

# Great Barrier Reef Marine Park Heritage Strategy



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Australian Government  
Great Barrier Reef  
Marine Park Authority

## Table of Contents

1. Introduction.....	1
2. Agency Objectives for Management of Heritage Places .....	5
3. Agency Heritage Strategy and Corporate Planning Framework.....	6
4. Key Positions within the Agency with Responsibility for Heritage Matters.....	8
5. Consultation and Liaison with Government Agencies on Heritage Matters .....	9
6. Community Consultation on Heritage Matters .....	11
7. Conflict Resolution Process .....	14
8. Process for Identification and Assessment of Commonwealth Heritage Values.....	17
9. Process for Establishment of Heritage Management Plans for Commonwealth Heritage Places .....	20
10. Consideration of Heritage Values in Agency Planning .....	22
11. Budget and Plan for Maintenance and Long Term Conservation of Heritage Values .....	24
12. Training and Promotion .....	26
13. Monitoring, Review and Report .....	27
Attachment 1 - A Brief History of the Great Barrier Reef Marine Park – Major Milestones ..	28
Attachment 2 - Guideline for Preparation of Environment and Heritage Portfolio Heritage Strategies.....	37
Attachment 3 - Key Positions within the Agency with Responsibility for Heritage Matters..	41
Attachment 4 - List of Relevant Heritage Legislation .....	43
Attachment 5 - Indigenous Heritage Strategy.....	45
Attachment 6 - Heritage Values of the Great Barrier Reef - Selected Readings .....	52
Attachment 7 - Commonwealth Owned Islands in the Great Barrier Reef Marine Park managed by the GBRMPA .....	54
Attachment 8 - Commonwealth Islands Heritage Strategy.....	55
Attachment 9 - Historic Shipwrecks Heritage Strategy .....	57
Attachment 10 - Shipping and Navigation Heritage Strategies .....	58
Attachment 11 - Planning Instruments for the Management of the GBRWHA .....	60
Attachment 12 - Heritage Strategy Implementation .....	61
Attachment 13 - Compliance of Great Barrier Reef Marine Park Heritage Strategy with <i>Environment Protection and Biodiversity Conservation Act 1999</i> .....	67

# HERITAGE STRATEGY FOR THE GREAT BARRIER REEF MARINE PARK

## 1. INTRODUCTION

The Australian Government, through the Great Barrier Reef Marine Park Authority ('GBRMPA'), has responsibility for the Great Barrier Reef Marine Park ('the Marine Park', or 'the GBRMP'), and the GBRMPA is the Australian Government agency responsible for overall planning and management of the Marine Park.

The Marine Park covers 344,400 km<sup>2</sup> (an area bigger than Victoria and Tasmania combined), and extends from the top of Cape York to just north of Fraser Island, and from the low water mark on the Queensland coast to the outer (seaward) boundary of the Marine Park beyond the edge of the continental shelf. It is the largest World Heritage Area and marine protected area in the world. The vertical (aerial) extent of the Marine Park is 915 metres above sea level or above land if it is part of the Marine Park.

The Marine Park comprises 99.3% of the Great Barrier Reef World Heritage Area (GBR World Heritage Area). However, the following areas within the GBR World Heritage Area are not part of the Great Barrier Reef Marine Park:

- of the ~ 900 islands in the Great Barrier Reef World Heritage Area, approximately 70 islands are Commonwealth-owned and therefore part of the Marine Park;
- internal waters of Queensland (e.g. some deep bays, narrow inlets or channels between islands, many of which are State Marine Parks); and
- a number of small exclusion areas (State waters) around major ports/urban centres have not been proclaimed as part of the Marine Park following agreement with the Queensland Government.

The identification, assessment, and implementation of administrative arrangements in respect of heritage obligations for areas within the GBRMP have very significant resource implications. Once further candidate areas/values within the GBRMP are identified, there will need to be careful consideration of the future resources necessary to meet the obligations of the legislation.

It is also relevant that processes involving possible further candidate areas/values within the GBRMP are often likely to fall outside the statutory responsibility of the GBRMPA. For instance, the Australian Maritime Safety Authority (AMSA) is responsible for most of the lighthouse stations within the GBRWHA. Similarly, the Shoalwater Bay Military Training Area has been listed as a heritage place, and the Department of Defence has responsibility for this defence area in the GBRMP, and DEH has responsibility for Historic Shipwrecks in the GBRMP.

Neither the GBR World Heritage Area nor the Marine Park are static ecosystems, and hence neither is the management for either area. Use patterns and technology are constantly changing and the marine environment itself is dynamic - subject to both human use and natural impacts. The scale of use of the Marine Park has escalated rapidly in the 30 years since its establishment. A brief history of the Marine Park is at Attachment 1.

The biodiversity and the interconnectedness of species and habitats makes the Great Barrier Reef and the surrounding areas one of the richest and most complex natural systems on earth. While coral reef, mangrove and seagrass habitats occur elsewhere on the planet, no other World Heritage Area contains such biodiversity. As the world's largest coral reef ecosystem, it is also a critical global resource.

### **Co-operative arrangements with Queensland**

Throughout the *Great Barrier Reef Marine Park Act 1975* ('the Act') there are references to Queensland and the Queensland Government. This is due to a number of factors, including the rationale for establishing the GBRMPA in the 1970s and the jurisdictional complexities associated with the management and use of the Marine Park. These jurisdictional complexities are not limited to geographical boundaries (including the Commonwealth's involvement in the management of an area which would otherwise be under State control), but include a range of legal and administrative issues.

A close working partnership between Queensland and the GBRMPA has evolved over 30 years, including such aspects as complementary zoning and joint permits. This strong working partnership has ensured the effective management of the complex and inter-related mix of marine, coastal and island issues, and provides for integrated management of the Great Barrier Reef on a whole-of-ecosystem basis. This situation is unique in terms of management of marine and coastal areas involving multiple jurisdictions around the world, and has implications for how heritage matters are addressed.

The partnership approach to Day-to-day management (DDM) of the GBRWHA (including the GBR Marine Park, State Marine Park and island national parks) originates from the 1979 *Emerald Agreement* between the Commonwealth and Queensland Governments. The Queensland Parks and Wildlife Service and other State and Commonwealth agencies such as the Queensland Boating and Fisheries Patrol, Queensland Water Police, Coastwatch, Customs National Marine Unit, and the Australian Maritime Safety Authority predominantly deliver DDM for the GBRWHA.

This approach recognises the efficiencies to be made through:

- a single independent agency (GBRMPA) with an Act which, if necessary, provides overriding powers;
- the integration of marine park and island national park management;
- utilisation of existing Queensland Government infrastructure and resources strategically located in Queensland coastal centres;
- complementary legislation for most adjoining State waters;
- a single DDM unit operating under both Commonwealth and Queensland legislation; and
- strategic zoning plans and site-specific management plans.

### **Indigenous Involvement**

Aboriginal and Torres Strait Islander people have relied on the reef and coastal seas for thousands of years for traditional resources and customary practices. Today, over 70 coastal Aboriginal and Torres Strait Islander groups maintain strong cultural relationships to areas within the GBRWHA. At the time of writing, some 11 native title claims are registered over parts of the GBRWHA.

The ongoing cultural association, use, aspirations and enjoyment of land and sea estates needs to be given due recognition by management agencies. The GBRMPA seeks to work in

partnership with Traditional Owners in managing the GBRMP, and native title claimants and representative bodies are consulted about all permit applications.

The social, spiritual and economic rights, interests and values that Indigenous people place upon the marine environment demonstrate an affiliation with tradition and traditional areas. Important cultural sites and values exist on many islands and reefs in the Great Barrier Reef region. Unless managed appropriately, activities such as shipping, tourism and fishing can result in the displacement of traditional activities and disrupt culture; however these also offer opportunities for social and economic aspirations. Various proposals have been developed by coastal Aboriginal groups to incorporate their interests into Marine Park and WHA management, including several proposals for Indigenous co-operative management. These proposals are being investigated.

### **Requirement for a Heritage Strategy for the Great Barrier Reef Marine Park**

The GBRMPA recognises that, as a Commonwealth Agency that “owns or controls one or more places”, that it must prepare a heritage strategy for such places. The GBRMPA has prepared this draft Heritage Strategy and will provide the Minister for the Environment and Heritage with a copy by 1 January 2006. Requirements for a heritage strategy are set out in the *Environment Protection and Biodiversity Conservation Regulations 2000* (No. 1) (*EPBC Regulations*).

The GBRMPA Heritage Strategy will identify and assess all places that it owns or controls for Commonwealth Heritage values, and record the nature of any heritage values of places that are revealed by this process in its heritage register. This draft Heritage Strategy has been prepared in accordance with the *EPBC Regulations*, and sections 2-13 (refer pages 5-20) address the specific requirements.

Agencies are required to consult the Australian Heritage Council before development of a Heritage Strategy and take into account any advice received from the Council. The GBRMPA will make appropriate arrangements to involve people and organizations with interests in the place’s heritage values, especially when developing management plans.

This document lists a number of actions that, when complete, will give effect to the requirements of the EPBC legislation. The most critical of these actions relate to the mechanisms for:

- identification, assessment and monitoring of Commonwealth Heritage values; and
- establishment of heritage management plans for Commonwealth Heritage Places.

The identification and assessment of Commonwealth Heritage values is expected to be completed by December 2008. A report, addressing the requirements of *EPBC sub regulation 10.03G(3)*, is expected to be provided to the Minister for the Environment and Heritage outlining the identification and assessment process and providing a copy of the GBRMPA Heritage Register of places with Commonwealth Heritage values by March 2009 (pending Board approval).

The estimated completion date for the preparation of management plans for places “owned or controlled” by the GBRMPA that are included in the Commonwealth Heritage List, is December 2009.

This GBRMPA Heritage Strategy has been prepared to be consistent with the Commonwealth Heritage management principles (see Attachment 2).

### **Overview of the Strategy**

Four sites within the GBR Marine Park have been listed as Commonwealth Heritage Places:

1. Lady Elliot Island Lightstation;
2. Dent Island Lightstation;
3. North Reef Lightstation (near Curtis Island); and
4. Shoalwater Bay Military Training Area.

It is likely at some future time that the entire Great Barrier Reef will be listed as a Commonwealth Heritage Place (either on the National Heritage list, or by virtue of its World Heritage listing). Given this likelihood, the GBRMPA has been advised by Department of Environment and Heritage that this Heritage Strategy should address the heritage values of the Marine Park even though it is yet to be listed on the Commonwealth Heritage List. This Strategy therefore considers the heritage values of the entire Marine Park, including the four Commonwealth Heritage Places mentioned above (i.e. from the low water mark seaward to the eastern extent of the Marine Park, but not the islands or their surrounding intertidal waters, which are not part of the Marine Park).

In identifying and assessing Commonwealth Heritage values, and developing management plans for places listed as Commonwealth Heritage, the GBRMPA will consult with other relevant government agencies and the community.

The most compelling element of this Strategy will be to examine the manner in which Commonwealth Heritage Places are identified within the Marine Park. This could entail either formally identifying the entire Marine Park as a Commonwealth Heritage Place or, as has happened to date, identifying specific locations within the Marine Park (see above).

In addition, a significant aspect of this Heritage Strategy will be to determine which is the appropriate agency or Commonwealth Department responsible for particular elements of such a Strategy (e.g. lighthouses, historic shipwrecks etc.).

Further implementation of this Strategy and any management plans that may arise from it, will be dependent on these initial actions. Any implementation actions will need to be integrated into the GBRMPA's decision-making and broader management framework and, depending on the required action, may incur additional resource requirements.

A listing of all the actions in this Strategy is compiled at Attachment 12; Attachment 13 shows the compliance of the GBRMPA Heritage Strategy with the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* and Regulations.

## 2. AGENCY OBJECTIVES FOR MANAGEMENT OF HERITAGE PLACES

### Strategy Guidelines Extract

*Commitment to Commonwealth Heritage Management principles and other legislative obligations (EPBC Act 1999 Schedule 7C 1(a))*

### Background

- The Great Barrier Reef Marine Park Heritage Strategy has been developed in accordance with the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) to address matters prescribed by the *Environment Protection and Biodiversity Conservation Regulations 2000* (EPBC Regulations) and is consistent with the Commonwealth Heritage management principles specified in Schedule 7B of these EPBC Regulations.
- The GBRMPA recognises its responsibilities to identify and protect and conserve the heritage values found within the Great Barrier Reef Marine Park. The GBRMPA also strives to ensure the world heritage values of the Great Barrier Reef Marine Park are protected. The Great Barrier Reef Marine Park Authority has as its Goal:

*“To provide for the protection, wise use, understanding and enjoyment of the Great Barrier Reef in perpetuity through the care and development of the Great Barrier Reef Marine Park”*

to guide its decision making and policy development within the context of the *Great Barrier Reef Marine Park Act 1975* and *Great Barrier Reef Marine Park Regulations 1983*.

- In the context of the above Goal and amended Corporate Plan (see p. 6), the GBRMPA will ensure that its actions, if likely to impact on the heritage values of the heritage places it manages, will be consistent with the Commonwealth Heritage management principles.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
2.1	Reflect the Commonwealth’s Heritage Management principles and related legislative obligations in relevant aspects of the GBRMPA’s activities and decision-making.	✓			

### 3. AGENCY HERITAGE STRATEGY AND CORPORATE PLANNING FRAMEWORK

#### Strategy Guidelines Extract

*Describe how the agency Heritage Strategy sits within the context of the agency corporate planning framework. Reference to corporate plan. (Schedule 7C 1(b))*

#### Background

- In 1995 the GBRMP Act was amended to reflect the World Heritage listing of the Great Barrier Reef. Under s. 39Z “*the Authority in preparing management plans must have regard to the protection of world heritage values of the Marine Park...*”.
- The Authority has developed a Corporate Plan to guide its activities and to ensure that it meets its obligations.
- At its meeting in September 2005, the GBRMPA decided to amend its ‘*Corporate Plan 2004 – 2009*’ to more adequately reflect the GBRMPA’s obligations to address heritage issues; this was to be done by:
  - a. Adding a new Corporate Aim (p. 1) which states ‘*To recognize the heritage values of the Great Barrier Reef Marine Park and the Authority’s responsibility to identify and care for those values, consistent with current best practice*’;
  - b. Adding the words ‘heritage values’ to an existing Corporate Aim (p. 1) to state ‘*To work with Aboriginal and Torres Strait Islanders in a way that takes account of traditional affiliations, culture, heritage values and rights in management of the Marine Park*’; and
  - c. Amend the Strategic Outcomes (p. 11) to recognize the critical issue of ‘*Conservation, Heritage and Indigenous Partnerships*’ (previously called Conservation, Biodiversity and World Heritage’) and adding a new ‘*action required*’:
    - Complete a Heritage Strategy, undertake an assessment/inventory of Commonwealth Heritage values, and prepare or review management plans for listed Commonwealth places.
- The GBRMPA has a number of strategic outcomes, based on its organisational structure of four Critical Issue Groups and five Service Groups. Each Critical Issue Group and Service Group operates under an annual Strategic Work Program (based on the Corporate Plan) with outcomes, objectives and strategies, which identify resource requirements. Maintenance and protection of heritage values, including strategic objectives, can be found in relevant work programmes, in addition to the overall Corporate Plan. The Heritage Strategy is recognised in the Strategic Work Program for the Conservation, Heritage and Indigenous Partnerships Critical Issue Group, while protection of heritage values is recognised at all levels of the agency’s corporate planning.
- As the GBRMPA recognises that heritage protection is an important part of its management of the Marine Park, a number of mechanisms are already in existence for this and other purposes, including using statutory provisions and obligations. For example:
  - The GBRMPA is required to have regard to “the need to protect the cultural and heritage values held in relation to the Marine Park by Traditional Owners and other people” and “conservation of the natural resources of the Marine Park” during consideration of applications for permissions to undertake certain activities within the Marine Park (GBRMP Regulation 74(5)); and
  - Protection of heritage values is also considered in the development of other planning mechanisms including Zoning Plans, Plans of Management, Site Plans and Special Management Areas. Cultural, heritage and nature conservation values must be



specifically identified when preparing a Plan of Management (s. 39Y of the *Great Barrier Reef Marine Park Act 1975*).

