planning and decision making.

The process doesn't end here. This is only a start. Every five years the Plan will be reviewed, and any Australian, indeed anyone with a constructive contribution, will be encouraged to help update and further develop the Plan. (See section on Evaluation and Review, page 9).

The 25 year Plan is also for the next generation. They are also beneficiaries of today's long-term planning. Making decisions today that allow for the next generation to benefit from and be responsible for the Great Barrier Reef World Heritage Area is a principle of *ecologically sustainable use*, which is a cornerstone of this Plan. Children's and young people's input to the Plan was sought in the initial development and public review phases. Children and young people will be involved in the implementation of the Plan; their contribution and inventiveness are crucial to its ongoing success.

## SHARED PRINCIPLES

As the Planning Team worked together diverse interests were evident, but a number of common themes and values emerged repeatedly. These were noted as principles of common agreement, which managers and users of the Area should continue to use for guidance in implementing the Plan.

These principles recognise Australia's obligations under the World Heritage Convention and this has implications for the management of the Area which mostly comprises a multi-use marine park.

The realisation of the 25 year vision will signify that Australia's international obligations are being met, namely, the *protection, conservation and presentation* of the Great Barrier Reef World Heritage Area, and its *transmission* to future generations.

*Protection, conservation and presentation* incorporate: maintenance of physical and biological processes including *biodiversity*, retention of areas free from human impacts, maintenance of numbers and variety of species at current levels or higher, and uses that are sustainable in an *ecosystem* wide sense. The concept of *ecologically sustainable use* was a cornerstone of the Strategic Planning process.

Other principles of common agreement include:

- Recognition that the extent of natural variability within the *ecosystems* of the World Heritage Area *ecosystem* is at present unknown, and that while there is an apparent resilience in the World Heritage Area *ecosystems*, the extent of this resilience is also unknown.
- Recognition that we and future generations are responsible for the health, longevity and care of the World Heritage Area ecosystem.

- Adoption of the *precautionary principle* in decision-making, so that decisions use the best data available, err to the conservative, and do not result in irreversible loss of opportunity.
- Recognition of the special situation of Aboriginals and Torres Strait Islander people, especially their needs for culturally appropriate negotiation, and the relationships of Aboriginals and Torres Strait Islander people with the resources of the World Heritage Area.
- Recognition of the right of Aboriginals and Torres Strait Islanders to determine if, and how, information regarding their cultures should be gathered and used.
- A commitment by all stakeholders to an effective planning and implementation process, incorporating: information exchange, consultation, respect for differing points of view, opportunity for public participation and feedback, coordinated management, resolution of conflict, and 'ownership' of responsibility for the future of the World Heritage Area.
- Ensuring that opportunities for multiple use and enjoyment are equitable for this and future generations.
- Ensuring that limits on natural resource use are based on the ability of the environment to sustain such use.
- Recognition that in evaluating costs/benefits of use that financial analysis alone will not be sufficient, especially in relation to future use and users.
- Recognition that there are both financial and opportunity costs associated with all use and preservation and that these costs should be met equitably.
- Recognition and maintenance of a wide range of values (including social, cultural, economic, aesthetic, and ecological values) in making balanced resource allocation decisions.

These principles were a valuable outcome of the planning process and allowed the vision to be translated into objectives and strategies.

## **IMPACT OF THE MABO DECISION ON THE GREAT BARRIER REEF WORLD HERITAGE AREA STRATEGIC PLAN\***

On 3 June 1992, the High Court of Australia found that Australian common law recognises a form of native title to land. The decision did not, however, specifically address rights to the sea. Since the decision, the Commonwealth has consulted widely with Aboriginal and Torres Strait Islander peoples, with industry groups and with State and Territory governments about an appropriate national response to the decision. The Commonwealth and State Governments will soon be introducing legislation in response to the decision.\* This legislation will guide future Government activities in relation to Aboriginal and Torres Strait Islander interests. In

\* Commonwealth and State Native Title legislation was passed in December 1993.

the interim procedures should be developed to ensure that all dealings in land and resources are carried out in a procedurally fair and racially non-discriminatory manner.

This Plan recognises the special relationship of Aboriginals and Torres Strait Islanders with the Area and provides for the establishment of cooperative management arrangements and involvement in the management of the Area (refer Section 6). The reviews of this Plan will take special account of the developing notion of native title rights.

The caveats on the Plan are to ensure, as far as legally possible, that the implementation of this Plan will not unintentionally affect native title. In addressing the objectives and strategies listed in appendix 7, particular note should be taken of these caveats.

## IMPLEMENTATION

Stakeholder organisations are already carrying out many of the significant initiatives in the Plan under existing programs and funding.

The Plan will be implemented by the actions of all relevant *stakeholders* as outlined within an Implementation Schedule (appendix 4). It is intended that this Plan be implemented in accordance with the principles in the *InterGovernmental Agreement on the Environment*, where applicable, and in the *National Strategy for Ecologically Sustainable Development*.

The Great Barrier Reef Marine Park Authority has agreed to coordinate and monitor the implementation of the Plan on behalf of the *stakeholders*.

As part of Strategic Plan preparation, *stakeholder* organisations have considered costings of implementation and determined that much of the Plan can be achieved within existing budgets. Implementation of some components of the Strategic Plan will require additional funding. Within the timeframes of 5 and 25 years, it is intended therefore that implementation of the Plan be flexible, depending on *resource* availability and changes in *stakeholder* priorities.

After the launch of this Plan, the Great Barrier Reef Marine Park Authority will contact organisations and offer to assist them in incorporating the relevant parts of this Plan within their corporate or operational plans and also to obtain more detailed costings of the implications of implementing this Plan. This applies to both government and non-government organisations.

Between July 1994 and December 1994, discussions and meetings with relevant organisations will be arranged regarding the incorporation of the Strategic Plan into their activities. The initial review of this implementation schedule will occur in December 1994.

Organisations who identify implementation areas which require formalised consultative processes will be encouraged to develop *memoranda of understanding (MOUs)* among relevant parties. If necessary, the development of these *MOUs* may be coordinated by the Great Barrier Reef Marine Park Authority.

As an example of how the Strategic Plan can be used to guide specific activities, 'Guidelines for Management Planning' have been developed from the Strategic Plan and are available separately in appendix 9.

## FUNDING

It is estimated that the current level of government appropriation applied to the Area is \$60 - \$100 million per year. The additional cost of implementing the Plan will be identified during the process of negotiating implementation arrangements over the next 12 months.

It is intended that this Plan will be implemented within government appropriations and non-government organisation budgets to the maximum practicable extent. A significant proportion of the research needs identified in the Plan will be addressed by the Co-operative Research Centre for Ecologically Sustainable Development of the Great Barrier Reef for which funding is assured for the next 7 years. Special funding is likely to be sought for specific objectives where this is appropriate. Potential sources include special initiatives related to Great Barrier Reef; cooperative arrangements between governments and *users* on application of *user* pays monies from Marine Parks and National Parks; research and development corporation programs; special Commonwealth funding programs eg Ocean Rescue 2000; Loan Council arrangements; potential *World Heritage Area Foundation*.

## EVALUATION AND REVIEW

It is envisaged that organisations will prepare annual evaluation reports on progress towards the objectives identified in this Plan. Each report will use a standard format, and report against performance indicators prescribed in Strategic and/or Corporate Plans. Where organisations and/or individuals have joint responsibilities, designated lead organisations will gather information from the involved parties to compile a single report. Lead *agencies* and key players are identified in appendix 4. Performance indicators for each objective and strategy have been developed and are available separately in appendix 8.

The Great Barrier Reef Marine Park Authority, in its capacity as Strategic Planning Coordinator, will collate all evaluation reports and prepare an overall Annual Report on the implementation of the Plan. A forum of *stakeholders* will then review the report and, if necessary, make recommendations regarding implementation.

After publication, the final Annual Report will be referred to the *Great Barrier Reef Consultative Committee* for comment and also be available to all *stakeholders*, including the general public.

This evaluation process is outlined in appendix 5.

## CONTINUANCE

The term 'continuance' applies to difficult issues that have not been resolved during the planning process. This process is not to be used lightly and only as a last resort when all

attempts to reach agreement have failed. The intent of this designation is to identify issues which will be negotiated on a continuing basis until resolved.

Such issues receive sustained action for resolution outside the normal planning, implementation, review and evaluation process. Once an issue is resolved, the resolution, in the form of an objective or strategy (or both) will be included in the Plan at the time of review.

The objectives and strategies that follow represent days of deliberation, negotiation, and agreement. Over any 25 year period, it is reasonable to assume that there will continue to be issues that are significant and contentious and which the disparate parties have been unable or unwilling to resolve.

The continuance process allows such issues to receive ongoing attention. Sometimes in strategic planning different points of view are included as footnotes. Use of footnotes effectively allows the differing parties to collude in not addressing an issue. Continuance is a new development in strategic planning.

For a description of the continuance process see appendix 6.

## IN CONTINUANCE

The issue: **Mining**

The Current Situation:

- Exploration for and production of petroleum are not allowed in the Great Barrier Reef Region.
- Exploration for and extraction of minerals, construction sand, beach replenishment sand, and coral sand/star sand are prohibited within the Great Barrier Reef Marine Park. These activities are also prohibited in Queensland National Parks on the offshore islands. In the remaining portion of the World Heritage Area outside the Great Barrier Reef Marine Park and island National Parks (about 2%) such activities are assessed on a case by case basis under Queensland legislation.

Present Positions:

- The conservation movement wishes to see mining banned throughout the World Heritage Area.
- Mining interests do not wish to see options foreclosed and wish mining to continue to be allowed under the new environmental management policy for mining in Queensland where it is currently allowed.
- The Queensland Government has decided that exploration for and production of petroleum will not be allowed anywhere in the Great Barrier Reef World Heritage Area. This extends the previous ban on oil drilling from 95% of the World Heritage Area (the water) to 100% (the water and the islands).
- The resolution of any other mining issues rests with Government.

## IN CONTINUANCE

The issue: **Aboriginal and Torres Strait Islander Interests\***

- The Plan cannot currently address the implications of the Mabo decision.
- Aboriginal and Torres Strait Islander groups are therefore currently unable to endorse the Plan.
- While waiting for Government response to the Mabo decision, Aboriginals and Torres Strait Islanders are concerned that any potential native title is protected from extinguishment by the unintended consequences of the actions of Government agencies and are seeking assurances to this effect.
- The involvement of Aboriginals and Torres Strait Islanders in the Plan continues to be negotiated. These negotiations are not limited to issues arising from Mabo. They include the overall issue of Aboriginal and Torres Strait Islander involvement in the management of the World Heritage Area (such as outlined in Section 6). Not all issues will be resolved in 12 months, however, consultation and negotiation on all issues will continue as a high priority.