- The Heritage Strategy for the Great Barrier Reef Marine Park is expected to evolve in time to cover the entire Great Barrier Reef Marine Park even though only four locations within the Marine Park have been listed as Commonwealth Heritage Places:
  - Lady Elliot Island Lightstation;
  - Dent Island Lightstation;
  - North Reef Lightstation; and
  - The Shoalwater Bay Military Training Area.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
3.1	Amend the GBRMPA Corporate Plan to more appropriately recognise the responsibility of the GBRMPA to identify and care for heritage values within the Great Barrier Reef Marine Park.		✓		
3.2	Continue to reflect heritage management precepts in GBRMPA planning processes.	✓			
3.3	Continue to have regard to <i>“the need to protect the cultural and heritage values held in relation to the Marine Park by traditional owners and other people”</i> and <i>“conservation of the natural resources of the Marine Park”</i> during consideration of any application for a permit within the Marine Park.	✓			
3.4	Have regard to World Heritage values when preparing Plans of Management.	✓			
3.5	Investigate resourcing requirements to implement this strategy including options for grants funding.				✓
3.6	Review corporate aims, strategic outcomes and actions to ensure they continue to satisfy Commonwealth Heritage management requirements.				✓

## 4. KEY POSITIONS WITHIN THE AGENCY WITH RESPONSIBILITY FOR HERITAGE MATTERS

### Strategy Guidelines Extract

*Identify key positions within the agency and their responsibilities as they relate to heritage matters*

### Background

- The GBRMPA consists of a full-time Chairman and three part-time members (including the part-time member nominated by the Queensland Government). The *GBRMP Act* also provides that one of the part-time members is to represent the interests of Aboriginal and Torres Strait Islander communities living adjacent to the Marine Park.
- Responsibility for major policy decisions rests with the GBRMPA.
- Statutory decision-making has been in accordance with the *GBRMP Act*.
- Administrative decision-making in relation to heritage management matters lies at various levels within the agency. Attachment 3 identifies relevant staff positions and responsibilities for heritage matters.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
4.1	Key positions identified within the GBRMPA having responsibility for heritage matters			✓ (see Attachment 3)	
4.2	Ensure key positions have appropriate positions descriptions relating to heritage matters.		✓		
4.3	Ensure key positions heritage matters are addressed through appropriate references in Strategic Work Plans and Annual Business Plans.		✓		
4.4	Identify the cost implications, including staff resources, to implement this strategy.		✓		

## **5. CONSULTATION AND LIAISON WITH GOVERNMENT AGENCIES ON HERITAGE MATTERS**

### **Strategy Guidelines Extract**

*Identify commitment to comply with relevant State and Commonwealth heritage legislation and outline process for consulting with relevant agencies. A useful tool would be to list relevant legislation and relevant agencies (Schedule 7C 1(d))*

### **Background**

- The Great Barrier Reef Marine Park is unique not only due to its significant size and diversity in natural and cultural values, but in its management and jurisdictional arrangements. The GBRMPA maintain strategies and liaises with all Commonwealth and State agencies that have relevance to heritage matters in the GBR (previously DEH, Defence, AMSA, QEPA and Queensland Museums etc).
- The GBRMPA recognises liaison is key to the appropriate and effective management of the Marine Park and will continue to involve all relevant agencies in decision-making on heritage matters. The GBRMPA also has contacts within all Local Councils found along the Queensland Coast adjacent to the Marine Park and sits as a member on several of the Queensland Regional Natural Resource Management Boards.
- The GBRMPA recognises that there is a range of Commonwealth and State agencies responsible for the management of legislation that provides for protection of natural and cultural (historic and Indigenous) heritage within the boundaries of the Marine Park. Key heritage legislation relevant to the GBRMP is listed at Attachment 4. This list will be maintained and made available as part of the Heritage Strategy on the GBRMPA Intranet and Internet.
- The Department of Defence provides their environmental management plans to the GBRMPA and Queensland EPA to ensure adequate measures are in place for Defence exercises within the GBRWHA. Similarly the GBRMPA liaises closely with the EPA on management plans for the range of Queensland owned heritage sites within the GBRWHA.

### **Strategies for Action**

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
5.1	Maintain contact with relevant DEH staff and heritage-related work units through the GBRMPA Canberra office.	✓			
5.2	Maintain and enhance engagement with relevant Queensland Government agencies on heritage matters in line with Environment Protection and Heritage Council policy as relevant.	✓			
5.3	Engage with local government bodies through the GBRMPA Community Partnerships new group to alert them to heritage issues.				✓
5.4	Ensure all relevant staff are aware of the requirements of State and Commonwealth legislation relevant to heritage matters and where necessary, provide appropriate training opportunities.	✓			

<b>Strategy</b>	<b>Description</b>	<b>Ongoing Action</b>	<b>Specific Action (Underway)</b>	<b>Specific Action (Completed)</b>	<b>Future Action</b>
5.5	Ensure effective communication with relevant Commonwealth (e.g. AMSA, Department of Defence) and State (e.g. Queensland EPA) agencies through both formal and informal mechanisms.	✓			

## **6. COMMUNITY CONSULTATION ON HERITAGE MATTERS**

### **Strategy Guidelines Extract**

*Outline of consultation processes including consultation and liaison with Indigenous stakeholders (Schedule 7c 1(e))*

#### **Background**

- As far as practicable, the GBRMPA aims to provide all Australians with equitable access to its services and effective, meaningful consultation in heritage matters. The GBRMPA recognises that over time, due to the outstanding values of the Great Barrier Reef, a wide variety of peoples and groups have had an interest in the identification and assessment of the natural and cultural values of the Reef.
- In addition to past broad public consultation programmes that often garnered heritage information (even if that was not the primary purpose), the GBRMPA has a number of other mechanisms for effectively and appropriately including and consulting with communities.
- In August 2005, under a new Community Partnerships programme the GBRMPA established permanent regional offices in Cairns, Townsville, Mackay and Rockhampton with liaison staff to ensure, among other things, good communication with local people and stakeholders including Indigenous people.
- This includes a comprehensive range of expert and local advisory committees feeding into locally relevant decision-making:
  - Issues-based Reef Advisory Committees;
  - Geographically focused Local Marine Advisory Committees; and
  - The GBR Consultative Committee, which includes a range of expertise and representation, and provides another link to Marine Park stakeholders whilst also reporting directly to the Federal Minister for the Environment and Heritage.
- Each of the GBRMPA's four Critical Issue Groups has a Reef Advisory Committee (RAC) that provides valuable guidance on a variety of Marine Park issues, including heritage matters. These four RACs comprise a range of stakeholders (including Indigenous, fisheries, conservation, tourism, etc.) and independent experts in their field. People with expertise in a cross-section of stakeholder interests have been recruited for these committees. Each RAC works closely with staff of the relevant Critical Issue Group to ensure that operational policy development and strategic direction are developed in consultation with appropriate stakeholders. A national perspective on the treatment of the issues is desired. Specific provision has been made for the representation of Aboriginal and Torres Strait Islander peoples on each of the RACs.
- The Local Marine Advisory Committees (LMACs) operate along the coastline adjacent to the Great Barrier Reef. LMACs provide advice to the Authority, other government agencies and organisations on marine and coastal issues and specific activities that affect the Marine Park in the local regions. LMACs provide local people with an opportunity to identify regional issues of importance as well as broader issues of concern throughout the Marine Park, and to help develop policy responses to those problems. The GBRMPA monitors membership of the LMACs in the interests of access and equity, and makes ongoing effort to encourage representation from a wide range of individuals and interest groups. In previous consultation requirements, utilizing these groups has been very successful and effective.

- The GBRMPA’s relationship with Traditional Owners is important. All major planning exercises and permit decisions for the Marine Park include consultation with Indigenous communities. This includes:
  - Future Act Notifications on all permit applications, as required by the *Native Title Act 1993*;
  - Consideration of cultural and heritage values of traditional owners in assessing all permit applications (GBRMP Regulation 74(5)(b)); and
  - Coordination of consultation by the Indigenous Partnerships Liaison Unit (IPLU) to better progress and facilitate Indigenous involvement in Marine Park issues, including heritage matters.
- As the Marine Park is 344, 400km<sup>2</sup> and has more than 70 Aboriginal and Torres Strait Islander clan groups (Attachment 5 refers) interested in the area, a management framework has been developed dividing the Marine Park into 27 Traditional Use Management Units (Appendix 1 of Attachment 5 refers). These management units are based on a range of criteria, including tribal or clan boundaries, administrative groupings and geographical range. This allows each clan group, or individual, to be as involved in Marine Park and heritage matters as they choose to be. The Commonwealth Heritage management principles (EPBC Regulations, Schedule 7B (6)) state that ‘*Indigenous people are the primary source of information on the value of their heritage and that the active participation of Traditional Owners in identification, assessment and management is integral to the effective protection of Indigenous heritage values*’.
- GBRMPA will continue these current arrangements for community consultation. As part of the consultative arrangements, heritage matters relevant to the group, program, committee or other consultative arrangement will be addressed so that suitable measures can be undertaken to protect the heritage values of the Great Barrier Reef to the satisfaction of the *EPBC Act*. Such measures will include consultation with Indigenous stakeholders, other Commonwealth and State agencies, and local government where relevant.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
6.1	Maintain and enhance community engagement through the “LMAC” system and the newly established Community Partnerships programme.	✓			
6.2	Maintain engagement with stakeholders in terms of corporate policy development through the “RAC” process.	✓			
6.3	Maintain consultation with the community, including relevant stakeholders consistent with EPBC Act s.341S (30 and 6(b)). This consultation will be guided by current national standards, namely: <ul style="list-style-type: none"> <li>• Article 43 of the <i>Australian Natural Heritage Charter</i> (2002) for natural heritage places;</li> <li>• the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for Indigenous heritage places;</li> </ul>	✓			

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
	<ul style="list-style-type: none"> <li>• Article 26.3 of the <i>Burra Charter</i> (Australia ICOMOS 2000) for cultural heritage places including both Indigenous and historic places: and</li> <li>• Commonwealth Heritage Management Principles.</li> </ul>				
6.4	Build on established frameworks for engagement with Traditional Owners in management of heritage areas and sites.	✓			
6.5	Establish partnerships with Traditional Owners for cooperative management of sites, events, stories and practices of Indigenous heritage importance.				✓

## **7. CONFLICT RESOLUTION PROCESS**

### **Strategy Guidelines Extract**

*Outline conflict resolution process related to assessment and management of heritage values (Schedule 7C 1(f))*

#### **Background**

- The GBRMPA recognises that the management of the Great Barrier Reef Marine Park is a high profile public issue and that strategies for management will legitimately have their proponents and detractors. The GBRMPA recognises that in assessing and managing the Commonwealth Heritage values of places, it is possible for situations to arise where there is disagreement over the assessment of heritage values; or where the management of a place for one or more of its heritage values conflicts with management for another reason (including another heritage value).
- The GBRMPA has in place a statutory review mechanism regarding permit applications. If an application for a permission is refused on the grounds that it would adversely affect the natural or cultural values of an area, the proponent may ask for a reconsideration of the decision to be undertaken internally. A different person from that who made the initial decision then undertakes this reconsideration. If the proponent still wishes to pursue the matter, they can appeal the decision to the Administrative Appeals Tribunal or under the ADJR Act.
- Whilst the GBRMPA has extensive experience in negotiating with stakeholders on significant issues, as demonstrated by the rezoning of the Marine Park, the process does not incorporate a formalised conflict resolution or mediation process. The GBRMPA's strategy is to engage actively with stakeholders on a "no surprises" basis and seek to join with stakeholders as shared custodians of both the issue and its subsequent solution.
- Where a decision or an action of the GBRMPA in relation to a proposal that involves a significant impact on a Commonwealth Heritage place, the GBRMPA may wish to seek the advice of the Australian Heritage Council and/or consult with the Heritage Division as appropriate. Such advice does not remove the obligation on the proponent to consider whether to refer a proposal to the Minister for the Environment and Heritage, if the proposal involves a significant impact on a matter of national environmental significance.

#### **Strategies for Action**

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
7.1	Maintain engagement with stakeholder groups through the Community Partnerships programme and the "LMAC" and "RAC" processes to minimise future conflict.	✓			
7.2	Maintain formal review processes for permit applications when natural or cultural values may be adversely affected.	✓			
7.3	If conflict arises between the management of different heritage values, this will be resolved: <ul style="list-style-type: none"> <li>• with reference to the relevant standard heritage industry guidelines:               <ul style="list-style-type: none"> <li>• the <i>Australian Natural Heritage Charter</i> (2002), especially Article 7, for natural heritage places;</li> </ul> </li> </ul>	✓			



Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
	<ul style="list-style-type: none"> <li>• the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for Indigenous heritage places, noting that the overall management process may be the relevant process; and</li> <li>• the <i>Burra Charter</i> (Australia ICOMOS 2000), especially Articles 5.1 and 13, for cultural heritage places including both Indigenous and historic places; and</li> <li>• through a negotiation process involving heritage conservation experts from the relevant different heritage sectors.</li> <li>• Where a place is on the Commonwealth Heritage list its management must be consistent with the EPBC Act's Commonwealth Heritage Management Principles.</li> <li>• Seek resolution of local conflict by engagement and inclusion through the Community Partnerships programme.</li> </ul>				
7.4	Enhance existing staff training options in conflict avoidance/resolution and mediation.	✓			
7.5	<p>If a conflict arises between managing heritage values and managing for other purposes, the process for resolving this will involve:</p> <ul style="list-style-type: none"> <li>• reference to the obligations on GBRMPA imposed by the GBRMP Act 1975;</li> <li>• reference to the EPBC Act;</li> <li>• reference to commitments within leasing arrangements;</li> <li>• reference to the relevant standard heritage industry guidelines: <ul style="list-style-type: none"> <li>○ the <i>Australian Natural Heritage Charter</i> (2002) for natural heritage places;</li> <li>○ the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for Indigenous heritage places; and</li> <li>○ the <i>Burra Charter</i> (Australia ICOMOS 2000) for cultural heritage places including both Indigenous and historic places; and</li> </ul> </li> <li>• through a mediation process involving relevant heritage conservation experts</li> </ul>	✓			

<b>Strategy</b>	<b>Description</b>	<b>Ongoing Action</b>	<b>Specific Action (Underway)</b>	<b>Specific Action (Completed)</b>	<b>Future Action</b>
	<p>and the manager/decision-maker responsible for the other management purpose giving rise to the conflict.</p> <p>If this process cannot resolve the conflict, non-statutory advice may be sought from heritage consultants with appropriate expertise and skills, the Department of the Environment and Heritage, Heritage Division or the Australian Heritage Council (s.5(h) of the Australian Heritage Council Act 2003) and provided to the mediation process for consideration and possible resolution.</p> <p>Depending on the possible impact of the outcome of the conflict, the issue may also be an action that is subject to advice (e.g. s. 341ZD) or approval under the GBRMP Act.</p>				

## **8. PROCESS FOR IDENTIFICATION AND ASSESSMENT OF COMMONWEALTH HERITAGE VALUES**

### **Strategy Guidelines Extract**

*Include timeframe for completion of identification process, establishment of register of places, and report to the Minister. Where areas have already been subject to a similar process, identify timeline for a desktop review of current information against EPBC Act requirements. Refer to current known listed Commonwealth Heritage places. Specify timing of reviews and updating of register and how it will be available to the public. (Schedule 7C 2(a) (b), 3(a) (c))*

### **Background**

- The natural values of the Great Barrier Reef Marine Park are well documented. In addition to particular places being registered on the Natural Heritage List, Register of the National Estate or Commonwealth Heritage List, there are many published reports, papers and documents referring to the values of the Marine Park. A selected list of readings is at Attachment 6.
- Four locations within the Marine Park have been listed as Commonwealth Heritage Places:
  - Lady Elliot Island Lightstation;
  - Dent Island Lightstation;
  - North Reef Lightstation; and
  - The Shoalwater Bay Military Training Area.
- A list of GBRMPA owned Commonwealth Islands is provided at Attachment 7.
- The GBRMPA has a comprehensive Internet site for sharing information with stakeholders and the general public.
- Indigenous people are the primary source of information about Indigenous heritage and the custodians of information given as part of consultation and negotiation about their heritage. Processes and standards for dealing with confidential or restricted information are in development such that sensitive information disclosed in the course of identifying Indigenous heritage places and values is managed in accordance with the wishes of the Indigenous information custodians e.g. protected from unnecessary further disclosure as far as is possible and in accordance with legislation e.g. the *Freedom of Information Act 1982* or court processes.
- A new database is being developed to give clients easier and more comprehensive access to information about the Traditional Owners of the lands that border the Marine Park and the waters that form part of the Great Barrier Reef Marine Park. This bibliography is part of a larger Traditional Owner Information System. The database will be managed in accordance with best practice principles for data management of Traditional Knowledge.
- There are four major concepts covered by the database, including traditional use of resources and cultural heritage. The database currently provides an index to over 800 items, dating from 1907 onwards. Each record listed also includes a detailed abstract.
- The database includes materials held by the GBRMPA and libraries including the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS). The database will be available online in the future, and is currently available internally to GBRMPA staff.
- In general terms, the identification and assessment process that the GBRMPA will follow involves applying best practice standards relevant to the assessment of heritage values. For example when considering places for their natural values, the process of identification and assessment will follow the steps set out in the *Australian Natural Heritage Charter*.

- For identifying and assessing a place for Indigenous values, the process that GBRMPA will follow is set out in *Ask First*. For identifying and assessing places for historic values, the process to follow is set out in the *Burra Charter*.
- For investigations into cultural heritage objects and collections where these objects, collections or elements contribute to the significance of a place, the identification and assessment will follow the process set out in 'A Guide to Assessing the Significance of Cultural Heritage Objects and Collections and the Burra Charter, Articles 10 and 11'.
- Once the process of assessment of places owned or controlled by GBRMPA is complete (see Strategy 8.1) and any Commonwealth Heritage values identified, places that are found to contain Commonwealth Heritage values will be included in the GBRMPA heritage register. The heritage register will include information required by sub-regulation 10.03G(2) of the EPBC Regulations, and will be maintained, updated and made accessible to the public as part of the duties within the Conservation, Heritage and Indigenous partnerships group.
- GBRMPA recognises that over time, due to the outstanding values of the Great Barrier Reef, a wide variety of peoples and groups have had an interest in the identification and assessment of the natural and cultural values of the Reef. Information about heritage values from previous consultations with the broader community and specific industry / stakeholder groups as well as the breadth of published literature about the Great Barrier Reef Marine Park will assist with identifying places that contain Commonwealth Heritage values.
- Uses of places with Commonwealth Heritage values will be included in the record of the place in the Heritage Register when the identification and assessment process is complete.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
8.1	Undertake an assessment of the values and efficiencies to be gained by listing all or parts of the GBRMP as (a) Commonwealth Heritage place(s), expected to be completed by December 2008. A register of places and their Commonwealth Heritage values is then expected to be completed by February 2009.				✓
8.2	A report, addressing the requirements of EPBC sub regulation 10.03G(3), will be provided to the Minister for the Environment and Heritage outlining the identification and assessment process and providing a copy of the GBRMPA Heritage Register of places with Commonwealth Heritage values (expected by March 2009, but subject to Board approval process)				✓
8.3	Assess the capacity to consolidate existing statements of the values (including natural, historic, aesthetic) of the GBRMP into a package that is of use in preparing management plan(s) for listed places with a focus on existing values statement in the World Heritage listing document for the GBR.	✓			
8.4	Establish protocols with other relevant Commonwealth departments and/or	✓			

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
	agencies for taking on responsibility for dealing with listed places (eg. Lighthouses and historic shipwrecks) that lie within the boundaries of the GBRMP but are not the direct legislative responsibility of the GBRMPA.				
8.5	Establish a mechanism for the identification of sites, activities and other elements (including memorial sites) of Indigenous significance within the GBRMP with a view to their recognition under the Commonwealth Heritage process in a manner sensitive to Indigenous people.	✓			
8.6	Establish a mechanism to link GBRMPA website material on Indigenous heritage to like websites.				✓
8.7	Establish a coordinated and realistic time sequence for all strategies in this category within the context of the timeframe for action under the Convention on Biological Diversity Protected Areas Programme of Work (“Effective Management in Protected Areas by 2012”).				✓
8.8	Provide access to the public all aspects of the GBRMPA’s actions on Commonwealth Heritage matters through the GBRMPA website.	✓			
8.9	Prepare a specific strategy document for Commonwealth Islands (Attachment 8 refers).			✓	
8.10	Prepare a specific strategy document for Historic Shipwrecks (Attachment 9 refers).			✓	
8.11	Prepare a specific strategy document for Indigenous heritage of the GBRMP (Attachment 5 refers).			✓	
8.12	Prepare a specific strategy document for Shipping and Navigation heritage of the GBRMP (Attachment 10 provides some contextual information).			✓	
8.13	Develop a “social atlas” of the heritage values of the GBRMP.		✓		

## **9. PROCESS FOR ESTABLISHMENT OF HERITAGE MANAGEMENT PLANS FOR COMMONWEALTH HERITAGE PLACES**

### **Strategy Guidelines Extract**

*Outline process for establishment of heritage management plans for Commonwealth Heritage Places. For existing sites included on the Commonwealth Heritage List, the Heritage Strategy should commit to timelines for the creation of (heritage) management plans or the revision of existing plans to incorporate EPBC Act requirements.*

*For places identified to have Commonwealth Heritage values and listed as a result of the assessment process, or acquired at a later date, specify maximum expected time for completion of a heritage management plan from the point of listing or acquisition (timelines are likely to vary between agencies for currently unknown sites, but will also vary between agencies in relation to the timing of new or revised plans for existing sites). (Schedule 7C 3(b)). Note that S341U of the EPBC Act places restrictions on the making of plans in certain areas (relevant to Commonwealth Reserves and the Territory of Heard Island and McDonald Islands).*

### **Background**

- There is a range of planning instruments in existence for the Great Barrier Reef World Heritage Area under Commonwealth and Queensland legislation (Attachment 11 refers).
- There are a number of potential processes for establishment of Heritage Place management plans in the Great Barrier Reef Marine Park in accordance with the requirements of the EPBC Act. These include, but are perhaps not limited to:
  1. Preparation of management plans by the GBRMPA for all individually listed places in the GBRMP as those places become identified and formally listed; or
  2. Preparation of management plans by Commonwealth departments and/or agencies for those listed places within the GBRMP where the management of those places is the statutory responsibility of those agencies; or
  3. Preparation of a management plan for the entire GBRMP providing the whole GBRMP is listed as a Heritage Place; or
  4. Amendment of existing management strategies and plans (including the GBRMP Zoning Plan as appropriate) to cover the Heritage requirements of the EPBC Act; or
  5. Various Commonwealth agencies, such as the Department of Defence and the Australian Maritime Safety Authority (AMSA) will be involved in the preparation of their own Heritage Strategies (and subsequent Management Plans for places within the GBRMP). These plans will need to complement plans for adjoining areas.
- Of the four currently listed places, one (Shoalwater Bay) has a Plan of Management under Part VB of the *Great Barrier Reef Marine Park Act 1975* for the conservation of dugongs. This plan was developed in association with the Darumbal-Noolar Murree Aboriginal Corporation for Land and Culture. The requirements of the EPBC Act may be accommodated under option 4, above. The remaining 3 existing places are lighthouses and associated facilities. In the case of Lady Elliot Island and Dent Island, draft plans exist and arrangements are in place to develop these strategies in accordance with EPBC requirements in consultation with lessees. A programme to develop a Heritage Plan for North Reef Lightstation will need to be addressed in the context of future GBRMPA Strategic Work Programs.
- Community input, including Indigenous Traditional Owners, will occur as specified in Section 6.

### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
9.1	Prepare a cost effectiveness assessment of the various options for the preparation of management plans under the Commonwealth Heritage Places elements of the EPBC Act.				✓
9.2	Following the outcomes of Strategy 8.4, GBRMPA will prepare management plans for those places found to contain Commonwealth Heritage values as the program for the identification and assessment of the GBRMP is completed. The program for preparing management plans is expected to be completed by December 2009.				✓

## 10. CONSIDERATION OF HERITAGE VALUES IN AGENCY PLANNING

### Strategy Guidelines Extract

*Outline how heritage values will be considered within the Agency's planning for future development, works, divestment etc. This would include reference to corporate plan commitments, and inclusion of requirements in plans of management or EIA procedures. (Schedule 7C 3(e)).*

### Background

- At its meeting in September 2005, the Great Barrier Reef Marine Park Authority decided to amend its Corporate Plan 2004 – 2009 by:
  - a. Adding a new Corporate Aim (p. 1) which states *'To recognize the heritage values of the Great Barrier Reef Marine Park and the Authority's responsibility to identify and care for those values, consistent with current best practice'*;
  - b. Adding the words 'heritage values' to an existing Corporate Aim (p. 1) to state *'To work with Aboriginal and Torres Strait Islanders in a way that takes account of traditional affiliations, culture, heritage values and rights in management of the Marine Park'*; and
  - c. Amend the Strategic Outcomes (p. 11) to recognize the critical issue of 'Conservation, Heritage and Indigenous Partnerships' (previously called Conservation, Biodiversity and World Heritage') and adding a new 'action required': *Complete a Heritage Strategy, undertake an assessment/inventory of Commonwealth Heritage values, and prepare or review management plans for listed Commonwealth places.*
- In addition, the *Great Barrier Reef Marine Park Regulations* sets out a number of matters that the agency must have regard to in considering the environmental impacts of activities requiring the permission of the Authority. There also is scope to more explicitly identify impacts on heritage values as a matter to which the Authority must have regard. In particular, the Authority must consider cultural and heritage values of traditional owners and other people in assessing all permit applications (GBRMP Regulation 74(5)(b)).
- In 1995, the *Act* was amended to reflect the World Heritage listing of the Great Barrier Reef. Under s. 39Z *"the Authority in preparing management plans must have regard to the protection of world heritage values of the Marine Park... "*
- There is a wide range of plans for the GBRMP (Attachment 11 refers) and many of them already consider heritage values.
- The GBRMPA considers its actions and the actions of others when conducting spatial planning, issuing permits and administering the *Great Barrier Reef Marine Park Regulations*.
- When considering projects and impacts on the Great Barrier Reef, the GBRMPA will give particular consideration to the heritage values of any places that might be affected and require proponents of actions to consider how any heritage value of the affected place is proposed to be conserved. Where a management plan has been prepared for a Commonwealth Heritage place affected by a proposed action, GBRMPA will not make a decision that is inconsistent with the management plan. Where a management plan is not available, GBRMPA will take all reasonable steps to ensure that its acts relating to the place are consistent with the Commonwealth Heritage management principles (subsection 341V).



### Strategies for Action

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
10.1	Incorporate statements of intent to address Commonwealth Heritage matters in the GBRMPA Corporate Plan.			✓	
10.2	Review the GBRMP Regulations to ensure they continue to reflect the need to address Commonwealth Heritage matters in environmental impact assessment decisions.	✓			
10.3	Have regard to World Heritage values and Commonwealth Heritage values when preparing plans of management.	✓			
10.4	Have regard to all heritage values when administering the Great Barrier Reef Marine Park conducting spatial planning (e.g. zoning, site planning) and assessing permit applications.	✓			

## **11. BUDGET AND PLAN FOR MAINTENANCE AND LONG TERM CONSERVATION OF HERITAGE VALUES**

### **Strategy Guidelines Extract**

*In many cases for DEH and portfolio agencies this would involve identifying how maintenance of a range of values, including heritage, are already incorporated in budgeting for the heritage areas. (Schedule 7C 3(f)).*

### **Background**

- Currently, the four Commonwealth Heritage listed places within the Great Barrier Reef Marine Park are also subject to lease and other arrangements with by other Commonwealth Departments and agencies (e.g. Department of Defence and AMSA). Maintenance and long-term conservation costs of these places are managed within the GBRMPA's resource management framework. The revision of current management arrangements to incorporate EPBC Act requirements to protect and conserve the Commonwealth Heritage values may involve cost sharing with other Departments and agencies for this purpose.
- If in the future the GBRMPA becomes responsible for additional places entered in the Commonwealth Heritage List or existing places have additional values identified, costs for the maintenance, priority works and long-term conservation of heritage values will initially be considered and identified in the development of (or revision of) a management plan to protect and conserve the Commonwealth Heritage values.
- Any major impacts of maintenance programs on Commonwealth Heritage places will be recorded in the Heritage Register (see Section 8).
- Once an understanding is developed of the places in the Commonwealth Heritage List that the GBRMPA controls, the agency will be responsible for establishing a budget for the management of the listed Commonwealth Heritage places, with outcomes reported in the annual report.