### The Current Situation

- To date this planning process has been unable to resolve some of these issues and, as the Mabo decision occurred late in the planning process, these issues have been placed in continuance.
- The High Court has ruled that a form of native title is now a part of the common law of Australia and that native title could be extinguished by the actions of governments.
- The High Court did not specify where native title still existed, who holds native title or the precise nature of native title, nor did it make a ruling on the existence of native title in marine areas.
- The resolution of the issues raised by the Mabo decision will be addressed at a national level. Australian Governments are preparing a response to the decision. The Commonwealth Government response is due to be implemented late in 1993. Complementary Queensland legislation will be subsequently introduced. Native title will need to be treated according to Commonwealth and State laws and the common law.
- While awaiting the Governments' responses, Queensland and Commonwealth agencies will make every effort not to unintentionally extinguish native title. Until Commonwealth and State laws have been enacted, officers will endeavour to notify traditionally affiliated people of any proposed activities which may affect native title. Such proposals will be discussed with them.

\* Commonwealth and State Native Title legislation was passed in December 1993.

- It is intended that a program inviting representatives of Aboriginal and Torres Strait Islander groups having an association with the Area covered by the Plan will commence as soon as practicable, with an outcome being the preparation of proposed amendments for the 12 month and subsequent reviews. This program cannot address Mabo-related issues until Governments have responded.
- The Federal Attorney General's Department have advised that it appears that the Strategic Plan is consistent with the Commonwealth's announced objectives for its native title legislation.

Present Positions:

- Aboriginal and Torres Strait Islander groups are seeking assurances that native title is protected while the Government response is being developed. This protection could be regulatory through an agreed protocol or some other legal mechanism which provides for an open process that identifies when native title issues arise. Aboriginals and Torres Strait Islanders are concerned that limited negotiation in the interim will not identify native title.
- Australian Governments are preparing a response to the decision. The Commonwealth Government response is due to be implemented late in 1993. Complementary Queensland legislation will be subsequently introduced. Native title will need to be treated according to Commonwealth and State laws and the common law. In the interim procedures should be developed to ensure that all dealings in land and resources are carried out in a procedurally fair and racially non-discriminatory manner.





## OBJECTIVES AND STRATEGIES

The Planning Team decided that objectives and strategies needed to be organised into eight broad areas in order to realise the vision:

1. Conservation
2. Resource Management
3. Education, Communication, Consultation and Commitment
4. Research and Monitoring
5. Integrated Planning
6. Recognition of Aboriginal and Torres Strait Islander Interests
7. Management Processes
8. Legislation

Conservation, Resource Management (that is, uses of *resources*) and Recognition of Aboriginal and Torres Strait Islanders Interests can be considered goals - what it is that we need to achieve. Education, Research and Monitoring, Planning, Legislation and Management Processes are functions or tools at our disposal to achieve these goals.



## RATIONALE - WHY?

The listing of the Area represents international recognition of its outstanding natural qualities. This listing carries an obligation for us to do all we can to ensure the Area's *protection, conservation, presentation and transmission* to future generations, both for our benefit and for its own sake. The adoption of the Strategic Plan by *users, interest groups* and management *agencies* will ensure the Area is available for appreciation and enjoyment by all.

## 25 YEAR OBJECTIVE - WHAT?

To ensure the persistence of the Great Barrier Reef World Heritage Area as a diverse, resilient, and productive ecological system, while retaining opportunity for a diverse range of experiences and uses consistent with Australia's obligations under the World Heritage Convention.

## BROAD STRATEGIES - HOW?

- Manage activities in the Area from a basis of increasing knowledge of the capacity of natural ecosystems to assimilate or recover from various levels of impact.
- Manage use of the Area in accordance with ecological sustainability and the precautionary principle.
- Manage use of the Area in a manner which sustains its cultural values guided by the precautionary principle.
- Manage identified areas in a manner that constrains human access and/or impacts, and which are free from structures and extractive uses. These areas would include representative biological communities to act as source and reference areas and reservoirs of biodiversity and species abundance.

### 5 YEAR OBJECTIVES

**1.1**  
To have in place integrated management strategies for the conservation of the Great Barrier Reef World Heritage Area.

### STRATEGIES

**1.1.1**  
Develop, in consultation with *stakeholders*, integrated planning for *conservation* of the Area consistent with Australia's obligations under the World Heritage Convention and, where applicable, the *InterGovernmental Agreement on the Environment*.

## 5 YEAR OBJECTIVES

### 1.2

To have in place clear policies for the *conservation of major biological communities* in the Area.

### 1.3

To address and negotiate in the light of existing knowledge and the *precautionary principle*, the adequacy of the proportion of the Great Barrier Reef World Heritage Area in which impacts are constrained and which is free from *structures* and *extraction*.

### 1.4

To protect *representative biological communities* throughout the Area to act as *source areas*, *reference areas*, and *reservoirs of biodiversity* and species abundance.

### 1.5

To pay special attention to conserving rare and endangered species.

### 1.6

To aim to prevent ecologically unsustainable loss and degradation of marine and terrestrial *biological communities* while recognising that some localised losses may occur which, on a cumulative basis, must not compromise the World Heritage Area's diversity.

## STRATEGIES

### 1.1.2

Document existing *biological communities* as appropriate and causes of degradation to enable impacts and their cumulative effects to be assessed and accounted for in regional planning and *resource* management plans.

### 1.2.1

Develop, in consultation with *stakeholders*, policies for the *conservation* of the following *biological communities*: coral reefs, mangroves, island vegetation, seagrass, *Halimeda beds*, cays, inter-reefal areas, and the *Great Barrier Reef lagoon*.

### 1.3.1

Negotiate with *stakeholders* the size and location of such areas and the level of human access and activity on the basis of scientific knowledge and the *precautionary principle*, while ensuring the needs and interests of *stakeholders* are properly taken into account.

### 1.3.2

Set aside those areas through zoning and other management arrangements.

### 1.4.1

Identify and protect *representative biological communities* throughout the Area.

### 1.5.1

Identify species which are endangered in the Area and identify threats to their survival.

### 1.5.2

Develop and implement appropriate coordinated management actions.

### 1.5.3

Develop and implement appropriate coordinated management actions in the Area for species which are globally endangered.

### 1.6.1

Develop mechanisms to address the cumulative impacts of localised projects through regional planning and management plans.

### 1.6.2

In consultation with *stakeholders*, develop guidelines for human uses which aim to maximise retention of specific *biological communities*. Give effect to guidelines through *resource* management plans and regulations.

## 5 YEAR OBJECTIVES

### 1.7

To rehabilitate and/or redevelop seriously degraded sites which are unlikely to recover naturally within a time frame acceptable to *stakeholders*, while recognising that the *biodiversity* of the World Heritage Area must be maintained and protected.

### 1.8

To prevent the introduction of, mitigate the impact of, and/or phase out ecologically *unsustainable practices* affecting the Area.

### 1.9

To provide for opportunities for a diverse range of ecologically sustainable and appropriate experiences and uses.

### 1.10

To protect the cultural heritage of the Area as represented by archaeological and historical sites and other places of importance and/or, in accordance with the Burra Charter, sites of religious or cultural importance to Aboriginals and Torres Strait Islanders.

## STRATEGIES

### 1.6.3

Recognising that some localised losses of *biological communities* may occur, give effect to guidelines through *resource* management plans and regulations.

### 1.7.1

In consultation with *stakeholders*, identify and prioritise sites for attention, determine and implement appropriate action.

### 1.8.1

Identify and assess the risks of ecologically *unsustainable practices* affecting the Area, (for determination of ecological sustainability see Research and Monitoring).

### 1.8.2

Develop management options aimed at mitigating or phasing out these practices (see *Resource Management* 2.2 and Integrated Planning).

### 1.9.1

Develop and continually update through a process of consultation, criteria for the assessment of the ecological sustainability and appropriateness of opportunities for experience and use.

### 1.9.2

Identify current opportunities for ecologically sustainable experiences and uses.

### 1.9.3

Implement measures to guarantee the maintenance of opportunities and future options for a diverse range of ecologically sustainable and appropriate experiences and uses.

### 1.10.1

Identify and record archaeological and historical sites and other places of significance.

### 1.10.2

In negotiation and cooperation with Aboriginals and Torres Strait Islanders accelerate, where appropriate, the identification and recording of archaeological, religious or cultural sites of historic significance which they wish to be documented.

### 1.10.3

Through a process of negotiation develop *conservation* and protective programs for sites and places and for Aboriginal and Torres Strait Islander sites with the agreement of the traditional owners.

## 5 YEAR OBJECTIVES

### 1.11

**To minimise the impacts of human-induced disasters to important ecosystem processes and biological communities.**

## STRATEGIES

### 1.10.4

Where appropriate, assess the local, national and international significance of such sites.

### 1.11.1

Identify, assess and minimise the risks of potential human-induced disasters.

### 1.11.2

Develop contingency plans for mitigating the impacts of human-induced disasters.

## RATIONALE - WHY?

*Ecologically sustainable use of resources* will help maintain the World Heritage Area in a healthy and productive condition while enabling recreational and commercial benefits to be obtained.

## 25 YEAR OBJECTIVE - WHAT?

To facilitate the *sustainable multiple use* of the *resources* of the Great Barrier Reef World Heritage Area, through integrated management systems which are complementary with the management of the adjacent regions. This should be done in a manner consistent with the maintenance of World Heritage, ecological, social and economic values, recognising that the economic viability of many activities relies on the maintenance of the *ecosystem*.

## BROAD STRATEGIES - HOW?

- Develop comprehensive, industry-based resource management plans for all significant uses of and impacts on the Area, each to be consistent with ecologically sustainable use principles. Primary responsibility for developing management plans rests with relevant industry sectors.
- Ensure appropriate agencies are involved in, and facilitate development of, management plans.
- Ensure all relevant stakeholders are consulted and included, where appropriate, in the development of management plans.
- Ensure levels of resource use are within our evolving understanding of ecologically sustainable use, erring on the side of caution.
- Use research and monitoring data in the development, implementation and evaluation of management plans, zoning plans, resource usage and impacts.

### 5 YEAR OBJECTIVES

**2.1**  
To implement ecologically sustainable levels of use of the Area's *resources*.

### STRATEGIES

2.1.1  
Develop management plans using research and monitoring data and other relevant information and which consider ecological, social and economic factors.

## 5 YEAR OBJECTIVES

**2.2**  
**To develop, implement and evaluate management plans for harvestable resources.**

## STRATEGIES

### 2.1.2

Coordinating organisation to consult with all other relevant *stakeholders* in the preparation of plans.