### **Strategies for Action**

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
11.1	Determine responsibility for management of Commonwealth Heritage matters for listed sites in the GBRMP.		✓		
11.2	Investigate cost sharing arrangements with relevant Commonwealth Departments and/or agencies.				✓
11.3	Incorporate Heritage matters in future budgets for Heritage places within the GBRMP for which the GBRMPA has sole responsibility.		✓		
11.4	Include in the GBRMPA's annual report including the GBRMPA report on environmental performance, information on funds provided for the identification and assessment of places owned and controlled by the GBRMPA and resources allocated to the management of Commonwealth Heritage places listed in the GBRMPA's annual report.				✓

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
11.5	Processes that engage Indigenous people in the monitoring, management and conservation of Indigenous heritage values will be developed in consultation and collaboration with relevant Traditional Owner Groups.	✓			

## **12. TRAINING AND PROMOTION**

### **Strategy Guidelines Extract**

*Outline training for relevant staff regarding heritage obligations and best practice management. Outline program for promoting community awareness of Commonwealth Heritage values (may be able to have a broad statement here, but some agencies may already have specific training programs in place into which they may wish to incorporate heritage training. Some agencies are likely to already have their own promotional arrangements). (Schedule 7C 4(a) (b)).*

### **Background**

- The GBRMPA's corporate management programme includes an extensive array of technical, personal and cross-cultural training activities. Training programmes generally cover a wide range of activities including leadership/management development, communication and negotiation skills, project management, performance management, information technology, occupational health and safety, and technical/professional skills. The requirements for training in regard to Commonwealth Heritage matters will be incorporated into that suite.
- The GBRMPA will include an awareness of the EPBC heritage obligations in induction training for all new staff, and will introduce specific training on heritage matters, including in-house training and external courses where relevant, for those managers and administrators responsible for heritage management activities.
- Promotion will include interpretation measures such as signage, publications and organised events to raise community awareness of the heritage places owned or controlled by the GBRMPA. Interpretation strategies will form part of those Management Plans for Commonwealth Heritage places.
- The GBRMPA maintains a comprehensive website, develops a range of information products for communicating messages to the wider community and uses the ReefHQ aquarium and the Community Partnerships programme to further promote Commonwealth Heritage awareness in the broader community.

### **Strategies for Action**

<b>Strategy</b>	<b>Description</b>	<b>Ongoing Action</b>	<b>Specific Action (Underway)</b>	<b>Specific Action (Completed)</b>	<b>Future Action</b>
12.1	Revise GBRMPA corporate training programmes to incorporate Commonwealth Heritage matters.	✓			
12.2	Continue existing cross-cultural training.	✓			
12.3	Ensure Commonwealth Heritage matters are incorporated in activities in coastal communities through the GBRMPA Community Partnerships programme and LMACs.				✓
12.4	Raise awareness of Commonwealth Heritage matters through ReefHQ programmes.	✓			

## **13. MONITORING, REVIEW AND REPORT**

### **Strategy Guidelines Extract**

*Monitoring, reviewing and reporting on implementation of the Heritage Strategy and measuring level of success in conserving Commonwealth Heritage values. (Schedule 7C 1(g), 3(g)).*

### **Background**

- Having the best available information for decision-making is essential to high quality, scientifically based management of the Marine Park. The GBRMPA has a strategic and coordinated approach to information acquisition, management, analysis, interpretation, dissemination and application.
- The GBRMPA currently has established a wide range of biophysical and socio-economic monitoring programmes in place for the Great Barrier Reef Marine Park. The existing programmes effectively achieve monitoring and reporting on Commonwealth Heritage requirements.
- The GBRMPA maintains many existing databases relevant to the identification and protection of heritage values within the GBRMP. Also in development is a Permits and Compliance Management System which will provide an integrated, easy-access information system for managing compliance and permissions (including Environmental Management Charge), within the Marine Park, that is pre-emptive, increases compliance and improves the GBRMPA's ability to understand and manage use of the Marine Park in partnership with industry, government and the community. A dedicated heritage register will be part of this Management System. Collectively, these form an information system relevant to managing the heritage values of the GBRMP.
- The GBRMPA will utilise information from its heritage register to monitor, review and report on the implementation of its heritage strategy, to monitor the heritage values themselves and the strategy's success in conserving the Commonwealth Heritage values of the place(s) included in the Commonwealth Heritage List.

### **Strategies for Action**

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
13.1	Examine the possibility of incorporating Commonwealth Heritage monitoring and reporting into current programmes (AIMS LTMP, "Eye on the Reef", etc).				✓
13.2	Establish monitoring programmes external to 13.1 as appropriate and incorporate into GBRMPA corporate programming and budget cycles.				✓
13.3	Report on monitoring, reviewing and reporting on the implementation of heritage strategies in annual report.				✓
13.4	Review and update this Strategy every three years i.e. reviewed by end of January 2009.				✓

## **Attachment 1 - A Brief History of the Great Barrier Reef Marine Park – Major Milestones**

**This document describes the significant milestones in the creation and management of the Great Barrier Reef Marine Park.**

The Great Barrier Reef is an underwater paradise of astonishing colours and life forms. The Great Barrier Reef Marine Park is 344,400 km<sup>2</sup> in area. It is both the largest World Heritage area and the largest marine protected area in the world.

The Great Barrier Reef has long been an important part of Australia. Aboriginal and Torres Strait Islander people have relied on the Reef and coastal seas for traditional resources and customary and spiritual practices for thousands of years. European settlers saw the economic potential of the area and many coastal centres were developed around industries like agriculture (especially sugar cane and beef cattle), mining, commercial fishing and subsequently tourism.

There were a number of threats to the Great Barrier Reef in the 1960s and 1970s that led to various significant actions including:

- a *'Royal Commission into Exploratory and Production Drilling for Petroleum in the Area of the Great Barrier Reef'*. The Commission (under Sir Gordon Wallace, Chairman) considered submissions and information from 1970-74.
- *Report of the Committee appointed by the Commonwealth and Queensland Governments on the problem of Crown-of-thorns Starfish (Acanthaster planci)* (R.J. Walsh, Chairman) released and tabled in Commonwealth and Queensland Parliaments in March 1971.
- House of Representatives Select Committee on Wildlife Conservation recommended that a program of conservation for the Great Barrier Reef be established and that the Great Barrier Reef be set aside as a marine national park.
- The *Report [of the] Royal Commission into exploratory and production drilling for petroleum in the area of the Great Barrier Reef* was released in October 1974. It recommended that no oil exploration be allowed and that *"a special statutory authority should be established responsible to the appropriate Parliament for ecological protection and the control of research and development within the Great Barrier Reef province"*.

This recommendation led to the legislation that created the Great Barrier Reef Marine Park and the establishment of the Great Barrier Reef Marine Park Authority. Significant milestones in the history of the Marine Park and the Great Barrier Reef Marine Park Authority include:

### **1975**

- **12 June** – [\*Great Barrier Reef Marine Park Act 1975\*](#) was read as a Bill for the second time and passed through both Houses of Federal Parliament.
- **20 June** – The Act received Royal Assent and came into operation on 20 June. The Federal Act made provision for *"the establishment, control, care and development of a marine park"*, defined the area known as Great Barrier Reef Region, and created the Great Barrier Reef Marine Park Authority.

## 1976

- At its inception, the Great Barrier Reef Marine Park Authority had no permanent staff and was serviced by officers of the Department of Environment, Housing and Community Development.
- **July** – Dr D.F. McMichael, Commonwealth Director of Environment, was appointed as Acting Chairman of the Great Barrier Reef Marine Park Authority for one year.
- **August** – The Great Barrier Reef Marine Park Authority holds inaugural meeting (membership was Dr D.F. McMichael, Sir Charles Barton and Dr J.T. Baker).
- **September** - First permanent staff member was appointed – R.T. Williams (Executive Officer).
- **September** – Consultative Committee members were appointed and held inaugural meeting (Mr J.F. Brown, Chairman).

## 1977

- *Reflections*, a quarterly newsletter first published September 1977.
- Dr E. Frankel was commissioned to prepare a bibliography of literature relating to the Great Barrier Reef (approx 5 000 references).
- Great Barrier Reef Marine Park Authority staff progressively moved from Canberra to permanent headquarters in Townsville (Commonwealth Bank Building, Flinders Street).

## 1978

- The Great Barrier Reef Marine Park Authority held a major workshop in Townsville to review state of knowledge about the resources and utilisation of the section of the Great Barrier Reef extending from Lizard Island northward.
- **March** – Mr H.J. Higgs, Director of Environment in the Dept. of Environment, Housing & Community Development, appointed Chairman.
- **April** – *Bibliography of the Great Barrier Reef Province* by E.F. Frankel published.

## 1979

- **20 April** – the Taiwanese vessel *Hui Ju Hup* taken under escort to Cairns for illegal clam fishing on the Great Barrier Reef. It was sunk (after taking water) with explosives off Escape Reef.
- **14 June** – a meeting between Prime Minister Malcolm Fraser and Premier of Queensland Joh Bjelke-Petersen in Emerald signed the '[Emerald Agreement](#)' that described day-to-day management arrangements for the Marine Park and provided for the establishment of the Great Barrier Reef Ministerial Council.
- **October** - Capricornia Section was proclaimed covering 12 000 km<sup>2</sup>.
- **21 December** – Graeme Kelleher was appointed the first permanent Chairman of the Authority.

## 1980

- **17 February** - Graeme Kelleher announced plans to involve the public in development of the Great Barrier Reef Marine Park under a community participation program.
- **1 August** – A [Basis of Agreement](#) between the Commonwealth and Queensland Governments for the day-to-day management of the Great Barrier Reef Marine Park – Capricornia Section was endorsed by Great Barrier Reef Ministerial Council (membership was Hon Eric Robinson, Hon David Thomson, Hon Max Hooper and Hon Ivan Gibbs)

- **December** – The Great Barrier Reef Marine Park Authority prepared papers nominating the Great Barrier Reef for inclusion on the [World Heritage List](#), which were lodged with The World Heritage Committee in Paris.

### 1981

- **1 July** - Zoning plan and regulations for the first part of the Great Barrier Reef Marine Park, Capricornia Section, came into operation.
- **1 July** – First permit issued to Heron Island Pty Ltd.
- **October** – Cormorant Pass Section proclaimed.
- **26 October** – Great Barrier Reef was inscribed on The World Heritage List, meeting all four of the ‘natural’ heritage criteria for listing.
- **November** - Cairns Section proclaimed.

### 1982

- **27 September** – Australian Heritage Commission placed the Great Barrier Reef Region and islands on the [Register of the National Estate](#).
- *REEF Bibliographic Database* became nationally and internationally available.
- **December** – *Great Barrier Reef Index Series 1:250,000* maps produced for GBRMPA. (compiled and drawn by P.J. Isdale, T. Shearn, D. Hopley and E. Rowe, Geography Dept., James Cook University of North Queensland). This set of 5 maps, which covers the whole Great Barrier Reef region, offered a unique numbering system for reef identification for the whole reef region for the first time.

### 1983

- First permit for traditional hunting and fishing issued to Hopevale Aboriginal Community.
- **August** – Far Northern, Central and Southern Sections of the Great Barrier Reef Marine Park declared.
- **October** – Townsville and Inshore Southern Sections declared, bringing the area of the Marine Park to 98.5% of the Great Barrier Reef Region.
- **28 October** – *Great Barrier Reef Marine Park (Prohibition of Mining) Regulations* came into operation. These regulations prohibited drilling from those areas of the Great Barrier Reef Region not included in the Marine Park.
- **7 November** – *Great Barrier Reef Marine Park Regulations* became effective.
- **23 November** - Zoning plans for Cairns and Cormorant Pass Sections came into operation.

### 1984

- **28 September** – Hon Barry Cohen, Minister for Home Affairs and Environment, unveils a plaque to commemorate the inscribing of the Great Barrier Reef on the World Heritage List.
- **October** – Southern, Inshore Southern, Central and Townsville Sections were amalgamated into the Central and Capricorn Sections.
- **1 November** – Start of the period of receipt of public representations on the preparation of zoning plan for the Central Section.
- **20 December** – Re-appointment of Graeme Kelleher as Chairman.

### 1985

- **January** – Report of the Crown of Thorns Starfish Advisory Committee (COTSAC) (Professor K.J.C. Back, Chairman) released.



- **February** – Crown of Thorns Starfish Advisory Review Committee (COTSARC) established (Professor John Swan, Chairman).
- **19 July** – Amendments to the *Great Barrier Reef Marine Park Regulations* to control offshore structures in unzoned sections of the Marine Park came into force.
- **September** – Central Section Zoning Plan was gazetted.

#### 1986

- **11 January** – Seven Reef Appreciation Areas were declared in the Capricornia Section.
- **February** – Far Northern Section Zoning Plan came into effect.
- **17 February** – Crown of Thorns Starfish Advisory Review Committee established and recommended a detailed program of co-ordinated research into Crown of Thorns Starfish on the Great Barrier Reef.

#### 1987

- **13 April** – an application for a permit to construct and operate a marina at Nelly Bay, Magnetic Island was submitted.
- **24 June** – ‘Great Barrier Reef Wonderland’ (including the Great Barrier Reef Aquarium) opened – on schedule and within budget.
- **September** – Mackay Capricorn Section was declared.
- **1 October** – commencement of the Central Section Zoning Plan

#### 1988

- Initial construction begins At Nelly Bay Harbour for an approved development of a marina and ferry terminal.
- **Financial Year 1987/88** – 311,000 people visited the Aquarium.
- **May** - Installation and operation of the floating hotel at John Brewer Reef
- **30 May** – a week after being put into operation, Fantasy Island (operated by Reeflink Pty Ltd), a concrete, doughnut-shaped pontoon designed as a day trip destination, broke up and sank on John Brewer Reef.
- **1 August** – Public notice for the preparation of the Mackay/Capricorn Section Zoning Plan.