### 2.1.3

Develop open processes for dispute resolution and for the allocation of limited *resources* considering the views of all *stakeholders*.

### 2.1.4

Use research and monitoring data in the implementation and evaluation of management plans, and in the assessment of the ecological sustainability of new activities.

### 2.1.5

Review and implement marine parks zoning plans.

### 2.2.1

Queensland Fish Management Authority to coordinate development, implementation and evaluation of management plans incorporating the needs of commercial, recreational and traditional fishing for as many as possible of the following:

- trawl fishery
- reef line and spear fishery
- net fishery
- tropical rock lobster fishery
- crab fishery
- trochus fishery
- bêche-de-mer fishery
- aquarium fish fishery
- sea snake fishery
- some bait fisheries
- potential fisheries.

### 2.2.2

Queensland Department of Primary Industries to coordinate development, implementation and evaluation of management plans incorporating the needs of commercial, recreational and traditional collecting and gathering for as many as possible of the following fisheries:

- coral
- shells
- mariculture
- edible oyster
- pearl shell.

### 2.2.3

Australian Fisheries Management Authority to coordinate development, implementation and evaluation of management plans incorporating the needs of commercial, recreational and traditional fishing for:

- tuna and billfish fishery (including some bait).

## 5 YEAR OBJECTIVES

## STRATEGIES

- 2.3  
**To develop, implement, and evaluate management plans for non-extractive activities.**
- 2.3.1  
Great Barrier Reef Marine Park Authority and Queensland Department of Environment and Heritage in conjunction with other relevant *agencies* to coordinate development, implementation and evaluation of management plans for:
- dugongs
  - turtles
  - whales and dolphins
  - crocodiles.
- 2.3.2  
Organisations responsible to determine recreational activities requiring management plans and coordinate development of such plans with relevant *stakeholders*.
- 2.3.3  
Individual Port Authorities or *agency* responsible, in consultation with relevant *stakeholders*, to develop and implement management plans for ports.
- 2.3.4  
Queensland Department of Transport and Australian Maritime Safety Authority to coordinate the development of management plans for shipping.
- 2.3.5  
Queensland Department of Transport to coordinate the development of management plans for recreational boating.
- 2.4  
**To develop, implement and evaluate management plans for specific sites of high use and/or conservation and/or heritage value as required.**
- 2.4.1  
*Agency* responsible to coordinate the development, implementation and evaluation of management plans. Where this involves *sites of significance* to Aboriginals and Torres Strait Islanders, this should only be done where they desire it.
- 2.5  
**To review and implement Marine Park zoning plans.**
- 2.5.1  
Great Barrier Reef Marine Park Authority to review zoning plans:
- Far Northern Section
  - Central Section.
- 2.5.2  
Queensland Department of Environment and Heritage to declare Cape York Marine Park and commence the review of the Townsville/Whitsunday Marine Park.
- 2.6  
**To implement guidelines for the extraction of small quantities of non-living resources.**
- 2.6.1  
*Agency* responsible to coordinate the development and implementation of guidelines for removal of small quantities of:
- coral sand and shingle
  - riverine sand and gravel and silica sand
- considering the purpose, method, quantities and the substance being extracted.

## 5 YEAR OBJECTIVES

**2.7**  
To develop guidelines for dredging and disposal of dredge spoil in the Area.

**2.8**  
To resolve *sea dumping* responsibilities between agencies.

## STRATEGIES

2.7.1  
*Agencies* responsible to coordinate the development, implementation and evaluation of guidelines.

2.8.1  
Commonwealth and State agencies negotiate to resolve *sea dumping* responsibilities.

2.8.2  
The *agencies* responsible implement appropriate legislative changes.

# EDUCATION, COMMUNICATION, CONSULTATION and COMMITMENT

3

## RATIONALE - WHY?

An informed community which is responsible for the way it conserves, uses or has impacts on the Area, which accepts constraints on use and access and which is involved in decision making processes, will promote the *conservation* and *ecologically sustainable use* of the Area and ensure Australia meets its obligations under the World Heritage Convention.

## 25 YEAR OBJECTIVE - WHAT?

To have a community of responsible, informed individuals who have a broadly-based and widely-accepted understanding of the diverse values, natural attributes and *ecologically sustainable use* of the Great Barrier Reef World Heritage Area, who:

- show commitment to the maintenance of a *healthy natural system*
- recognise the importance of having the opportunity for input into the way the Great Barrier Reef World Heritage Area is managed
- act consistently to conserve and use in an ecologically sustainable way the Great Barrier Reef World Heritage Area.

## BROAD STRATEGIES - HOW?

- Encourage the marine parks' consultative committees to act as education and extension advisory committees.
- Develop formal and informal education programs for diverse target groups.
- Ensure that public participation programs enable different user groups to share views and experiences.
- Develop culturally-appropriate, regulatory and informative education material for all stakeholders.

### 5 YEAR OBJECTIVES

3.1  
To inform the community, through coordinated programs, of the natural, cultural and heritage values of the Area and how to use it responsibly.

### STRATEGIES

3.1.1  
Develop a coordinated education program including:  
- community education programs  
- formal education programs  
highlighting the processes and philosophies used in World Heritage Area management.

## 5 YEAR OBJECTIVES

## STRATEGIES

**3.2**  
**To encourage the community to act responsibly towards the Area.**

**3.3**  
**To have a community which participates effectively in the management and planning for the Area.**

3.1.2

Develop coordinated extension programs targeting specific groups and/or issues to be developed and implemented by appropriate *stakeholders*.

3.1.3

Develop culturally appropriate education/extension programs for *users* of the World Heritage Area.

3.1.4

Encourage the marine parks' *consultative committees* to act as an education and extension advisory committee to identify target groups and priority issues for short, medium and long term information dissemination.

3.1.5

Incorporate education strategies in management plans as appropriate.

3.1.6

Through education, ensure a wide understanding of the legislation relevant to the Area.

3.1.7

Evaluate programs for efficiency and effectiveness.

3.2.1

Encourage appropriate organisations and community groups to provide incentives and encouragement for responsible behaviour.

3.2.2

Develop mechanisms for exchanging ideas between different groups and gaining respect for each others values.

3.2.3

Foster development of *stakeholder-generated* codes of behaviour.

3.2.4

Monitor the way the community acts toward the Area and evaluate methods of encouragement.

3.3.1

Provide opportunities for community participation in policy formulation and planning.

3.3.2

Develop procedures to ensure managers hear, accommodate and respond to community input.

3.3.3

Provide opportunities for community participation in *day-to-day management* activities.

## 5 YEAR OBJECTIVES

## STRATEGIES

### 3.3.4

Review the functions of the *Great Barrier Reef Consultative Committee* and the *Queensland Marine Parks Consultative Committee* with a view to ensuring that they have the capacity to interact effectively with all *stakeholders*.

### 3.3.5

Monitor and evaluate the participation of the community in the management and planning for the Area.



## RATIONALE - WHY?



The achievement of the *conservation* and *ecologically sustainable use* of the Area, the fulfilment of Australia's obligations under the World Heritage Convention and the effectiveness of this Plan will depend, in part, on the knowledge and understanding gained from basic and applied research and monitoring.



## 25 YEAR OBJECTIVE - WHAT?



To obtain and disseminate accurate and timely information which will help decision makers and maximise community confidence in decisions made regarding the Great Barrier Reef World Heritage Area.

## BROAD STRATEGIES - HOW?

- Ensure that research and monitoring are strategically driven by identifying and prioritising information needs in conjunction with *stakeholders* while recognising Australia's obligations under the World Heritage Convention.
- Encourage the development of ecologically benign technologies, practices and materials in activities which affect the Area.
- Determine levels of inputs and disturbance compatible with the ecological integrity of the Area.
- Monitor the applicability and effectiveness of new technologies.
- Obtain commitments to long-term funding from government and other sources.
- Develop mechanisms for sharing and accessing data and information and for co-ordinating and rationalising research effort.
- Establish appropriate mechanisms for the timely review of research and monitoring.

### 5 YEAR OBJECTIVES

### STRATEGIES

4.1  
To improve understanding of basic ecological processes occurring in the Area.

4.1.1  
Undertake research and modelling programs aimed at understanding the basic ecological processes occurring in the Area.

4.1.2  
Establish an integrated Area-wide monitoring program.

## 5 YEAR OBJECTIVES

### 4.2

To improve understanding of basic geological and physical processes occurring in the Area.

### 4.3

To establish an information and knowledge base for the Area and for its ecologically sustainable multiple use.

### 4.4

To establish research and monitoring programs which address the information needs for the *conservation* and *ecologically sustainable use* of the Area.

### 4.5

To improve the basis for selecting areas to be given a high level of *protection*.

### 4.6

To improve the capacity to determine ecologically sustainable catches for major fisheries in the Area.

## STRATEGIES

### 4.2.1

Undertake research programs aimed at understanding the basic geological and physical processes occurring in the Area.

### 4.3.1

Establish a publicly accessible network of systems for the storage, retrieval and dissemination of existing and newly acquired, non-confidential information relevant to the Area.

### 4.3.2

Develop methods for interpreting and applying the results of research and monitoring.

### 4.3.3

Disseminate the results of research, monitoring and applications through refereed publications, management recommendations and extension material.

### 4.4.1

Develop and prioritise research and monitoring programs in conjunction with *stakeholders*.

### 4.4.2

Organise current and proposed research and monitoring initiatives into major program areas each of which includes applied and basic research and monitoring.

### 4.4.3

Obtain guarantees of ongoing funding from government and private sources for programs on a five yearly basis.

### 4.5.1

Accelerate the compilation of a comprehensive inventory of the natural and, as appropriate, cultural *resources* of the Area and the patterns of use.

### 4.5.2

Develop decision support systems to optimise the selection of protected areas using the inventory as a basis.

### 4.6.1

Conduct research on life histories and *population dynamics* of selected major target species and monitor and evaluate trends in their *population* parameters.

### 4.6.2

Monitor and evaluate trends in catch/effort ratios for major fisheries.

## 5 YEAR OBJECTIVES

4.7

**To improve the understanding of the effects of fishing on non-target and target species and their habitats.**

4.8

**To improve the capacity to determine ecologically sustainable levels of *tourism* and recreation and their effects on visitor experiences and attitudes.**

4.9

**To provide additional information on the socio-economic characteristics and impacts of major human activities affecting the Area.**

## STRATEGIES

4.7.1

Conduct research into the effects of trawling on non-target species, their habitats and nearby coral reefs.

4.7.2

Conduct research into the effects of reef-based fishing activities on *biological communities*.

4.7.3

Monitor and, where appropriate, undertake tests of innovative fishing technologies to assess their effects.