#### 1989

- Resource Inventory Database (joint project between the Great Barrier Reef Marine Park Authority and Littoral Society) designed with data entry 1989/90 financial year.
- **February 1989** – Scientific Workshop on Effects of Fishing in the Great Barrier Reef Region held.
- **July** - [Floating Hotel](#) removed from John Brewer Reef and towed to Vietnam.
- **September** – Revoked Cormorant Pass Section and a new Cairns Section was declared.

#### 1990

- **28 February** – Conclusion of second public participation phase for the Cairns Section Zoning Plan – 731 written responses to draft zoning plan with a further 199 form letters sent from three separate interest groups.
- **September** - International Maritime Organisation declares the Great Barrier Reef as the world’s first marine Particularly Sensitive Sea Area (PSSA) – any vessel longer than 70 metres or any vessel carrying oil or toxic cargo was required to carry a pilot when navigating the northern part of the reef or in Hydrographers Passage.
- **October** - Dallhold Nickel Management Pty Ltd lodged appeal against the Great Barrier Reef Marine Park Authority’s decision not to grant a permit to construct an offshore

unloading facility for the transfer of overseas nickel ore at the Yabulu Nickel Refinery in Halifax Bay.

- **18 December** - Magnetic Keys Limited placed in receivership and work on the Nelly Bay marina ceased.

### 1991

- Commencement of 11 management plans.
- **1 January** – Permit related assessment fees for tourism related applications introduced.
- **Financial Year 1990/1991** – 572 permits issued in the year.
- Great Barrier Reef Ministerial Council endorsed principle of application of charges to commercial users of the park.
- **1 July** – Administrative Appeals Tribunal hearing against GBRMPA by Dallhold Nickel management Pty Ltd began.
- **October** – Commencement of a review of the Great Barrier Reef Marine Park Authority by J.F. Whitehouse.
- *Reef Research Newsletter* commenced.
- Pilot study for Torres Strait Baseline Study commenced.

### 1992

- **February** – Great Barrier Reef Ministerial Council endorsed program for Ocean Rescue 2000.
- **18 May** – Draft of the *25 year Strategic Plan for the Great Barrier Reef World Heritage Area* released for public comment.
- **May** – ‘Operation Clamsaver’ pilot project to relocate over 5 000 giant clams from the reef flat at Orpheus Island to a number of research sites on the Great Barrier Reef.
- **July** - *Review of the Magnetic Island Marina Development* by J.F. Whitehouse published.
- **August** – Administrative Appeals Tribunal hearing concluded without a decision, after Dallhold Nickel Management Pty Ltd withdrew its application.

### 1993

- **January** – UNESCO Albert Einstein Gold Medal awarded to GBRMPA ‘in recognition of its outstanding contribution, particularly through its Aquarium, to the conservation of world heritage and to the advancement of environmental education’.
- **February** – Community Ranger Program employs 8 Indigenous community-based rangers.
- **28 April** – Draft *Whitsunday Plan of Management* released for formal public comment.
- **1 July** – System of charging commercial tourist operators using the Great Barrier Reef Marine Park introduced. Known as the Environmental Management Charge, the proceeds were to be used for research, education and management in relation to the Reef.
- **1 July** – Cooperative Research Centre for Ecologically Sustainable Development of the Great Barrier Reef commenced operation.
- **December** – *Managing multiple use in the coastal zone: a review of the Great Barrier Reef Marine Park Authority* by J.F. Whitehouse published and tabled in Federal Parliament.

### 1994

- **September** - Independent review of the Environmental Management Charge by Professor Owen Stanley.
- Lodging of the first 5 Native Title claims covering part of the Marine Park, for areas, which included parts of Cairns and Far Northern Sections.

- **May** - Launch and publication of *Great Barrier Reef: keeping it great; a 25 year strategic plan for the Great Barrier Reef World Heritage Area, 1994-2015*.
- **Financial year 1994/1995** – Regional Marine Resources Advisory Committees (RMRAC) established.
- **December** – *Review of the Environmental Management Charge* by Professor Owen Stanley published.
- **19 December** – Professor Graeme Kelleher retired as Chairman of GBRMPA.
- **20 December** – Dr Ian McPhail appointed full-time Chairman of the Authority.

#### 1995

- Significant amendments to the *Great Barrier Reef Marine Park Act 1975* including the addition of a fourth member to the Authority to represent the interests of Aboriginal communities adjacent to the Park, an increase in penalties under the Act, the introduction of statutory management plans, and clarified provisions for waste discharge.
- **February** – *Our sea, our future: major findings of the State of the Marine Environment Report for Australia* (SOMER), compiled by L. Zann, published.
- **March** - *Great Barrier Reef & Torres Strait Shipping Study* published.
- **November** – State of the Great Barrier Reef World Heritage Area Technical Workshop held in Townsville.

#### 1996

- Production of *Voices of the Cape* video and *Sea Country* newsletter.
- Development and provision of the *Great Barrier Reef Marine Park Manual* to all commercial tourism operators.
- Initiation of the Effects of Line Fishing Experiment.
- Completion of the ENCORE (Enrichment of Nutrients on a Coral Reef Experiment) Experiment.

#### 1997

- **February** – GBRMPA establishes Tourism Advisory Group to provide feedback from an industry perspective on Reef-wide strategic issues.
- **14 March** – *Independent Review of the Great Barrier Reef Marine Park Authority* by R. Brown and Associates published.
- **March** – established the Environmental Research Ethics Advisory Committee.
- **14 June** – *Review of the Marine Tourism Industry in the Great Barrier Reef World Heritage Area* by Tourism Review Steering Committee (G. Sturgess, Chairperson) published.
- GBRMPA recommends the establishment of a network of Dugong Protection Areas (15 in the Great Barrier Reef World Heritage Area and 1 in Hervey Bay/Great Sandy Straits).
- Completion of *Shoalwater Bay (Dugong) Plan of Management*.
- **May** - *The outstanding universal value of the Great Barrier Reef* by P.H.C. Lucas, *et al.* published, providing better understanding of the World Heritage attributes of the Great Barrier Reef.

#### 1998

- **14 January** – Gumoo Woojabuddee Section proclaimed.
- **February** – Australian National Audit Office report *Commonwealth management of the Great Barrier Reef* (ANAO Report 97/98, no. 33) released.
- **June** - *Environmental effects of prawn trawling in the Far Northern Section of the Great Barrier Reef 1991-1996: final report* published.

- **1 July** – Corporate restructure including four Critical Issue Groups (Tourism and Recreation; Conservation, Biodiversity and World Heritage; Fisheries; and Water Quality and Coastal Development) and three service groups (Information Support, Program Delivery and Corporate services)
- **June** - *Cairns Area Plan of Management* and *Whitsunday Plan of Management* gazetted.
- Major coral bleaching event in Feb-Jun 1998.
- Pilot accreditation program for Bareboat Charter Operators.
- **22 June** – Plans of Management for Cairns Area and Whitsundays gazetted.
- **November** – *The State of the Great Barrier Reef World Heritage Area 1998* published.
- **November** – Hosted International Tropical Marine Environmental Management Symposium in Townsville.

## 1999

- **1 July** – Appointment of the Hon Virginia Chadwick as Chair.
- Overview of the Representative Areas Program distributed on the Internet.
- **16 July** - the *Environment Protection & Biodiversity Conservation Act 1999 (EPBC Act)* came into force, providing for the protection of world heritage values as well as greater environmental protection, biodiversity conservation, and the protection of threatened and migratory species.
- Local Marine Advisory Committees (LMAC) established in nine regional communities.
- **November** – *The Great Barrier Reef partnership: cooperation in the management of a World Heritage Area* by Gary Sturgess published.
- **December** - the World Heritage Committee accepted two reports that had been requested for the Great Barrier Reef World Heritage Area (*Focussed Recommendations* and *Framework for Management*)

## 2000

- *Great Barrier Reef Marine Park (Aquaculture) Regulations 2000* introduced.
- *Whale and Dolphin Conservation Policy* finalised and released.
- Development of operational principles for the Representative Areas Program guided by various Advisory Committees (Scientific Steering Committee, Social, Economics and Cultural Steering Committee and Analytical Working Group).
- Reef Advisory Committees (RAC's) established, one for each of the four critical issue groups.
- 18 new coastal areas declared into the Great Barrier Reef Marine Park.
- **2 November** – Grounding of *MV Bunga Teratai Satu* on Sudbury Reef. Vessel was 22,000 tonne, 184 m long.
- **14 November** - *MV Bunga Teratai Satu* was refloated successfully without a fuel spill.
- **December** – East Coast Trawl Fishery Plan (ECTF) Management Plan came into force.

## 2001

- **January-March** – Sudbury Reef cleanup operation undertaken as a result of Grounding of *Bunga Teratai Satu*.
- A comprehensive Bioregionalisation of the Great Barrier Reef Marine Park was prepared identifying 70 bioregions (30 reef and 40 non reef)
- 10 new coastal areas declared into the Great Barrier Reef Marine Park.
- Amended management plan for Queensland East Coast Trawl Fishery capped and reduced level of trawl effort, made turtle excluder devices and by-catch reduction devices mandatory.

- Department of Defence agrees to phase out High Explosive bomb training at Cordelia Rock, Halifax Bay.
- A comprehensive list of the high priority research needs for the management of the Marine Park and World Heritage Area was developed.
- Introduction of Whitsunday Bareboat Accreditation Program
- **September** - *Great Barrier Reef water quality: current issues* released.
- **September** – *Great Barrier Reef water quality action plan* released.

## 2002

- **1 January** – Use of turtle excluder devices and by-catch reduction devices mandatory for all areas of the East Coast Otter Trawl Fishery.
- **15 February** – Commencement of refurbishment of ReefHQ.
- Severe coral bleaching event.
- **17 April** – *Great Barrier Reef Marine Park Regulations 1983* amended to include Mission Beach trawl closure.
- **7 May** – Launched first Community Participation Phase for Representative Areas Program resulting in over 10,000 submissions received.
- Impact Monitoring Program for Nelly Bay Harbour Development.
- **13 August** – Memorandum of Understanding between the Prime Minister and the Premier of Queensland aimed at halting the decline in water quality in the Great Barrier Reef Marine Park signed.
- New zoning plan for Far Northern Section gazetted.
- **December** – report submitted to the World Heritage Committee on *The State of Conservation of the Great Barrier Reef World Heritage Area* (part of Australia's first *Periodic Report*).

## 2003

- **February** – *Industries, Land Use and Water Quality in the Great Barrier Reef Catchment* published by Productivity Commission.
- **11 February** – Designation of 11 cruise ship anchorages.
- **June** – Draft *Zoning Plan for the Great Barrier Reef Marine Park* released and the commencement of the second phase of Community Consultation resulting in approx. 21,000 submissions received.
- **July** – *State of Great Barrier Reef On-line* web site launched.
- Day-to-Day Management Review undertaken.
- **September** – Nelly Bay Harbour officially opened by Queensland Premier, the Hon. Peter Beattie.
- **5 December** – *Reef Water Quality Protection Plan* released by Australian and Queensland governments.
- **December** – Revised *Great Barrier Reef Marine Park Zoning Plan 2003* presented to the Federal Parliament; major initiatives included no-take zones covering 33% of the Marine Park.

## 2004

- Reef Guardian Schools Program launched after a successful pilot in 2003.
- **21 April** – *Hinchinbrook Plan of Management* gazetted.
- **1 July** – *Great Barrier Reef Marine Park Zoning Plan 2003* gazetted.
- **August** - GBRMPA signs agreement with Ecotourism Australia recognising their Eco-Certification program as an approved certification scheme for recognising best practice in the marine tourism industry.

- **September** – GBRMPA issues first 15-year permit to a certified standard tourist operator.
- **October** – Environmental Impact Management Dredging and Soil Disposal Structures policies finalised.
- **November** - the State of Queensland ‘mirrored’ the new zoning in virtually all adjoining State waters, ensuring there was complementary zoning for virtually all Federal and State waters within the Great Barrier Reef World Heritage Area.
- **December** – *Status of Coral Reefs of the World 2004* report released, recognising the new levels of Great Barrier Reef protection have established a worldwide benchmark for other coral reef areas.

## 2005

- *Great Barrier Reef Marine Park Authority: enhanced community partnerships*, a report prepared by Futureeye Pty Ltd, published.
- Wide national and international recognition of the Great Barrier Reef planning process leading to a total of 10 national and local awards, and recognition of the planning process and outcome as ‘world’s best practice’.
- 140 Schools now registered as part of the ‘Reef Guardians Schools’ program
- **March** - One of the four critical issue groups in GBRMPA renamed ‘Conservation, Heritage and Indigenous Partnerships’, reflecting greater recognition of Indigenous issues.
- **June** – *Policy on managing activities that include the direct take of a protected species from the Great Barrier Reef Marine Park* released.
- **July** - Establishment of Regional Offices in Cairns (including Far Northern), Mackay and Rockhampton to enhance community partnerships.

## Further Reading

The history of scientific research on the Great Barrier Reef and the development of the Great Barrier Reef Marine Park Authority have been reported in detail in several publications. Some of the more relevant titles are listed below:

Bell, P. and Veron, C. (1998), *AIMS: the first twenty-five years*, Australian Institute of Marine Science, Townsville.

Bowen, J. and Bowen, M. (2002), *The Great Barrier Reef: history, science, heritage*, Cambridge University Press, Cambridge. (Note: this book was awarded the prestigious New South Wales Premier’s Australia History Prize in 2003)

Kenchington, R. (1990), *Managing marine environments*, Taylor & Francis, New York.

Lawrence, D., Kenchington, R. and Woodley, S. (2002), *The Great Barrier Reef: finding the right balance*, Melbourne University Press, Carlton.

Stephen, James T. (1987), *The Great Barrier Reef Marine Park Authority: a case study in executive federalism*, Master of Public Administration thesis to University of Queensland, St Lucia.

## **Attachment 2 - Guideline for Preparation of Environment and Heritage Portfolio Heritage Strategies**

This guideline identifies the key issues to be addressed in Heritage Strategies prepared by the Department and agencies within the Environment and Heritage Portfolio. These matters encompass the relevant Commonwealth Heritage requirements of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) and the EPBC Regulations. In order to maintain a level of consistency across the portfolio, agencies are requested to, where possible, structure their Heritage Strategies in accordance with this guideline. For reference, the appropriate EPBC Regulation identifying obligations of Commonwealth agencies is provided against relevant items.

1. Introduction
2. Agency objectives for management of Heritage Places
  - Commitment to Commonwealth Heritage management principles and other legislative obligations. (Schedule 7C 1(a)).
3. Agency Heritage Strategy and corporate planning framework
  - Describe how the agency Heritage Strategy sits within the context of the agency corporate planning framework. Reference to corporate plan. (Schedule 7C 1(b)).
4. Relevant key positions within agency
  - Identify key Positions within the agency and their responsibilities as they relate to the Heritage matters. (Schedule 7C 1(c)).
5. Consultation and liaison with other government agencies on heritage matters
  - Identify commitment to comply with relevant State and Commonwealth heritage legislation and outline process for consulting with relevant agencies. A useful tool would be to list relevant legislation and relevant agencies in Attachment B (*would need to cover all state and territories relevant to the agency*). (Schedule 7C 1(d)).
6. Community consultation on heritage matters.
  - Outline of consultation processes including consultation and liaison with indigenous stakeholders (*this might vary in the detail between agencies in accordance with their current obligations and committees*). (Schedule 7C 1(e)).
7. Conflict resolution process
  - Outline conflict resolution process related to assessment and management of heritage values. (Schedule 7C 1(f)).
8. Process for identification and assessment of Commonwealth Heritage Values.
  - Include timeframe for completion of identification process, establishment of register of places, and report to the Minister. Where areas have already been subject to a similar process, identify timeline for a desktop review of current information against EPBC Act requirements. Refer to current known listed Commonwealth Heritage places (provide details including information on current use in a list in Attachment A). Specify timing of reviews and updating of register and how it will be made available

to the public. (*Timing of identification process likely to vary between agencies*).  
(Schedule 7C 2(a) (b), 3(a) (c)).

9. Process for establishment of heritage management plans for Commonwealth Heritage Places

- Outline process for establishment of heritage management plans for Commonwealth Heritage Places. For existing sites included on the Commonwealth Heritage List, the Heritage Strategy should commit to timelines for the creation of (heritage) management plans or the revision of existing plans to incorporate EPBC Act requirements (provide details in Attachment A).
- For places identified to have Commonwealth Heritage values and listed as a result of the assessment process, or acquired at a later date, specify maximum expected time for completion of a heritage management plan from the point of listing or acquisition (*timelines are likely to vary between agencies for currently unknown sites, but will also vary between agencies in relation to the timing of new or revised plans for existing sites*). (Schedule 7C 3(b)). Note that s. 341U of the EPBC Act places restrictions on the making of plans in certain areas (relevant to Commonwealth Reserves and the Territory of Heard Island and McDonald Islands).

10. Consideration of heritage values in agency planning

- Outline how heritage values will be considered within the Agency's planning for future development, works, divestment etc. This would include reference to corporate plan commitments, and inclusion of requirements in plans of management or EIA procedures. (Schedule 7C 3(e)).

11. Budget and plan for maintenance and long term conservation of heritage values

- In many cases for DEH and portfolio agencies this would involve identifying how maintenance of a range of values, including heritage, are already incorporated in budgeting for the heritage areas. (Schedule 7C 3(f)).

12. Training and Promotion

- Outline training for relevant staff regarding heritage obligations and best practice management. Outline program for promoting community awareness of Commonwealth Heritage values (*may be able to have a broad statement here, but some agencies may already have specific training programs in place into which they may wish to incorporate heritage training. Some agencies are likely to already have their own promotional arrangements*). (Schedule 7C 4(a) (b)).

13. Monitoring, review and report

- Monitoring, reviewing and reporting on implementation of the Heritage Strategy and measuring level of success in conserving Commonwealth Heritage values. (Schedule 7C 1(g), 3(g)).

**Attachment A.** List of known Commonwealth Heritage Places owned or controlled by the agency. Include status of relevant management plans and when a heritage management plan will be finalised (or a current plan updated to incorporate EPBC Act requirements). Provide information on current use of sites, and any planned development works.

**Attachment B.** Relevant legislation and agencies (preferred but not required by regulation).



## **What is heritage?**

For a *place* to have *heritage values* it needs to satisfy at least one of the criteria below from the (EPBC Act). The definition of *place* (EPBC s. 528) should also be noted:

*place* includes:

- (a) a location, area or region; and
- (b) a building or other structure, or group of buildings or other structures (which may include equipment, furniture, fittings and articles associated or connected with the building or structure, or group of buildings or structures); and
- (c) in relation to the protection, maintenance, preservation or improvement of a place—the immediate surroundings of a thing in paragraph (a) or (b).

## **Historic heritage**

- Includes places associated with the non-Indigenous cultural heritage of Australia encompassed in the country's history. It can include buildings, monuments, gardens, industrial sites, landscapes, cultural landscapes, archaeological sites, groups of buildings and precincts, or places which embody a specific cultural or historic value. It is important to note that equipment, furniture, fittings and articles associated or connected with a building or structure are included in the definition of *place* under the Act.
- Historic places tell us about national and social developments in Australia over the past few centuries, technical and creative achievements, and provide a tangible link to past events, processes and people.

## **Indigenous heritage**

- Includes all places that are part of Aboriginal and Torres Strait Islander peoples' spiritual links to the land or which tell the story of Indigenous peoples from time immemorial to the present.
- It can include sacred sites, ceremonial sites like bora rings and rock art, fish traps, burials, middens, scarred trees, camp sites and semi/permanent settlements.

## **Natural heritage**

- The natural features consisting of physical and biological formations or groups of such formations, which demonstrate natural significance.
- Geological and physiographical formations and precisely delineated areas that constitute the habitat of indigenous species of animals and plants, which demonstrate natural significance.
- Natural sites or precisely delineated natural areas, which demonstrate natural significance from the point of view of science, conservation or natural beauty.

## **Commonwealth Heritage Management Principles**

1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.
3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.
4. The management of Commonwealth heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.

5. The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
  - have a particular interest in, or associations with, the place, and
  - may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.



<b>Group within GBRMPA</b>	<b>Identified Responsible Position</b>	<b>Responsibility</b>
	Operations Compliance Unit	<p>World Heritage values (especially in relation to State owned and managed areas) as required.</p> <ul style="list-style-type: none"> <li>• Enforcement and compliance as required for heritage matters.</li> </ul>
Water Quality and Coastal Development Critical Issue Group	Project Manager Shipping	<ul style="list-style-type: none"> <li>• Liaison with other Government Agencies regarding heritage matters, especially regarding shipwrecks and shipping lanes.</li> </ul>
Communication and Education Group	<p>Communications Coordinator Media</p> <p>Reef HQ</p>	<ul style="list-style-type: none"> <li>• Maintenance of Heritage information for stakeholders and clients.</li> <li>• Ensure appropriate coverage of news items in relation to heritage places or issues.</li> <li>• Promotion of heritage values and raise public awareness.</li> </ul>
Legal Services	All	<ul style="list-style-type: none"> <li>• Provide Legal advice on Heritage matters.</li> </ul>
Tourism and Recreation Critical Issue Group		<ul style="list-style-type: none"> <li>• Promotion of World Heritage values in tourism industry.</li> </ul>

## Attachment 4 - List of Relevant Heritage Legislation

### **National legislation and controls**

- The *Great Barrier Reef Marine Park Act* was enacted in 1975 "to provide for the protection, wise use, understanding and enjoyment of the Great Barrier Reef in perpetuity..."; in other words, to protect the area's outstanding biodiversity whilst providing for reasonable use. This has been achieved using a spectrum of multiple-use zones ranging from General Use Zones where most reasonable activities can occur, through to National Park Zones (no-take zones which provide opportunities to see and enjoy the diversity of the Reef but where no fishing or collecting are allowed), to Preservation Zones (reference areas which are off limits to most activities).

All zones have an overriding objective of environmental conservation. Zoning is a spatial planning system that allows ecologically sustainable activities to occur, but separates conflicting uses and determines the appropriateness of various activities. The *GBRMP Act* provides for reasonable use. Activities, such as tourism, fishing, boating, diving and research, are permitted in specific zones but are regulated to minimise impacts and conflicts with other users.

- *Environment Protection & Biodiversity Conservation Act 1999*, which came into force in July 2000, also provides for the protection of world heritage values as well as environmental protection, biodiversity conservation, and the protection of threatened and migratory species.
- *Historic Shipwrecks Act 1976* aims to ensure that historic shipwrecks are protected for their heritage values and maintained for recreational and educational purposes. It also seeks to control actions that may result in damage, interference, removal or destruction of an historic shipwreck or associated relic. Divers can use wreck sites for recreational purposes but relics must not be removed from the wreck site and the physical fabric of the wreck must not be disturbed, unless a permit has been obtained.
- *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* is the principal Commonwealth legislation protecting Indigenous heritage. The Act complements state/territory legislation and is intended to be used only as a 'last resort' where state/territory laws and processes prove to be ineffective.

Under the Act the responsible Minister can make temporary or long-term declarations to protect areas and objects of significance under threat of injury or desecration. The Act also encourages heritage protection through mediated negotiation and agreement between land users, developers and Indigenous people.

- *Protection of Movable Cultural Heritage Act 1986* regulates the export of Australia's significant cultural heritage objects. It is not intended to restrict normal and legitimate trade in cultural property and does not affect an individual's right to own or sell within Australia. It implements a system of export permits for certain heritage objects defined by the Act as 'Australian protected objects'. Australian protected objects are objects which form part of the movable cultural heritage of Australia and which meet the criteria established under the National Cultural Heritage Control List.

### **State legislation and controls**

- *Nature Conservation Act 1992*. Almost 50% of the State islands within the GBRWHA are National Parks under the (Queensland) *Nature Conservation Act 1992*. The tenure on the other islands is leasehold, freehold or Deed-of-Grant in Trust (DOGIT) lands. The *Nature Conservation Act* also deals with the protection of endangered, vulnerable, rare and common wildlife species prescribed by regulation.
- *Marine Parks Act 1982*. In some areas within the GBRWHA, the tidal lands and tidal waters are declared as State Marine Parks under State Marine Park legislation to complement the provisions of the adjoining Commonwealth Marine Park.
- *Coastal Protection and Management Act 1995* - provides for the protection, conservation, rehabilitation and management of the coast and coastal waters including its resources and biological diversity.
- *Aboriginal Cultural Heritage Act 2003*. Under the Act, there is legislative recognition that Aboriginal people are the primary guardians, keepers and knowledge holders of their cultural heritage. The legislation:
  - recognises that a significant area does not necessarily have markings or other physical evidence indicating occupation or denoting its significance;
  - ensures protection of areas and objects of significance to Aboriginal people in accordance with their tradition or history; and
  - ensures protection of areas in Queensland where there is culturally, historically, or archaeologically significant evidence of occupation.

### **International controls**

In addition to the World Heritage Convention, a number of other international conventions signed by Australia, including those listed below, are relevant to the management of the heritage values in the Marine Park:

- Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar, 1971); (*two areas within the GBRWHA are designated Ramsar sites - Bowling Green Bay; Shoalwater Bay/ Corio Bay*);
- Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES 1973);
- Convention on Conservation of Migratory Species of Wild Animals (Bonn Convention 1979); and
- Convention on Biological Diversity (CBD 1992).
- A number of migratory birds, which occur in the GBRWHA, are covered by international agreements between the Australian Government and the Governments of Japan and China (JAMBA and CAMBA respectively).

## **Attachment 5 - Indigenous Heritage Strategy**

### **A. Indigenous Heritage in the Great Barrier Reef World Heritage Area (GBRWHA)**

There are more than 70 Aboriginal and Torres Strait Islander Traditional Owner clan groups situated along the Queensland coast from the eastern Torres Strait Islands to just north of Bundaberg (Section D below). Each of these groups holds a range of past and present heritage values for their land and sea country, and for surrounding sea countries. These values may be cultural, spiritual, economic, social or physical, or a mixture of these, and demonstrate continuing connections with the Great Barrier Reef region and its natural resources. These heritage values form the basis and core values of Traditional Owners' aspirations for future management of land and sea country.

To identify strategies for the protection, management and presentation of Indigenous land and sea country heritage, a number of these values are described below. Although most of the heritage values are primarily in Commonwealth waters, many heritage values cross over State and Commonwealth marine and terrestrial boundaries, and require actions from both parties to achieve these goals (see Attachment 4 for Queensland Government legislation on cultural heritage).

#### **a. Sea estates**

Sea estates refer to the coastal and marine components of a Traditional Owner group's<sup>1</sup> country, and extend along the coast and out to sea to varying extents. Physical features in a land or seascape such as rivers, islands, mountains and reefs often mark their boundaries. Sea estates are the space in which various past and present sea country heritage values exist and where connections to sea country may be expressed.

#### **b. Fish traps**

A number of fish traps exist in the intertidal zones of the Great Barrier Reef World Heritage Area, especially the islands. They commonly exist as stone structures that use the incoming tides to bring the fish into the trap, then retain the fish as the tides recede. Some fish traps are well known in the public domain, such as the fish traps at Hinchinbrook Island, Magnetic Island, Gould Island and Boat Bay in Mission Beach. Others are likely to be well known only to those people for whom they play an important cultural and heritage role.

#### **c. Burial grounds**

Burial grounds are known to exist in the Great Barrier Reef World Heritage Area (GBRWHA) and are of high cultural and heritage significance to Indigenous peoples. Many thousands of years of rising sea levels have meant that many old burial grounds and sites have become immersed in seawater. Contemporary burial grounds also form a highly significant part of the region's cultural heritage. A burial ground at Piper Island holds the remains of a prominent Traditional Owner who died in a marine accident while travelling from the Old Site at Lockhart River to Forbes Island. In this case, the vessel trip, vessel accident and burial place form part of the cultural heritage.

Erosion along the coast and islands has in the past exposed burial sites and remains. Traditional Owners have in the past conducted traditional reburials on islands within the GBR World Heritage Area. On some islands, within the GBR World Heritage Area, there are

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<sup>1</sup> See the GBRMP Regulations 1983 for the definition of a *traditional owner* and *traditional owner group*.

massacre sites, which are very sensitive to Traditional Owners and require special management of heritage values.

#### **d. Traditional cultural lifestyles**

Traditional cultural lifestyles are an important aspect of Indigenous cultural heritage in the GBRMP and refer to the way in which people have, or continue to:

- Seek food for nourishment on a day-to-day basis and for special occasions and for ceremonies etc. (e.g. traditional use of marine resources<sup>2</sup>);
- Seek natural products including plant material for the production of baskets, necklaces and other goods;
- Implement, control and monitor traditional management measures to maintain biodiversity in the sea and on the land; and
- Develop and use knowledge systems including Traditional Ecological Knowledge, for day-to-day interactions with sea country.

#### **e. Places of aesthetic value**

Places of aesthetic value in land or sea country may include places that are underwater today, but were used as places to meet, eat, gather etc when sea levels were lower. They may have rock art and/or shell middens associated with them, and may also include places that people look to from the land. Places of aesthetic value are likely to be used in similar ways today (i.e. for meeting, eating, gathering etc.) and may occur on land or in sea. For some Traditional Owner groups, the GBR and lagoon contain a large number of heritage sites and cultural places that are presently underwater. These places remain important for future management.