4.7.4

Conduct impact studies at the developmental stage of new or extended fisheries.

4.8.1

Conduct research on the nature and extent of *tourism* and recreation within the Area.

4.8.2

Monitor and evaluate trends in *tourism* and recreational use of the Area.

4.8.3

Conduct research on the life history and *population dynamics* of species of major significance to *tourism* and recreation and evaluate trends in their *population* parameters.

4.8.4

Conduct research into the ecological effects of major *tourism* and recreational practices at sites subjected to varying levels of use.

4.8.5

Conduct research into the effects of major *tourism* and recreational practices and other uses of the Area on visitor experience, attitudes and opportunities.

4.9.1

Conduct research into the socio-economic characteristics and effects of:

- traditional use
- *tourism*
- shipping
- recreation
- port development
- management
- land-based activities
- fishing
- *extraction of non-renewable resources* where this is permitted.

4.9.2

Conduct research into the socio-economic aspects of intersectoral issues related to the use and management of the Area.

## 5 YEAR OBJECTIVES

### 4.10

To develop, in conjunction with Aboriginals and Torres Strait Islanders, an understanding of their marine *resource* use, management practices and maritime knowledge.

### 4.11

To investigate effects of nutrients, sediments, toxic pesticides, herbicides and other toxic *pollutants* with a view to reducing their inputs and impacts in the Area.

## STRATEGIES

### 4.10.1

Conduct research on the ecological sustainability of traditional hunting, fishing and gathering.

### 4.10.2

Conduct research on the effects of non-traditional use on the *harvesting* of those *resources* used traditionally by Aboriginals and Torres Strait Islanders.

### 4.10.3

Conduct research with Aboriginals and Torres Strait Islanders on appropriate cultural uses and sites, use rights and traditional maritime tenure and management.

### 4.11.1

Quantify these land-based inputs to the Area.

### 4.11.2

Investigate levels of sediment and nutrient inputs from terrestrial runoff and marine *pollutants* with a view to developing standards/reference values which do not damage the ecological integrity of affected coral reefs and seagrass beds.

### 4.11.3

Develop and establish a monitoring program to detect trends and changes in water quality parameters, indicator *organisms*, and *biological communities*, and investigate the causes of major trends.

### 4.11.4

Encourage the development of methods of reducing undesirable land-based inputs and other *pollutants* to the Area.

### 4.11.5

Encourage the development of ecologically benign methods of pest and weed control.

### 4.11.6

Determine the levels of toxic *pollutants* such as heavy metals and pesticides in food *resources* harvested from the Area.

### 4.11.7

Conduct research into the effects of dredging and spoil dumping on the Area.

### 4.11.8

Determine methods of reducing the effects of dredging and spoil dumping on the Area.

## 5 YEAR OBJECTIVES

### 4.12

To quantify the nature and extent of the effects of some major natural and human-induced disturbances on the ecosystem/s of the Area, and improve the capacity to predict recovery from such disturbances.

### 4.13

To develop methods for the evaluation of current and proposed management strategies.

### 4.14

To improve the capacity to determine the economic values of selected major biological communities and uses of the Area.

## STRATEGIES

### 4.12.1

Investigate the impacts on the Area of major natural and human-induced disturbances such as:

- cyclones
- major flood events
- crown-of-thorns starfish outbreaks
- oil spills.

### 4.12.2

Conduct research on the causes and effects of outbreaks of crown-of-thorns starfish *populations*.

### 4.12.3

Conduct research on the capacity of major *biological communities* to recover from disturbance and the factors influencing recovery.

### 4.12.4

Construct and test predictive models of recovery.

### 4.12.5

Develop techniques for rehabilitating disturbed *biological communities* at high-value sites.

### 4.13.1

Identify species in each major *biological community* which are sensitive to the effects of different types of levels of impact or use.

### 4.13.2

Monitor selected sensitive species at sites subject to different management regimes, types and levels of use or impacts from outside the Area.

### 4.13.3

Develop techniques to document cumulative impacts on major *biological communities* at a regional level.

### 4.14.1

Encourage the development of economic approaches to valuing:

- major *biological communities* subjected to varying levels of impact
  - major uses of the Area
- as required.

### 4.14.2

Undertake economic studies on the value of alternative uses of key sites and selected *biological communities*.

### 4.14.3

Assess the value of the Area to regional, state and national economies.

## RATIONALE - WHY?

The Great Barrier Reef World Heritage Area is large with many neighbours and it can be threatened by outside activities. Planning and management of the Great Barrier Reef World Heritage Area and *adjacent areas* need to be integrated.

## 25 YEAR OBJECTIVE - WHAT?

To ensure that planning standards and guidelines for development, use, water quality and *conservation* aim to achieve a healthy, properly functioning Great Barrier Reef World Heritage Area. These standards and guidelines should be coordinated across geographical boundaries and between *stakeholders*, while facilitating sustainable economic activity and contributing to the social well-being of the community. Accordingly, the water quality initiatives should aim to reduce human-caused inputs into the World Heritage Area of silt, nutrients, toxic pesticides, herbicides and other toxic *pollutants* to as close to zero as possible through the development and application of technology and advanced management systems and practices. Input levels should be consistent with the maintenance of the diversity of species and habitats and the ecological integrity of the system.  
(Refer Research and Monitoring for water quality strategies)

## BROAD STRATEGIES - HOW?

- Ensure management strategies inside the Area are consistent with each other and appropriate.
- Encourage management outside and inside the Area to be complementary.
- Develop coordinating processes that involve all relevant stakeholders.
- Coordinate planning standards and guidelines across geographical boundaries and between stakeholders.
- Ensure concerns of stakeholders are addressed through the use of the appropriate coordination processes when land use and water quality issues are considered by governments.

## 5 YEAR OBJECTIVES

### 5.1

To establish a regionally-based mechanism for integrating planning activities between the following:

- *Integrated Catchment Management Strategy*
- *Land Care*
- *Coastal Protection Strategy*
- **World Heritage Areas:**
  - Great Barrier Reef and Wet Tropics**
- *public utilities*
- *local authorities*
- **Cape York Peninsula Land Use Strategy**
- **Marine Park zoning plans**
- **other relevant planning exercises and plans**
- *User groups*
- *Government agencies*

### 5.2

To coordinate planning for the Great Barrier Reef World Heritage Area with the Torres Strait Protected region and the Australian Fishing Zone.

### 5.3

To have in place negotiated interim levels/standards/reference values for:

- *fresh water quantity*
  - *silt loads*
  - *nutrients*
  - *pesticides*
  - *herbicides*
  - *other pollutants*
- in the World Heritage Area.

## STRATEGIES

### 5.1.1

Develop coordinated regional planning frameworks and mechanisms for the coordination of guidelines covering both the World Heritage Area and adjacent regions.

### 5.1.2

Ensure regional planning guidelines are taken into account in individual environmental assessments.

### 5.1.3

Clarify responsibilities between *agencies*.

### 5.1.4

Implement *memoranda of understanding* between *agencies*.

### 5.1.5

Aim for *one-stop shops* for facilitating consideration of applications for appropriate classes of development.

### 5.2.1

Establish formal communication mechanisms between management *agencies* for the three areas.

### 5.2.2

Establish procedures to measure the impact of the proposed management plans for other areas on the Great Barrier Reef World Heritage Area.

### 5.3.1

Form working groups involving relevant local, state and national organisations under the Great Barrier Reef Marine Park Authority Technical Advisory Committee on Water Quality to establish levels, standards or reference values for:

- *fresh water quantity*
- *silt loads*
- *nutrient levels*
- *pesticides*
- *herbicides*
- *urban storm water quality*
- *other pollutants*

by reviewing all available data, identifying gaps in available information, and recommending data collection programs.

### 5.3.2

Negotiate acceptance of standards/reference values and compliance by appropriate groups:

- Commonwealth, state and local authorities
- rural communities
- urban communities
- Aboriginal & Torres Strait Islander communities
- industry
- individuals.

### 5.3.3

Test, monitor and review data relative to standards and review standards/reference values, when and where appropriate.

## 5 YEAR OBJECTIVES

### 5.4

To have catchment management strategies planned and their implementation commenced in those priority river catchments that will adversely impact on the Great Barrier Reef World Heritage Area.

### 5.5

To have an effective *Coastal Protection Strategy* and legislation in place.

### 5.6

To have regional coordinated planning for the local authorities influencing the Area.

### 5.7

To have coordinated planning between all *stakeholders*.

## STRATEGIES

### 5.3.4

Monitor water quality and assess compliance with standards and reference values.

### 5.3.5

Seek compliance with standards/reference values by *memoranda of understanding* or enforce with legislation as appropriate.

### 5.3.6

Facilitate public acceptance and support of standards/reference values through education.

### 5.4.1

Ensure that Integrated Catchment Management legislation is prepared, that priority catchments which adversely impact on the Great Barrier Reef World Heritage Area are identified and that catchment management strategies link with relevant strategies for the Area.

### 5.4.2

Encourage community groups and other *stakeholders* to endorse and implement an *Integrated Catchment Management Strategy* for their catchment.

### 5.5.1

Ensure that state-wide and regional coastal *protection* plans and this Plan are complementary.

### 5.5.2

Ensure planning guidelines are taken into account in individual environmental impact assessments.

### 5.5.3

Ensure that management *agencies* cooperate with the Department of Environment and Heritage to ensure the Coastal Protection Act and this Plan are complementary.

### 5.6.1

Establish Regional Organisations of Councils centred on:

- Cairns
- Townsville
- Mackay/Whitsunday
- Rockhampton/Gladstone/Bundaberg.

### 5.6.2

Include *user*, community and environmental groups in regional planning processes eg through Regional Planning Advisory Committees.

### 5.7.1

Educate *user* groups and *agencies* about the objectives of this Plan.

### 5.7.2

Stimulate and encourage local *interest* and *user* groups to prepare their own strategic plans by providing guidelines and assistance.

### 5.7.3

Involve *user* groups in the implementation, review and evaluation of this Plan.

## 5 YEAR OBJECTIVES

5.8

To encourage relevant *stakeholder* organisations to incorporate relevant objectives and strategies from this Plan into their own corporate, management or business plans.

## STRATEGIES

5.8.1

Guide relevant *stakeholder* organisations on how to translate this Plan into their corporate plans.

5.8.2

Involve these *stakeholder* organisations in the implementation, review and evaluation of this Plan.

5.8.3

Conduct a major review of this Plan in 1998.

# RECOGNITION OF ABORIGINAL AND TORRES STRAIT ISLANDER INTERESTS

6

## RATIONALE - WHY?

For thousands of years Aboriginals and Torres Strait Islanders have used the natural environment of the Area for both cultural and economic purposes in an ecologically sustainable way.

Present and future management of the Area should recognise this continuing use and that population changes, modern technology and other activities may impose increased pressure on resources requiring innovative management.

## 25 YEAR OBJECTIVE - WHAT?

**To have a community which recognises the interests of Aboriginals and Torres Strait Islanders so that they can pursue their own lifestyle and culture, and exercise responsibility for issues, areas of land and sea, and resources relevant to their heritage within the bounds of ecologically sustainable use and consistent with our obligations under the World Heritage Convention and other Commonwealth and State laws.**

## BROAD STRATEGIES - HOW?

- Where such plans are appropriate, Aboriginals and Torres Strait Islanders to develop, with stakeholder agencies and organisations, management plans to ensure that their traditional use of resources is ecologically sustainable.
- Consider the legal implications of the Mabo ruling for the legislative framework for, and management of, the Great Barrier Reef World Heritage Area.
- Ensure that use by Aboriginals and Torres Strait Islanders is taken into account in the development of resource management plans.
- Ensure that Aboriginals and Torres Strait Islanders have opportunities for membership of, and full involvement in, the relevant decision-making and consultative bodies.
- Provide the full range of employment opportunities for Aboriginals and Torres Strait Islanders in agencies and industries of the Area.
- Educate the general community, other users and managers about the cultural heritage and aspirations of Aboriginals and Torres Strait Islanders.
- Develop culturally-appropriate and understandable formats for regulatory and informative material that is distributed to Aboriginals and Torres Strait Islanders.

## 5 YEAR OBJECTIVES

### 6.1

To ensure that the interests of  
Aboriginals and Torres Strait  
Islanders are reflected in the  
management of the Area.

### 6.2

To inform the general public of the  
culture and economies of  
Aboriginals and Torres Strait  
Islanders in relation to the Area.

### 6.3

To develop a culturally-appropriate  
information program for  
Aboriginals and Torres Strait  
Islanders, regarding the Area and  
its management.

## STRATEGIES

### 6.1.1

Develop effective participation processes and structures in  
conjunction with Aboriginals and Torres Strait Islanders.

### 6.1.2

Cooperatively develop guidelines for *stakeholder agencies* and  
organisations for culturally-appropriate interaction with Aboriginals  
and Torres Strait Islanders.

### 6.1.3

Ensure that negotiation occurs on all aspects of management  
that will particularly affect the rights or interests of  
Aboriginal and Torres Strait Islander people.

### 6.1.4

Ensure that use by Aboriginals and Torres Strait Islanders is taken  
into account in the development of *resource* management plans.

### 6.1.5

Where plans are appropriate, Aboriginals and Torres Strait Islanders  
to develop, with *stakeholder agencies* and organisations, management  
plans to ensure that their traditional use of *resources* is ecologically  
sustainable.

### 6.1.6

Provide opportunity for Aboriginals and Torres Strait Islanders for  
membership on, and full involvement in, management boards and  
advisory committees.

### 6.1.7

Develop and implement employment and training programs in  
*stakeholder* organisations for Aboriginals and Torres Strait Islanders.

### 6.1.8

Consider the implications of relevant legislation for native title.

### 6.2.1

Develop educational and interpretive materials and programs, in  
conjunction with Aboriginals and Torres Strait Islanders.

### 6.2.2

Incorporate information about Aboriginals and Torres Strait Islanders  
in education curricula and interpretive programs.

### 6.3.1

Produce culturally-appropriate material.

### 6.3.2

Disseminate information in a culturally-appropriate manner.

## **5 YEAR OBJECTIVES**

**6.4**

**To establish cooperative management arrangements between Aboriginals and Torres Strait Islanders and stakeholder agencies in the Area.**

**6.5**

**To ensure that projects related to the social, cultural and economic interests of Aboriginals and Torres Strait Islanders are included in research and monitoring programs. (see Research and Monitoring 4.10).**

## **STRATEGIES**

**6.4.1**

Establish a legislative basis for cooperative management arrangements.

**6.4.2**

Establish cooperative management arrangements for specific areas.

**6.4.3**

Provide for Aboriginal and Torres Strait Islander representation on management boards and advisory committees.

**6.5.1**

Identify and develop relevant research and monitoring projects in consultation with Aboriginals and Torres Strait Islanders.

**6.5.2**

Involve Aboriginals and Torres Strait Islanders in projects that affect the interests of their people.



## 7 MANAGEMENT PROCESSES



### RATIONALE - WHY?



For the *stakeholder agencies* to implement this Plan effectively, they will require adequate *resources*, clear and timely decision-making procedures, informed, inexpensive and rapid methods of resolving conflicts, and appropriate mechanisms for consultation, management and enforcement.



### 25 YEAR OBJECTIVE - WHAT?



**To have simple, pro-active and coordinated management processes which lead to appropriate, collaborative and timely decisions by governments, groups and individuals.**



### BROAD STRATEGIES - HOW?

- 
- 
- Encourage each stakeholder agency to initiate internal reviews of the efficiency and effectiveness of its procedures relating to the management of the Area.
  - Conduct a comprehensive review of the roles of stakeholder agencies so that duplications and inadequacies are eliminated.
  - Encourage all stakeholder agencies and organisations to address the management of the Area in their own strategic and corporate plans in a manner consistent with the values outlined in this Plan.
  - Review and optimise the balance of responsibility for the Area between local, state and Commonwealth governments.
  - Establish mechanisms for reviewing agreements between stakeholder agencies and users in a timely fashion.
  - Establish agreements and mechanisms for exchanging data between stakeholder agencies and organisations.
  - Develop effective, open dispute resolution mechanisms, both judicial and non-legal.

## 5 YEAR OBJECTIVES

## STRATEGIES

### 7.1

**To have adequate funds available for implementing this Strategic Plan.**

### 7.1.1

Develop a comprehensive strategy for long-term funding from a range of sources including:

- local, state and Commonwealth governments
- international community
- general community
- private enterprise
- other *stakeholders*.

### 7.1.2

Establish a Great Barrier Reef *World Heritage Area Foundation* to manage funds raised and received from a variety of sources.

### 7.2

**To ensure ongoing and meaningful consultation between all *stakeholders*.**

### 7.2.1

Establish consultation mechanisms proposed in this Plan.

### 7.2.2

Undertake additional consultation with relevant *stakeholders* when significant changes are made to draft proposals after public comment.

### 7.3

**To provide interested parties with access to non-confidential information relevant to their needs.**

### 7.3.1

Establish agreements and mechanisms to ensure exchange of data between organisations and *stakeholders*.

### 7.3.2

Establish publicly accessible information sources and databases.

### 7.4

**To resolve disputes quickly and inexpensively.**

### 7.4.1

Identify and, where appropriate establish alternative dispute resolution procedures, including non-legal local dispute resolution and specialist technical panels.

### 7.4.2

Review the feasibility of ensuring the availability of *third party standing rights* in relation to Queensland Government decisions affecting the Great Barrier Reef World Heritage Area.

### 7.5

**To enforce management legislation pertaining to the Area efficiently and effectively.**

### 7.5.1

Ensure legislation minimises the cost of enforcement while providing sufficient deterrents.

### 7.5.2

Encourage the adoption of *memoranda of understanding* and *voluntary codes of practice* by appropriate *agencies* and *user groups*, as an adjunct or alternative, to legislation.

## RATIONALE - WHY?

Unnecessary duplication of legislation causes problems and confusion, particularly for *users*. Streamlined and complementary legislation will assist in the implementation of the Plan within and across the boundaries of the Area and ensure we can meet our obligations under the World Heritage Convention.

## 25 YEAR OBJECTIVE - WHAT?

To provide complementary, simple and effective legislation at all levels of government that facilitates effective implementation of the Strategic Plan and integrated management of the Great Barrier Reef World Heritage Area in accord with World Heritage obligations.

## BROAD STRATEGIES - HOW?

- Undertake a coordinated local, state and federal review of legislation to identify duplication and gaps in existing legislation for the Area.
- Determine which areas of the Strategic Plan need legislative action and identify the most appropriate means of implementation.
- Establish mechanisms for public consultation for impending legislation.
- Amend and/or draft required legislation.
- Identify, in consultation with all stakeholders, the most appropriate boundaries for the Area.

### 5 YEAR OBJECTIVES

**8.1**  
To have the required streamlined and complementary legislation in place including legislation that acknowledges Australia's obligations under the World Heritage Convention.

### STRATEGIES

8.1.1  
Review relevant local, state and federal legislation to identify inadequacies, unnecessary duplication and anomalies.

8.1.2  
Provide for public participation in the preparation of new and amended legislation.

8.1.3  
Amend existing legislation or enact new legislation to resolve problems identified in the review.

## 5 YEAR OBJECTIVES

8.2

To establish the most appropriate boundaries for the Area.

8.3

To resolve the legislative issue regarding modification by reclamation of Great Barrier Reef Marine Park boundaries.

## STRATEGIES

8.2.1

Identify issues in relation to boundaries.

8.2.2

Provide for public participation in the consideration of appropriate boundaries.

8.2.3

Determine the preferred boundaries.

8.3.1

GBRMPA, QDEH and other *agencies* responsible negotiate to resolve the legislative issue.



## APPENDIX 1

### Geographical description of the Great Barrier Reef World Heritage Area

This nomination applies to the area the boundary of which -

- (a) commences at the point that, at low water, is the northernmost extremity of Cape York Peninsula, Queensland;
- (b) runs thence easterly along the geodesic to the intersection of parallel of Latitude 10°41' South with meridian of Longitude 145°00' East;
- (c) runs thence southerly along that meridian to its intersection by the parallel of Latitude 13°00' South;
- (d) runs thence south-easterly along the geodesic to a point of Latitude 15°00' South Longitude 146°00' East;
- (e) runs thence south-easterly along the geodesic to a point of Latitude 17°30' South Longitude 147°00' East;
- (f) runs thence south-easterly along the geodesic to a point of Latitude 21°00' South Longitude 152°55' East;
- (g) runs thence south-easterly along the geodesic to a point of Latitude 24°30' South Longitude 154°00' East;
- (h) runs thence westerly along the parallel of Latitude 24°30' South to its intersection by the coastline of Queensland at low water; and
- (i) runs thence generally northerly along that coastline at low water to the point of commencement.