#### **f. Important grounds for traditional use of marine resources and breeding grounds**

Areas in sea country may be valued by Traditional Owner groups for their ecological importance, and for what they provide in extractive and non-extractive cultural activities. Areas may be valued because they are known to be a good and consistent place for catching a certain type of fish, or because they are known to be breeding grounds for a particular kind of marine organism. Such areas continue to be subject to a range of traditional management measures including taboos, traditional access restrictions and catch limits.

#### **g. Sacred sites of significance**

Sacred sites may occur in sea country as features in a landscape, such as rocks, reefs, cays and islands and/or as areas such as channels and passages. Examples of sacred sites may include traditional initiation grounds, women's birthing places, dreaming story places, ceremonial grounds, "bad luck" or "poison" places, burial grounds, and more. Sites may be associated with a long history of tradition (e.g. sites associated with dreamtime stories), or may be given importance in contemporary settings due to contemporary contexts and events (eg. a place where many ships run aground might be considered a 'bad luck' place). Knowledge about sacred sites, and access to them, may be restricted to certain people based on one's membership in a particular group, and/or according to factors such as gender, age, time of year, or according to a particular time in one's life.

#### **h. Ceremony sites**

Ceremony sites may include sites for men or women, or both; and may exist underwater from former times, or on land or sea. They may refer to an area large enough to encompass several

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<sup>2</sup> See GBRMP Zoning Plan 2003 for definition.



islands or reefs within a cultural landscape, or to a smaller area such as a bay, or a particular reef etc.

#### **i. Totems**

A totem could be a physical object or animal that is adopted as a family or clan emblem. Some Traditional Owner groups and individuals in the groups can be identified by their totems, which can be such things as birds, reptiles (like crocodiles), sharks, turtles and fish. Aboriginal and Torres Strait Islander children are bestowed totems from an early age. They are an important part of their cultural identity and are especially significant in song, dance or names on cultural implements. Some clans forbid their individuals from hunting or eating the animal that is their totem.

#### **j. Storylines and songlines**

In the GBR region, a number of storylines and song lines run across the land and into the water, linking natural environments and Traditional Owner groups, and crossing modern-day natural resource management jurisdictions. Various features in the landscape may represent parts of stories and may have songs associated with them. For example, in the Tully – Cardwell - Townsville region, a number of Traditional Owner groups have a story line for the rainbow serpent, which moved from the Tully River, through the Hinchinbrook Channel, through the Palm Island Group to Magnetic Island, which is the serpent's head.

#### **k. Practice of cultural protocols in sea country**

A number of Traditional Owner groups practice cultural protocols for access to land and sea country, to pass land and sea country knowledge on to younger generations, and to manage land and sea country. Practice of these rules/protocols may involve travel to, or use of, a particular site or area in sea country and may be part of Traditional Owners' expression of customary marine tenure. There may be a variety of rules for:

- Participation in various activities or ceremonies (for men, women or both, and involving members of one Traditional Owner group or several Traditional Owner groups);
- Transferring knowledge (this may result in the practice of new activities, or the power to sing, tell stories etc);
- Practice of traditional management measures (e.g. restrictions on fishing at certain times of the year); and
- Ownership and use-rights between users of marine environments, including food allocation, division of labour for collection and production of food, and access to sea country and its resources.

#### **l. Travel routes- ritual paths through land and sea country**

Travel routes through land and sea country may refer to paths that ancestors have travelled for trade, hunting, ceremony, warfare or to collect resources; or in the Dreaming, and where people continue to travel to fulfil various obligations including for ceremonies or to collect resources etc.

#### **m. Place Names / Area Names**

Features in a seascape, and seascapes themselves, may have names to describe their shape, their geological composition, their colour, various flora or fauna associated with them (e.g. a place where fish congregate), various conditions associated with them (e.g. a place where wind comes up), and more. Names may also be given to places and areas according to their connection with a story or song (i.e. where such-and-such happened) or according to their connection with current practice (i.e. where such-and-such happens). Names may spread

beyond tribal boundaries, and may exist along the Great Barrier Reef Marine Park in over twenty distinct languages.

### **Other significant Indigenous heritage values**

#### **n. Native Title Rights and interests**

Native Title is the recognition in Australian law that Indigenous people had a system of law and ownership of their lands before sovereignty. Where that traditional connection to land and waters has been maintained and where government actions have not removed it, the law recognises this as native title.

### **B. Factors Affecting Indigenous Heritage in Sea Country**

<b>These may include:</b>	<b>Heritage Item(s) (from Section A)</b>
• Coastal development	b-j,m
• Coastal erosion	b-j,m
• Commercial fishing activities	b-i
• Commercial fishing practices disturbing benthic structures eg: trawlers	b-i
• Displacement of traditional activities by other recreational and commercial activities (eg: tourism pontoons, recreational fishers)	d-f,h,i,k,l,n
• Future management actions imposed through lack of knowledge of heritage sites	b,c,e,f-h,j
• General lack of understanding about traditional and cultural knowledge including language, song etc.	a,d,i,j,k,m,n
• Grave robbing and artefact collecting	a-d
• Potential over-exploitation of ecologically important areas by commercial fishers, recreational fishers, and others	d,f,h,i,k,n
• Recreational fishers and collectors	b-i
• Ships running aground and vessel wash	a-i
• Socio economic factors within regional and remote communities	d,f,k,n
• Species loss from various natural and human-related causes of death to animals and plants	a,d,e,f,i,k,m
• Tourist access, activities, camping and infrastructure	b-i
• Various human-related causes of death to animals (habitat degradation, netting, hunting, trawling, feral animal predation, poor water quality, marine debris etc.)	d,f,i,k,n
• Various natural causes of death to animals (disease, old age, predation, heat exhaustion, entanglement in tree roots etc.)	d,f,i,k,n
• Vessels anchoring and chain damage	b-i

### C. Strategies for Action – Indigenous Sea Country Heritage

<b>1. Legislation</b>								
<b>Strategy</b>	<b>Description</b>	<b>Meets Heritage Guideline</b>	<b>Indigenous Heritage Item(s)</b>	<b>Responsible Agencies</b>	<b>Ongoing Action</b>	<b>Underway</b>	<b>Complete</b>	<b>Future Action</b>
1.1	Great Barrier Reef Marine Park Regulations 1983.	See Section 10	a-m	GBRMPA			✓	
1.2	Zoning <ul style="list-style-type: none"> <li>▪ Special Management Areas;</li> <li>▪ Plans of Management: Cairns, Hinchinbrook and Whitsundays, Shoalwater Bay (Dugong);</li> <li>▪ Remote Natural Area</li> </ul>	See Section 10	a-m	GBRMPA	✓		✓	

<b>2. Work Program</b>								
<b>Strategy</b>	<b>Description</b>	<b>Meets Heritage Guideline</b>	<b>Indigenous Heritage Item(s)</b>	<b>Responsible Agencies</b>	<b>Ongoing Action</b>	<b>Underway</b>	<b>Complete</b>	<b>Future Action</b>
2.1	Traditional Owner Information System and Social Atlas.	See Sections 8A and 8B & 12	a-n	GBRMPA	✓	✓		
2.2	Cultural Heritage Tasks.	See Section 8A and 8B	a-m	CRC Reef GBRMPA James Cook University	✓	✓		
2.3	Language research and documentation.	See Section 8A and 8B	a-m	GBRMPA Other				✓
2.4	Indigenous sea country and reef naming.	See Section 8A and 8B	b,c,e,f,g,m	GBRMPA Aust Hydrographers Office Qld DNRM CGNA LGAQ	✓	✓		

## 2. Work Program

Strategy	Description	Meets Heritage Guideline	Indigenous Heritage Item(s)	Responsible Agencies	Ongoing Action	Underway	Complete	Future Action
2.5.	Cross-Cultural training: <ul style="list-style-type: none"> <li>▪ Gould Island camp</li> <li>▪ Participation in Laura Festival</li> <li>▪ NAIDOC week</li> <li>▪ Seminar series.</li> </ul>	See Section 12	a-n	GBRMPA	✓			
2.6	Reef HQ Indigenous Interactive Display.	See Section 12	a-n	GBRMPA Reef HQ				✓
2.7	Development of process and documents for gaining informed consent for information gathering and presentation.	See Section 6	a-n	GBRMPA	✓	✓		
2.8	Ensure appropriate heritage aspects are addressed once allocation of 13 Indigenous Tourism Permits under Plans of Management.	See Section 10	a-n	GBRMPA QPWS T-Qld				✓
2.9	Traditional Owner consultation strategy on heritage matters.	See Section 6	a-n	GBRMPA				✓
3.0	Investigate a duty of care statement and heritage strategy for cross-jurisdictional heritage sites.	See Section 5	a,c-h,j,m,n	GBRMPA Queensland Government				✓
3.1	Future management options across agencies.	See Section 10	a-n	GBRMPA Queensland Government				✓

## D. Traditional Owner Groups

There are more than 70 Aboriginal and Torres Strait Islander Traditional Owner clan groups along the Queensland coast from the eastern Torres Strait Islands to just north of Bundaberg that express rights and interests in the Great Barrier Reef Marine Park. Some of the Traditional Owner groups are:

**Traditional Owner Group Name**      *These regions are an indication only of the area where Aboriginal and Torres Strait Islander Traditional Owner Groups assert rights and interests*

Darnley Island groups	Eastern Torres Strait Islands and Northern Great Barrier Reef region
Murray Island groups	Eastern Torres Strait Islands and Northern Great Barrier Reef region
Gudang	Newcastle Bay region
Yadhaigana	Captain Billy Landing region
Wuthathi	Cape Grenville region
Kuuku Ya'u	Portland Road region
Kanthanumpun	Claude River region
Night Islands group	Night Island region
Umpila	Cape Sidmouth region
Lama Lama	Princess Charlotte Bay region
Ngulan peoples	Starke River region
Thiltharr clan	Hopevale region
Kuku Yalanji	Bloomfield/Daintree region
Yirriandji People	Palm Cove region
Gimuy Yidinji	Cairns/Trinity Inlet region
Gurabana Gunggandji	Kings Beach region
Guru Gulu Gunggandji	Yarrabah region
Mandingalbai Yidinji	Cooper Point region
Lower Coastal Yidinji	Russell River region
Ma:Mu Peoples	Innisfail region
Djiru	Mission Beach region
Gulnay	Tully region
Girramay	Cardwell region
Bandjin	Hinchinbrook region
Warrgamay	Lucinda region
Nywaigi	Forest Beach region
Manbarra	Palm Island region
Bindal	Townsville region
Wulgurukaba	Magnetic Island/Townsville region
Juru	Ayr region
Gia	Cape Upstart region
Ngaro	Whitsunday region
Wiri peoples	Mackay region
Yuibera peoples	Mackay region
Birri peoples	Mackay region
Barada Barna Kabalbara	Sarina region
Yetimarla peoples	
Koinjimal peoples	Broadsound region
Darumbal	Shoalwater Bay region
Woppaburra	Yeppoon region
Taribelang Bunda	Bundaberg region
Bailai	Gladstone region
Gurang Gurang	Town of 1770 region

**Note: The GBRMPA is committed to working with Traditional Owner groups for sea country management, and fosters partnerships along the Great Barrier Reef Marine Park coast. Traditional Owner groups may do business directly with the GBRMPA, or through a corporation where the interests of several Traditional Owner groups are represented.**

## **Attachment 6 - Heritage Values of the Great Barrier Reef - Selected Readings**

Barker, B.C. 1992, 'An assessment of the heritage sites in the Whitsunday region as a part of the Whitsunday Regional Management Plan', unpublished report to University of Queensland, Dept. of Anthropology and Sociology, St. Lucia.

Department of the Environment, Sport and Territories 1995, *World heritage listing: what does it really mean?*, Dept. of the Environment, Sport and Territories, World Heritage Unit, Canberra.

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Kenchington, R and Hegerl, E. 2005, *World Heritage Attributes and Values Identified for Magnetic Island and the Surrounding Marine Environment*, Department of the Environment and Heritage.

Lucas, P.H.C., Webb, T., Valentine, P.S., and Marsh, H. 1997, *The outstanding universal value of the Great Barrier Reef World Heritage Area*, Great Barrier Reef Marine Park Authority, Townsville.

*Magnetic Island's world heritage values: a preliminary assessment* 2004, Magnetic Island Community Development Association, Townsville.

McIntyre-Tamwoy, Susan 2004, "'My Barrier Reef': exploring the Bowen community's attachment to the Great Barrier Reef", *Historic Environment* 17(3): 19-28.

Tourism Review Steering Committee 1997, *Review of the marine tourism industry in the Great Barrier Reef World Heritage Area*, Great Barrier Reef Marine Park Authority and the Australian Office of National Tourism, Townsville.

**Attachment 7 - Commonwealth Islands in the Great Barrier Reef Marine  
Park owned by the GBRMPA**

<b>Island Name</b>	<b>Island ID</b>	<b>Latitude</b>	<b>Longitude</b>	<b>Management Area</b>	<b>Detailed Zoning Map</b>	<b>Marine Waters Zoning</b>
Albany Rock	10321S	10.7190	142.6318	Far Northern	MPZ1	Habitat Protection
Bailey Islet	21026S	21.0302	149.5475	Mackay/Capricorn	MPZ12	Habitat Protection
Clerke Island	11188A	11.9708	143.2877	Far Northern	MPZ2	Habitat Protection
Coppersmith Rock	20407S	20.6004	149.1185	Mackay/Capricorn	MPZ10	Habitat Protection
Coquet Island	14097S	14.5407	144.9924	Far Northern	MPZ4	Conservation Park
Dent Island (part only)	20058C	20.3578	148.9326	Townsville/Whitsunday	MPZ10	Habitat Protection
Eshelby Island	20012S	20.0169	148.6259	Townsville/Whitsunday	MPZ10	Preservation
Hannah Island	13097S	13.8652	143.7182	Far Northern	MPZ4	Habitat Protection
Hannibal Islet B	11136B	11.5935	142.9458	Far Northern	MPZ2	Marine Nat Park
High Peak Islet	21428B	21.9573	150.6874	Mackay/Capricorn	MPZ15	Habitat Protection
Kent Island	17043A	17.6765	146.1799	Cairns/Cooktown	MPZ7	Conservation Park
Lady Elliot Island	24008S	24.1129	152.7141	Mackay/Capricorn	MPZ18	Marine Nat Park
Low Isles	16028A	16.3850	145.5600	Cairns/Cooktown	MPZ6	Marine Nat Park
North Reef Island	23045S	23.1859	151.9028	Mackay/Capricorn	MPZ17	Marine Nat Park
Penrith Island (part only)	21025S	21.0105	149.9046	Mackay/Capricorn	MPZ12	Conservation Park
Pine Islet	21391A	21.6549	150.2212	Mackay/Capricorn	MPZ12	Habitat Protection
Pipon Island E	14038E	14.1299	144.5168	Far Northern	MPZ4	Habitat Protection
Pipon Island X	14038?	14.1239	144.5134	Far Northern	MPZ4	Habitat Protection
Rocky Island	15054S	15.6074	145.3359	Cairns/Cooktown	MPZ5	Habitat Protection
Russell Island	17013S	17.2294	146.0972	Cairns/Cooktown	MPZ7	Conservation Park
South Brook Island	18008C	18.1575	146.3059	Townsville/Whitsunday	MPZ8	Marine Nat Park



## Attachment 8 - Commonwealth Islands Heritage Strategy

### 1. Commonwealth Islands in the Great Barrier Reef Marine Park

Some 70 islands within the Great Barrier Reef Marine Park are owned by the Commonwealth of Australia and are collectively called Commonwealth Islands. Some 21 of these islands are owned by the Great Barrier Reef Marine Park Authority (see Attachment 7).