## APPENDIX 2



### Organisations initially invited to participate in the development of Plan:

- |  |  |
|--|--|
| Aboriginal and Torres Strait Islander Commission   | Local Government Association of Queensland   |
| Aboriginal Coordinating Council  | Local Government Authorities adjacent to the Great Barrier Reef World Heritage Area                  |
| Association of Marine Park Tourism Operators   | Lockhart Community Council   |
| Australian Conservation Foundation   | Mariculture Industry - represented by REEFARM  |
| Australian Coral Reef Society  | Muralaz Tribal TSI Corporation   |
| Australian Heritage Commission   | North Queensland Conservation; Council   |
| Australian Institute of Marine Science   | Office of the Cabinet (Queensland)   |
| Australian Littoral Society  | Palm Island Community Council  |
| Australian Maritime Safety Authority   | Port Authorities adjacent to the Great Barrier Reef World Heritage Area and the Harbours Corporation |
| Australian National Parks and Wildlife Service (now Australian Nature Conservation Agency)                             | Queensland Aquarium Supply Divers Association  |
| Australian Recreational and Sport Fishing Council  | Queensland Charter Vessel Association  |
| Australian Tourism Industry Association Ltd.   | Queensland Commercial Fishermen's Organisation   |
| Australian Tourist Commission  | Queensland Conservation Council  |
| Australian Volunteer Coastguard Association  | Queensland Department of Environment and Heritage  |
| Cairns and Far Northern Environment Centre   | Queensland Department of Family Services and Aboriginal and Islander Affairs                         |
| Canegrowers  | Queensland Department of Housing, Local Government and Planning                                      |
| Cape York Land Council   | Queensland Department of Minerals and Energy   |
| Capricorn Conservation Council   | Queensland Department of Primary Industries  |
| Coastwatch   | Queensland Department of Transport   |
| Commonwealth Scientific and Industrial Research Organisation   | Queensland Fish Management Authority   |
| Department of the Arts, Sport, the Environment, Tourism and Territories (Tourism and Arts were subsequently separated) | Queensland Game Fishing Organisation   |
| Department of Primary Industries and Energy (Australian Fisheries Management Authority has since been established)     | Queensland Marine Parks Consultative Committee   |
| Department of the Premier, Economic and Trade Development  | Queensland Mining Council  |
| Department of Transport and Communications   | Queensland Port Authorities Association  |
| Dive Tourism Association of Australia  | Queensland Sport and Recreational Fishing Council  |
| East Coast Master Pearl原因's Association  | Queensland Tourist and Travel Corporation  |
| Great Barrier Reef Consultative Committee  | Regional tourist associations  |
| Great Barrier Reef Marine Park Authority   | University of Queensland   |
| Greenpeace (Australia)   | Wide Bay/Burnett Conservation Council  |
| Gungarde Community Council   | Wildlife Preservation Society Queensland Inc.  |
| Hope Vale Community Council  | Wujal Wujal Community Council  |
| Injinoo Community Council  | Wuthathi Community Council   |
| Islander Coordinating Council  | Yarrabah Community Council   |
| James Cook University of North Queensland  |  |

# APPENDIX 3

## ISSUES

The following issues are distilled from lists of long-term and short-term issues identified during the initial workshops of the Strategic Planning process. They are cross-referenced to areas of this Plan, objectives or strategies which address the issue either particularly or generally. An issue may be addressed by a strategy within an objective.

### Section abbreviations:

V - Vision

1 - Conservation;

2 - Resource Management

3 - Education, Communication, Consultation and Commitment

4 - Research and Monitoring

5 - Integrated Planning

6 - Recognition of Aboriginal and Torres Strait Islander Interests

7 - Management Processes

8 - Legislation;

### Reference abbreviations:

BO - Broad Objectives    BS - Broad Strategies    n.n - Number of Objective

ISSUE	V	1	2	3	4	5	6	7	8
Aboriginal and Torres Strait Islander consultation		1.10			4.10		BS3 6.5		
Aboriginal and Torres Strait Islander management zones		1.10	2.4				BS 1-2 6.1		
Aboriginal and Torres Strait Islander traditional practices, rights and claims	3	1.10			4.10		BO BS5 6.2 6.3		
Accountability								BO BS 1 7.1	
Agencies - number and style			BS2			5.1 5.6		BS 1-6 7.5	8.1
Airports, spaceports					BS4 4.9				
Boundaries - appropriateness		1.3				BS2 BS4			8.2
Carrying capacities			BS1 BS4		4.6 4.8				
Clarity of policies		1.2						BS 1	8.1
Climate change					4.1				

Coordination and consistency in management			BS2			BS 1-5 5.1 5.2 5.6 5.7		BS 1-6	
Conflict resolution methods			2.1	3.3				BS 7 7.4	
Consultation - local, national, international				BS 2-4 3.1 3.3				7.2	
Development guidelines - reef and non-reef based, industrial, marinas, space base, airports aesthetic qualities etc			2.3						
Development - reasonable, opportunities		BO 1.9	2.2- 2.5						
Education for all - use without abuse				BO BS 1- 4 3.1 3.2			BO BS5		
Equity of access	3	1.9		3.3				6.1	
Equity of costs and benefits			2.1						
Fishing - effects, levels of catch					4.6 4.7				
Foreign fishing vessels in Torres Strait	Not addressed in this Plan								
Foreign ownership	Government policy, not addressed in this Plan								
Funding					BS5			7.1	
Global changes eg. climate, Greenhouse and El Nino		1.11			4.1 4.2				
Global tourism and leisure trends					4.8 4.9				
Impact - tourism					4.9 4.12				
Incentives				3.3					
Incremental degradation, cumulative effects		1.1 1.6							
International conventions									8.1
Islands - valuation					4.5 4.14				

Legislation complex									BO 8.1
Management techniques eg. closures					4.5 4.13				
Mariculture			2.2		4.11	5.3			
Monitoring - coordinated reef wide					4.1 4.2				
New technology - positives and negatives					BS4				
Onus of proof		BO2							
Physical damage - fin, anchor, groundings, trawling and cyclones					4.12				
Pollution - oil		1.11			4.11 4.12				
Population growth - world, regional					4.8				
Precautionary principle	5	BS2 1.3	BS4						
Public participation - monitoring, this Plan				BS 3 3.3		5.8			
Regional resource planning		BS1 2.1 2.5				5.1- 5.8			
Rehabilitation strategy		1.7							
Role clarity - between and within three levels of government						5.5 5.6		BO BS 2 BS 4	8.1
Runoff					4.11	5.1 5.3 5.4			
Scientific basis for decisions	5				BO 4.1- 4.14				
Shipping					4.9				
Short-sighted development		1.8	BS1						
Stakeholder confidence in management						BS3 BS4			
Surveillance and enforcement								7.5	
Sustainable development strategy		BO BS1- 2	2.1						

System-wide view of World Heritage Area						BS1 -2 BS4 5.1 5.5			
User pays					BS5				
Wilderness experience		BS3 1.3 1.9							



# APPENDIX 4

APPENDIX 4

## Summary implementation table

**Lead Agency:** In regard to this Strategic Plan, the general role of a lead agency is defined as having the following responsibilities:

- coordinate policy development within an overall strategy through a consultative process;
- develop standards through a consultative process;
- advise other agencies on the implementation of the policies and standards and advocate their implementation as widely as necessary;
- where a number of agencies are involved, plan and coordinate management;
- manage specific issues or areas within jurisdictional responsibilities;
- monitor outcomes and provide feedback to other agencies involved;
- report to Government on the level of success of the policies advising how the performance might be improved and seeking resolution of any areas of conflict with other agencies; and
- carry out agreed strategies.

**Key Player:** The general role of a key player is defined as having the following responsibilities:

- be involved in consultation with lead agencies on issues relating to their jurisdictional responsibilities;
- consult with their organisational membership;
- provide information to Lead Agency;
- monitor role of Lead Agency; and
- carry out agreed strategies.

### Abbreviations used in this Table.

AHC	Australian Heritage Commission
AFMA	Australian Fisheries Management Authority
AMPTO	Association of Marine Park Tourism Operators
AMSA	Australian Maritime Safety Authority
ANCA	Australian Nature Conservation Agency
AQIS	Australian Quarantine Inspection Service
ATIA	Australian Tourism Industry Association
A&TSI*	Aboriginals and Torres Strait Islanders, both organisations and communities
ATSIC	Aboriginal and Torres Strait Islander Commission
Conservation	Conservation groups
DFSAIA	Department of Family Services and Aboriginal and Islander Affairs
GBRMPA	Great Barrier Reef Marine Park; Authority
Premiers	Department of the Premier, Economic and Trade Development
QCFO	Queensland Commercial Fishermen's Organisation
QDEH	Queensland Department of Environment and Heritage
QDHLGP	Queensland Department of Housing, Local Government and Planning
QDME	Queensland Department of Minerals and Energy
QDOT	Queensland Department of Transport
QDPI	Queensland Department of Primary Industries
QFMA	Queensland Fish Management Authority
QSRFC	Queensland Sport and Recreational Fishing Council
QTTC	Queensland Tourist and Travel Corporation
Science	All branches of Science, physical, biological, social and economic in a variety of institutions and organisations

\*When strategies implemented, specific organisations/communities determined by negotiation

## Summary implementation table

Objective	Lead Agency	Key Players
1.1	GBRMPA QDEH	all stakeholders
1.2	GBRMPA QDEH	QDEH, QDPI, QFMA, Conservation, Science
1.3	GBRMPA QDEH	QDPI, QDEH, QFMA, all stakeholders
1.4	GBRMPA QDEH QDPI	QDEH/Science/Conservation
1.5	ANCA GBRMPA QDEH	QDEH/QDPI/QFMA
1.6	GBRMPA QDEH QDPI	all agencies
1.7	QDEH GBRMPA	Tourism, Science, QCFO, Conservation
1.8	GBRMPA	QCFO, QDPI, QDEH, Science, QSRFC, Conservation, A&TSI, Tourism Industry, AMSA, QDOT, Local Govt
1.9	GBRMPA, QDEH	Tourism, Conservation, SRFC (QCFO and every stakeholder as they are related to use)
1.10	QDEH GBRMPA Qld Museum AHC	A&TSI, QDEH, GBRMPA, Qld Museum, Science
1.11	AMSA GBRMPA QDEH	QDOT, QDPI, QDEH, Tourism, AQIS
2.1	GBRMPA in role as implementation coordinator QDEH	All those involved in developing plans
2.2	QFMA QDPI AFMA GBRMPA QDEH	QCFO, QSRFC, ANCA, Science, A&TSI, GBRMPA, QDEH, A&TSI All stakeholders

2.3	QTTC AMPTO ATIA GBRMPA QDEH Various Port Authorities and Harbours Corporation QDOT, AMSA	QTTC, AMPTO, ATIA, GBRMPA, QDEH, Tourism, Dept of Tourism, Sport and Racing, Local Community, A&TSI, Local Gvt., QFMA, QDOT, GBRMPA as role of coordinator
2.4	GBRMPA QDEH	QDPI, QDOT Science, Local Communities, A&TSI
2.5	GBRMPA QDEH	all stakeholders
2.6	QDME QDEH QDPI	QDOT GBRMPA
2.7	GBRMPA/QDEH/QDOT	relevant stakeholders
2.8	CEPA/QDEH/GBRMPA	GBRMPA, QDOT etc
3.1	GBRMPA, QDEH	all stakeholders
3.2	GBRMPA	all stakeholders
3.3	QDEH QDPI GBRMPA	all stakeholders
4.1	GBRMPA	Science/QDEH/relevant stakeholders
4.2	GBRMPA Science	QDEH, all stakeholders
4.3	GBRMPA Science	all stakeholders as appropriate
4.4	GBRMPA Science	QDPI/QDEH All relevant stakeholders
4.5	GBRMPA Science	QDPI/QDEH All relevant stakeholders
4.6	GBRMPA Science	QDPI/QDEH/QFMA All relevant stakeholders
4.7	GBRMPA Science	QDPI/QDEH All relevant stakeholders
4.8	GBRMPA, Science QDEH, Tourism	QFMA/QSRFC/QDPI Conservation
4.9	GBRMPA/Science/A&TSI/ Tourism/QDOT	All relevant stakeholders
4.10	GBRMPA/A&TSI/QDEH	QDEH/A&TSI/Science

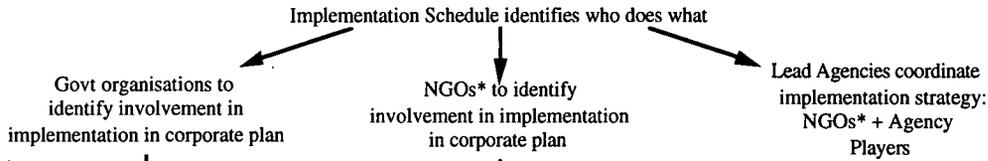
4.11	GBRMPA - water quality program QDPI	Science/QDPI/QDEH/Health Dept
4.12	Science GBRMPA	QDEH/QDPI/Tourism
4.13	GBRMPA QDEH Science	QDEH/QDPI
4.14	Science Economics GBRMPA QDEH	relevant stakeholders
5.1	QDHLGP GBRMPA QDEH Premiers	all organisations
5.2	Premiers/GBRMPA	QDHLGP Premiers/QFMA/AFMA/A&TSI/ QDPI/Tourism other relevant organisations
5.3	GBRMPA	QDPI/QDEH and all relevant parties
5.4	QDPI	QDEH/Science
5.5	QDEH Premiers	GBRMPA/QDEH/QDPI Management organisations
5.6	QDHLGP	QDEH/QDPI
5.7	GBRMPA	all stakeholders
5.8	GBRMPA	all agencies
6.1	GBRMPA, QDEH DFSIA/ATSIC/A&TSI	QDPI Management organisations
6.2	GBRMPA	A&TSI/QDEH
6.3	ATSIC/DFSIA	All organisations with education/extension program
6.4	GBRMPA QDEH A&TSI	QDEH/QDPI/A&TSI
6.5	GBRMPA	QDEH/QDPI/A&TSI
7.1	GBRMPA QDEH	all stakeholders
7.2	GBRMPA	all stakeholders

7.3	GBRMPA	all stakeholders
7.4	GBRMPA Premiers	all stakeholders when applicable
7.5	GBRMPA, QDEH, QDPI	Tourism/Fisheries/QDEH/ Premiers/and other stakeholders
8.1	GBRMPA Premiers	Any Dept with legislation relating to World Heritage Area and Premiers
8.2	GBRMPA Premiers	all management agencies and users
8.3	GBRMPA QDEH	Premiers/PM&C/DEST

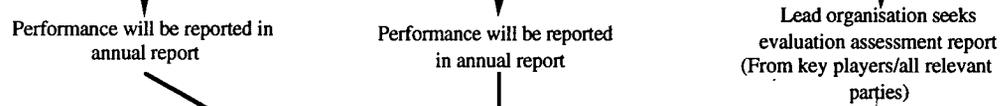


**Annual Evaluation Cycle**

**Implementation:**



**Evaluation:**



Strategic planning coordinator  
Collation of all evaluation reports & performance monitoring (GBRMPA)

Annual GBRWHA draft report on implementation

Forum of stakeholder representatives

Review and adjustment of strategies

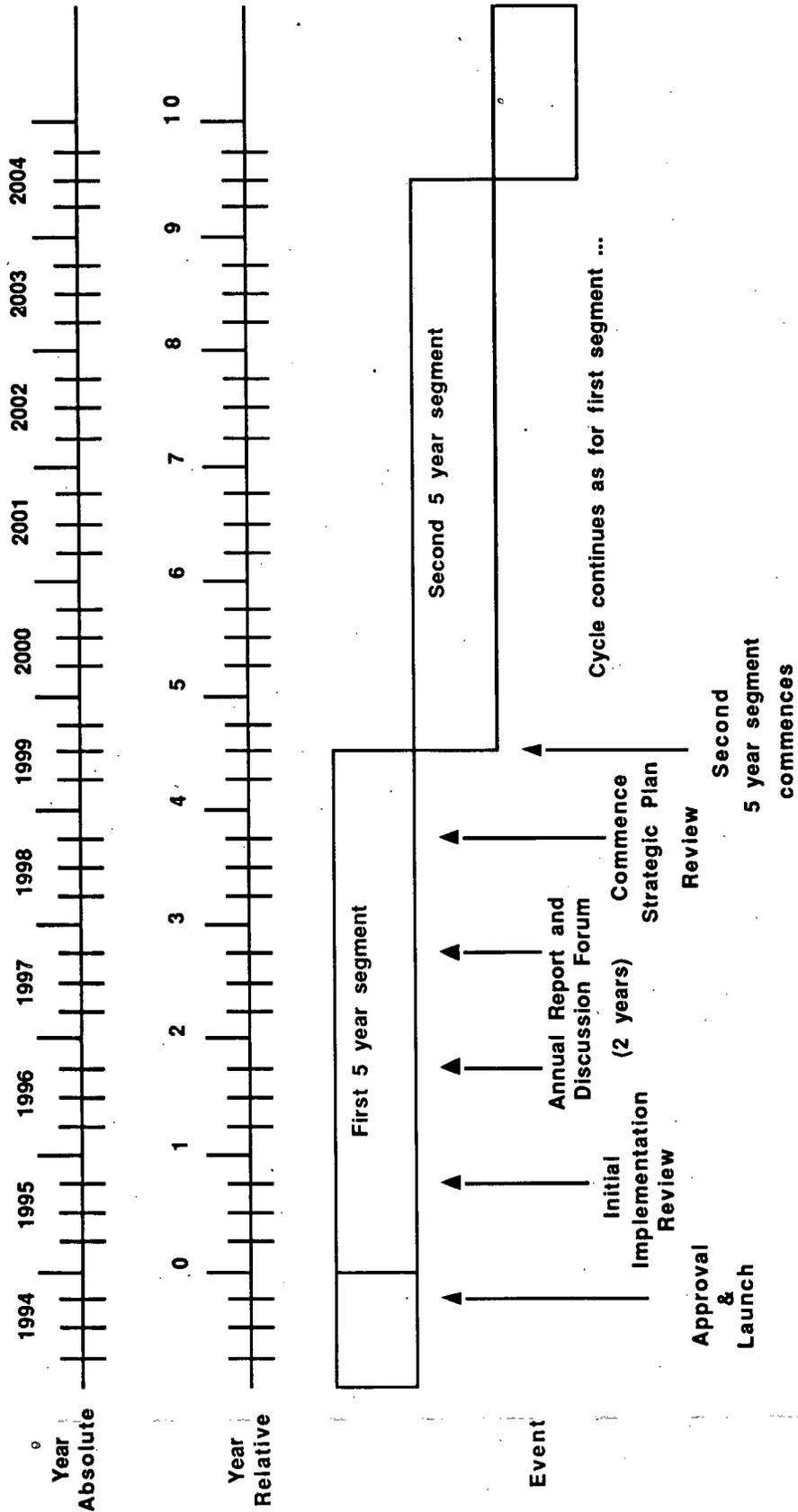
Final report on implementation

GBRCC

General release

\* NGOs - Non-government organisations

# Strategic Plan Review Timelines





## ISSUES IN CONTINUANCE - FOR RESOLUTION

A process for the resolution of issues in continuance has been developed and agreed. This process is described below.

### 1. Identification of issues

- Issues that the Planning Team has not been able to completely resolve
- Issues which depend on evolving influential factors (such that agreement now might be invalid in the future)
- Issues arising from different interpretations of the intent of parts of this Plan
- Issues arising during the process of ratification.

### 2. Initiation

Any stakeholder can advise of an issue of concern. The Great Barrier Reef Marine Park; Authority documents the issue, including position statements from parties to the issue. The resolution process is then commenced through agreement between GBRMPA and the Queensland agency responsible for coordination and the requirements of the specific issue.

At this stage, a noted expert, a group of experts and/or, the *Great Barrier Reef Consultative Committee* may be asked to consider and report on the issue.

### 3. Process

Great Barrier Reef Marine Park; Authority categorises the issue as either:

- to be the prerogative of government/s and to be resolved as it/they choose;
  - to be referred to the next annual evaluation exercise,
- or
- requiring to move into a resolution process.

If the issue requires immediate attention the following process can be applied:

- Issue documentation forwarded to relevant organisations, including a call for nominations to a working group.
- The working group should be the size and membership appropriate to the issue.
- Invitations to participate in working group are issued.
- Working group forms and has
  - independent facilitator/chairperson,
  - dispute resolution mechanisms devised by the facilitator and agreed by working group.

- Outcome of the Working Group should be either
  - Issue not resolved - A report will be prepared for the Planning Team or Review Group for comment then another Working Group meeting scheduled. This cycle can continue while progress is being made, or if no resolution is possible the issue is referred to the next review; of the Plan.

or

- Issue resolved - A report will be prepared for the Planning Team or Review Group. Great Barrier Reef Marine Park Authority in consultation with the Queensland agency responsible for coordination to recommend and initiate any formal processes (eg recommendation to Ministerial Council, write to relevant organisations).
- Any problems with ratification of the outcome will be referred back to Working Group to repeat process.
- Outcomes will be advised to all parties.



**Strategies with the potential to impact native title.**

Conservation	1.1.2, 1.3.2, 1.4.1, 1.5.2, 1.5.3, 1.6.1, 1.6.2, 1.6.3, 1.8.2, 1.9.3, 1.11.1, 1.11.2
Resource Management	2.1.1, 2.1.4, 2.1.5, 2.2.1, 2.2.2, 2.2.3, 2.2.4, 2.3.2, 2.3.3, 2.3.4, 2.3.5, 2.4.1, 2.5.1, 2.5.2, 2.6.1
Integrated Planning	5.3.5, 5.7.3
Recognition of Aboriginal & Torres Strait Islander Interests	6.1.5, 6.1.8, 6.4.1, 6.4.2
Management Processes	7.5.1, 7.5.2
Legislation	8.1.3



## GLOSSARY

### GLOSSARY

adjacent areas	Areas bordering the Great Barrier Reef World Heritage Area, including the Coral Sea, Torres Strait and mainland Queensland.
agency	Any government organisation.
assimilate	The incorporation of a change so that it does not affect the proper functioning of the system.
biodiversity	The natural variety of life in all its forms, levels and combinations, together with the environmental conditions necessary for survival. <i>Biodiversity</i> includes: regional diversity, <i>ecosystem</i> diversity, species diversity, genetic diversity. <sup>1</sup>
biological community	Any assemblage of <i>populations</i> of living <i>organisms</i> in a prescribed area or habitat. <sup>2</sup>
Coastal Protection Strategy	Program of the Queensland Department of Environment and Heritage to establish guidelines for use of the coast including the identification and <i>protection</i> of key <i>conservation</i> sites.
conservation	The <i>protection</i> and maintenance of nature while allowing for its <i>ecologically sustainable use</i> . <sup>1</sup>
contaminants	Matter in the system that does not occur there naturally or occurs at higher than natural levels.
day-to-day management	The implementation of management strategies in the field eg vessel patrols, track maintenance and routine monitoring.
ecologically sustainable use	(a) Use of an <i>organism</i> , <i>ecosystem</i> or other renewable <i>resource</i> at a rate within its capacity for renewal. <sup>3</sup> or (b) Use of living things or areas within their capacity to sustain natural processes while maintaining the life support systems of nature, and ensuring that the benefits of the use to present generations do not diminish the potential to meet the needs and aspirations of future generations. <sup>1</sup>
ecosystem	A community of plants, animals and other <i>organisms</i> together with the non-living components of their environment. <sup>3</sup>
extraction or extractive uses	Any activity that removes anything from an area. This includes fishing and collecting.

Great Barrier Reef Consultative Committee	An independent advisory body, established by the <i>Great Barrier Reef Marine Park Act 1975</i> , for both the Commonwealth Minister for the environment and the Great Barrier Reef Marine Park Authority. It represents a wide cross-section of interests in the Great Barrier Reef, from both public and private sectors, including tourism, fishing, science, conservation and the Aboriginal and local government communities.
Great Barrier Reef lagoon	The area between the reefs of the Great Barrier Reef and the mainland.
Great Barrier Reef Region	The Great Barrier Reef Region is the same as the Great Barrier Reef World Heritage Area with the following exceptions. Those areas which are not part of the Region are areas that form part of Queensland and are not owned by the Commonwealth. This includes any part of the area that is within the limits of the State of Queensland or is an island, or part of an island.
habitat	The structural environments where a plant or animal lives eg mangroves, coral reefs, seagrass beds and soft bottoms.
Halimeda beds	Submerged mounds and ridges sometimes reaching similar sizes to coral reefs but composed primarily of sediments derived from limestone forming green algae in the genus <i>Halimeda</i>
harvesting	The removal of any living <i>resources</i> from the system.
healthy natural system	An <i>ecosystem</i> with undiminished productive potential and desirable ecological and aesthetic qualities.
InterGovernmental Agreement on the Environment	An agreement signed in May 1992 by heads of Government of the Commonwealth, States and Territories of Australia, and representatives of Local Government in Australia to provide a mechanism by which to facilitate a cooperative national approach to the environment.
Integrated Catchment Management Strategy	The integrated management of land, water and related biological <i>resources</i> in order to achieve the sustainable and balanced use of these <i>resources</i> by fostering cooperation and coordination between the many land holders and other <i>resources users</i> , community groups and <i>agencies</i> involved in the use and management of these <i>resources</i> .
interest group	<i>Stakeholders</i> who do not actually use an area.
memoranda of understanding (MOUs)	Official documents adopted by two or more organisations to determine how they will operate relative to each other and to identify areas of responsibility.
National Strategy for Ecologically Sustainable Development	The broad strategic and policy framework under which governments will cooperatively make decisions and take actions to pursue ecologically sustainable development in Australia. <sup>4</sup>

natural ecosystem	An <i>ecosystem</i> whose structure has not been affected by humans in the last few hundred years and where human impact is no greater than that of other species. Human impact excludes impacts of global extent such as climate change due to global warming. <sup>3</sup>
one-stop shops	Single points of contact and accountability for processing proposals for appropriate classes of development. The mechanism for this is to be determined using public participation.
organism	A living being.
pollutants	<i>Contaminants</i> that harm the <i>ecosystem</i> .
population	A group of <i>organisms</i> of the same species occupying a particular place at a particular time. <sup>3</sup>
population dynamics	Changes in the age structure, gender balance or size of a biological <i>population</i> .
precautionary principle	The principle that, unless impacts associated with a proposed activity or use are known with reasonable assurance, we should proceed cautiously while ensuring that substantial and irreversible impacts are not imposed.
presentation	In relation to the Great Barrier Reef World Heritage Area includes: (a) the exhibition or display of; (b) the provision of access to; and (c) the publication of information in relation to places in the Great Barrier Reef World Heritage Area.
protection	To take care of the Great Barrier Reef World Heritage Area by managing impacts. To ensure the values of the Area are maintained, eg by managing threats to the integrity of the system.
Queensland Marine Parks Consultative Committee	An advisory body, established by the Queensland Government in 1990, for both the Queensland Minister for the environment and the Queensland Department of Environment and Heritage. It and the Great Barrier Reef Consultative Committee function, in practice, as a joint body with common membership.
reservoirs	Parts of the Great Barrier Reef World Heritage Area accorded high <i>conservation</i> status because of the importance of their plant and/or animal <i>populations</i> in the maintenance and replenishment of plant and animal <i>populations</i> elsewhere in the Great Barrier Reef World Heritage Area.
representative biological community	A place occupied by a particular combination of plants, animals and habitats which is repeated throughout a broader range of distribution within the Great Barrier Reef World Heritage Area. (cf. places with special, unique, rare or non-representative characteristics).

representative biological communities	The communities which collectively contain the full range of genetic, species, community and habitat diversity present in the Great Barrier Reef World Heritage Area.
reference areas	Areas in which biological communities are afforded high <i>protection</i> against human influence in order that they may be used as yardsticks of composition and natural spatial and temporal variability, against which other areas may be compared.
resilient natural system	An <i>ecosystem</i> which upon cessation of activities leading to its degradation, reverts to a <i>healthy natural system</i> .
resource	Anything that is used by people. A renewable <i>resource</i> can renew itself (or be renewed) either because it recycles quite rapidly (water), or because it is alive and can reproduce ( <i>organisms</i> and <i>ecosystems</i> ). A non-renewable <i>resource</i> is one whose consumption necessarily involves depletion. <sup>3</sup>
sea dumping	The dumping at sea of wastes and other matter, not generated on board the vessel as part of normal operations, whether legally or illegally.
sites of significance	Include tracts associated with a mythological character; areas of specific resource significance; areas associated with certain critical activities - eg fighting place, ceremonial grounds or camping sites.
small quantities of non-living resources	In the context of objective 2.6, this means up to approximately 25 kilograms.
source areas	A part of the Great Barrier Reef World Heritage Area whose location within the regional circulation renders its output of reproductive propagules effective in the maintenance and replenishment of species at like parts of the Area to which those propagules are carried. 'Good' sources are highly effective because of good current connections and 'poor' sources ineffective because of poor current connections to habitats which would be suitable for maturation and recruitment.
stakeholder	Any person, institution, organisation, <i>agency</i> , department, authority, club, association or the like which has any interest in, or association with an area. This does not only mean a financial interest. Includes the public.
structure	Any structure or permanently moored facility, except for essential navigation aids and monitoring equipment. (Refer to Great Barrier Reef Marine Park, Cairns Section Zoning Plan)
sustainable multiple use	see <i>ecologically sustainable use</i>
third party standing rights	This refers to the ability of a third party to seek a remedy (as provided at common law or by statute) in a court or tribunal.

tourism	The activities of persons away from home for holidays, visits to friends or relatives, business, conferences or any other purpose except such things as boarding, education, or semi-permanent employment (including fishing, collecting etc); coupled with the services provided by all collaborating organisations which perform specific activities directed at satisfying the needs of such persons (tourists).
traditionally affiliated people	Aboriginal or Torres Strait Islander people who are affiliated with areas of land and sea through traditional, cultural language or family associations.
transmission	To cause a thing to pass, go or be conveyed or transferred to another person or place. In relation to a World Heritage Area it is the <i>conservation</i> of an area so that future generations will derive the same benefit as the present generation.
unsustainable practices	Practices which are not ecologically sustainable (refer <i>ecologically sustainable use</i> ).
user	Any non-government <i>stakeholder</i> who actually uses an area.
voluntary code of practice	A statement by an industry, or group which determines the way in which that industry or group will operate or behave.
World Heritage Area Foundation	A Foundation established to provide funds for the management of the Great Barrier Reef World Heritage Area.

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## REFERENCES

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*'We believe this Plan's implementation will guarantee that this unique region is passed on to the future as it should be - an outstanding part of Australia's heritage, cared for by Australians for the benefit of the whole world.'*

**Dr Martin W Holdgate & David McDowell**  
Past and Present Directors General  
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*'The Association of Marine Park Tourism Operators welcomes this initiative ... it will require all parties to approach the task with open minds.'*

**Keith Nielson**  
Executive Director  
Association of Marine Park Tourism Operators

*'This is participatory planning in practice ... and if all sectors maintain their commitment to the plan, a wonderful Great Barrier Reef will still be there for our grandchildren.'*

**Colin Hunt**  
Planning Team member representing  
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*'... joint decision making by all those who are part of the Great Barrier Reef in many different ways ensures that this Plan is relevant to everybody. We encourage everybody to use it.'*

From a joint statement by the Prime Minister  
Paul Keating and Queensland Premier Wayne Goss

*'This strategic plan will provide a basis ... to ensure wise use of the Great Barrier Reef World Heritage Area forever.'*

**Prof. Graeme Kelleher**  
Chairman  
Great Barrier Reef Marine Park Authority

*'The concept of strategic planning like this is brilliant and vital - we have to do it.'*

**Ted Loveday**  
President  
Queensland Commercial Fishermen's Organisation

*'This initiative is remarkable for its innovative approach, and is deserving of support from all spheres including government, industry, conservationists and the public.'*

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