Generally, Commonwealth Islands fall into two use categories; lighthouse islands and those used for defence purposes. The Great Barrier Reef Marine Park Authority took ownership of a number of lighthouse islands from the Australian Maritime Safety Authority (AMSA) in 2003. AMSA leases back from the GBRMPA land on these islands for navigation purposes. Private lease arrangements are also in place on some islands.

Three Lightstations on Commonwealth Islands are currently listed on the Commonwealth Heritage List as Commonwealth Heritage places.

The Shoalwater Bay Training Area is also listed on the Commonwealth Heritage List as a Commonwealth Heritage place. There are a large number of islands within the Shoalwater Bay Training Area that have natural values.

Commonwealth Islands have potential heritage values due to the existence of historic Lightstations, associated shipping and navigation history, Indigenous significance and/or natural values.

#### *Impacts*

- Degradation of Heritage values through deterioration of infrastructure which is highly susceptible due to the marine environment and natural processes; and
- Potential degradation of Heritage values through human impact.

### 2. Strategies for Action – Heritage on Commonwealth Islands in the Great Barrier Reef Marine Park

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
i)	Day-to-Day Management compliance and island maintenance	✓			
ii)	Environmental Assessment of Defence Activities in the GBRWHA.	✓	✓		
iii)	Review of management arrangements with Defence following completion of Strategic Environmental Assessment.				✓
iv)	Develop and Manage agreements with leaseholders (e.g. Australian Maritime Safety Authority, private sector entities) for Heritage responsibilities.	✓	✓		✓
v)	Continue to develop Commonwealth Islands Management Framework to				

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
	include:				
	(i) Infrastructure Assessments and Maintenance Programs;	✓	✓		✓
	(ii) Heritage Assessments, and Management Plans as appropriate;	✓	✓		✓
	(iii) Lease/permits in respect of Commonwealth islands to address Heritage issues; and	✓	✓		✓
	iv) Conduct Regular Inspection Program (including heritage compliance audit).	✓			✓
vi)	Database – GBRMPA owned Commonwealth Islands*				✓
	i) Develop Framework (refer Attachment 1);			✓	
	ii) Collate data and populate database;	✓	✓		
	iii) Review database and heritage register requirements; and				✓
	iv) Incorporate database into decision making processes				✓

\*An example of the summary information available from this database is below:

### Great Barrier Reef Marine Park Authority Lady Elliot Island Summary

#### General Information

Island ID	240065
Island Type	Coral Cay
Size of Island (Ha)	34.8
Latitude	152.7141
Longitude	24.1129
Island Aggregation	-
GBRMP Management Area	Mackay/Capricorn
GBRMP Detailed Zoning Map	MPZ18
Adjacent Marine Waters Zoning	Marine Nat Park
Marine Waters Zone ID	MN-23-1169
GBRMP Marine Bioregion	NBB
QREDD Terrestrial Bioregion	South-east Queensland
Nearest QREDD Province	Burnett-Curtis Coastal Lowlands
Local Government Area	Minnam Vale Shire

#### General Description

Wooded coral cay which has been heavily modified by past guano mining practices and re-vegetation with non-endemic species. Relatively highly developed with resort and airstrip. Heritage lighthouse.

#### Island Geology

No description identified from geologic mapping

#### Property Information

No. of Commonwealth Properties on Island	3
Commonwealth Ownership	Whole of Island
No. of Leases Currently in Force	1

#### Data Status

Identified GBRMPA Infrastructure	Yes
Aerial Imagery Data	No
Vegetation Data	Yes
Birdlife Data	Yes
Other Terrestrial Fauna Data	No
Identified Pests	Yes
Identified Weeds	Yes

#### Notes

Identified as major Crested Tern nesting site  
Southern-most of two nesting colonies of Red-tailed Tropicbirds in GBR  
Southern-most nesting colony of Common Noddy in GBR  
Identified as only one of two islands in the area containing lizards

[Click to Return to Main Database Index](#)

#### Values

Biophysically Special / Unique Site (Y or N)	Yes
Principal QREDD Vegetation Classification	Non-Remnant Vegetation
Principal Uses of Commonwealth Land	Lighthouse Reserve, Tourism
Extent of Development	Highly developed, lighthouse, resort, airport
Principal Natural Values	Seabird nesting
Principal Cultural Values	No particular values identified
Principal Heritage Values	Historic lighthouse & associated buildings
Principal Scientific Values	Research on seabirds, island regeneration

#### Regional Location Map

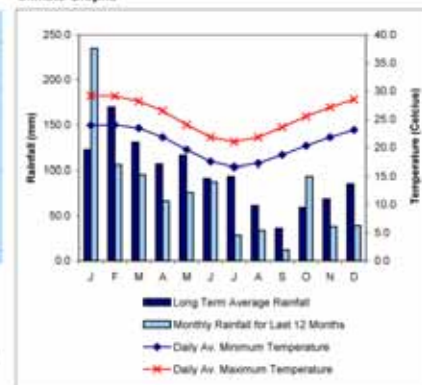


Ref: Geosciences Australia 1:250,000 scale Map Series

#### Data Links

- [Click to view Risk Assessment Ratings](#)
- [Click to view detailed Property / Lease Information](#)
- [Click to view details of Built Environment](#)
- [Click to view Asset Register](#)
- [Click to view Listed Heritage Values](#)
- [Click to view register of Aerial Imagery](#)
- [Click to view Historical Information](#)
- [Click to view Flora and Fauna Information](#)
- [Click to view References](#)

#### Climate Graphs



## Attachment 9 - Historic Shipwrecks Heritage Strategy

### **Background**

Australia has a rich maritime history, which can be traced back some 60, 000 or more years to the arrival of Aboriginal people. They were followed later by the Macassans, who came to fish Australia's northern waters. In the 17th century, Europeans, including the Dutch, English and French, began arriving on the coast of the southern continent, having braved extraordinary distances in tiny sailing boats.

The earliest recorded shipwreck is the English vessel *Trial*, which foundered in 1622 on the North West Coast of Western Australia. Other wrecks followed in the 17th and 18th centuries, which saw a number of Dutch East India Company ships foundering on the rocky coast of Western Australia.

After Captain James Cook's 1770 voyage in the *Endeavour*, Australia's coastline became the focus for hundreds of ships from the Northern Hemisphere. But some of these small European sailing ships venturing into Australia's often treacherous waters, never returned.

These shipwrecks and associated relics often provide us with what may be the only means of documenting and understanding important aspects of our history. Some, like HMS *Pandora* off the Great Barrier Reef or the Japanese I-124 submarine in the Northern Territory, are internationally important for their historical associations. To protect these historic shipwrecks, the Department of the Environment and Heritage administers the *Historic Shipwrecks Act 1976*. The Act is administered by the Australian Government in conjunction with Delegates in each of the States, the Northern Territory, and Norfolk Island. The Act also requires that a register of historic shipwrecks and relics be maintained.

The Australian National Shipwreck Database includes all known shipwrecks and allows users to search for those historic shipwrecks protected by Commonwealth or State/Territory legislation. The database was developed by the Australasian Institute of Maritime Archaeology with financial assistance from the Commonwealth and until recently maintained by the Western Australian Maritime Museum with Commonwealth funding.

The Department of the Environment and Heritage now maintains the database, which contains information about known shipwrecks in Australian waters. This information has been collected by each of the State historic shipwreck agencies and the data are subject to ongoing editing and refining. State and Territory agencies can provide the most up-to-date information about a particular shipwreck and also maintain databases for their State or Territory. The database is available at <http://eied.deh.gov.au/nsd/public/welcome.cfm>.

### **Strategies for Action**

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
i)	Determine the appropriate relationship for the preparation of heritage plans under the EPBC Act between GBRMPA, DEH and the relevant Queensland delegate under the Historic Shipwrecks Act.				✓

## **Attachment 10 - Shipping and Navigation Heritage Strategies**

### **Background**

#### *The GBR as a shipping route*

Prior to the early decades of the twentieth century, the GBR was virtually a marine highway along which most of Queensland's local traffic travelled. Sailing ships carried cargo such as wool, wheat, cattle and other primary produce were carried to developing settlements. Improving technology led to hulls, masts and spars being constructed of steel, and screw powered vessels began to dominate. In 1862 the Marine Board Act began regulating maritime traffic, supervising construction and maintenance of wharfs, harbours and, lights, and the licensing of pilots in places that required good local knowledge. By the time the Suez Canal was opened in 1869, Queensland put a case forward that the inner Reef route was the fastest and most economical way to travel to India and England.

[Source: Bowen J & M Bowen, *The Great Barrier Reef: History, Science, Heritage*, Cambridge University Press, 2002.]

#### *Navigation*

The advent of the steamship, with its inherent ability to travel in any direction regardless of the wind, meant that regular navigation through the inner route became feasible. A series of surveys led to the publication of charts and sailing directions, navigation marks were erected, and pilots were engaged to assist the passage of vessels through the reef. The early lighthouses were established on Low Isles in 1878, Lady Elliot Island in 1873, and Pine Islet in 1885. These were constructed on a concrete foundation of timber framing and heavy gauge galvanised sheet iron cladding.

[Source: JCH Foley, *Reef Pilots: the history of the Queensland Coast and Torres Strait Pilot Service*, 1982]

The use of navigation aids, positioning and electronic charting systems and pilotage reduce risks for and from shipping. Mariners benefit from some of the most advanced (hard) navigation technologies currently available worldwide. Well-surveyed routes assist navigation in the GBR, a network of differential Global Positioning System, radio and radar, and delineating of channels and hazards with cardinal marks.

#### *Pilotage*

As part of the identification and designation of the GBR region as a Particularly Sensitive Sea Area in 1990, the Australian government announced that pilotage would be compulsory for ships constituting a potential threat to the environment of the GBR in areas that are difficult to navigate.

### **Impacts**

- Collateral damage
- Introduction of Exotic pests
- Wastewater and garbage discharge

### **Management Actions**

- Shipping regulations
- Oil spill contingency plans
- Reef Vessel Traffic System
- Pilotage
- Shipping lanes in Zoning Plans

### Strategies for Action

Strategy	Description	Meets Heritage Guideline	Heritage Item(s)	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action
i	Maintain and further develop, where appropriate, relationships with agencies and bodies responsible for pilotage matters in the GBRMP to ensure environmental issues are a priority;	8, 12	a-h & j	✓			
ii	Continue to engage with relevant Queensland and Commonwealth agencies to ensure navigation measures and controls within the GBRMP, place the highest priority on environmental best practice; and			✓			
iii	Lighthouses – see Commonwealth Islands (Attachment 8)			✓			

## Attachment 11 - Planning Instruments for the Management of the GBRWHA

Area	Detailed area	Planning tools	Basis for the plan	Jurisdiction
GBRWHA	Entire GBRWHA (incl. all other areas listed below)	25 Year Strategic Plan	Advisory only, but developed in 1991-94 and endorsed by some 60 stakeholders when released	Commonwealth
Waters	Great Barrier Reef Marine Park ( <i>waters below LWM</i> ) = 99.25% of GBRWHA	GBRMP Zoning Plans Plans of Management (in specific key areas only)	Statutory ( <i>as specified in s. 32 &amp; 33 of GBRMP Act 1975</i> ) Statutory ( <i>as specified in s. 39V-39ZI of GBRMP Act 1975</i> )	Commonwealth
	Intertidal waters (HWM to LWM)	State Marine Park Zoning Plan; and/or; State Coastal Management Plans; and/or Regional Coastal Management Plans (where applicable)	Statutory ( <i>as specified in Qld Marine Parks Act</i> ) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> ) Statutory ( <i>see Coastal Protection &amp; Management Act</i> )	State
	Internal waters of Qld	State Marine Park Zoning Plans; and/or State Coastal Management Plan; and/or Regional Coastal Management Plans (where applicable)	Statutory ( <i>as specified in Qld Marine Parks Act</i> ) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> ) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> )	State
	Waters as defined in the plans	Queensland Fisheries Management Plans ( <i>eg East Coast Trawl Management Plan</i> )	Statutory ( <i>as specified in the Qld Fisheries Act</i> )	State & Commonwealth
Islands	Commonwealth Islands	Included in GBRMP so covered by all GBRMP zoning provisions and regulations	Statutory ( <i>as specified in s. 32 &amp; 33 of GBRMP Act 1975</i> )	Commonwealth
	National Park Islands (Qld)	Management plans	Statutory ( <i>as specified in Qld Nature Conservation Act 1992</i> )	State
	Freehold land/other tenures on islands	Local Gov Planning Schemes; and/or Local Govt Development Control Plans; and/or Regional Plans/Planning Strategies and/or; State Coastal Management Plan; and/or Regional Coastal Management Plans (where applicable)	Statutory under <i>Integrated Planning Act</i> (ESD is main object) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> ) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> )	State
Exclusion areas (e.g. ports not within GBRMP but are within the GBRWHA)	State waters	State Coastal Management Plan; and/or Regional Coastal Management Plans (where applicable) Port Land Use Plans	Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> ) Statutory ( <i>as specified in the Coastal Protection &amp; Management Act</i> ) Statutory (under the <i>Transport Infrastructure Act 1994</i> )	State

## Attachment 12 - Heritage Strategy Implementation

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
2.1	Reflect the Commonwealth's Heritage Management principles and related legislative obligations in relevant aspects of the GBRMPA's activities and decision-making.	✓				
3.1	Amend the GBRMPA Corporate Plan to more appropriately recognise the responsibility of the GBRMPA to identify and care for heritage values within the Great Barrier Reef Marine Park.		✓			
3.2	Continue to reflect heritage management precepts in GBRMPA planning processes.	✓				
3.3	Continue to have regard to <i>"the need to protect the cultural and heritage values held in relation to the Marine Park by traditional owners and other people"</i> and <i>"conservation of the natural resources of the Marine Park"</i> during consideration of any application for a permit within the Marine Park.	✓				
3.4	Have regard to World Heritage values when preparing Plans of Management.	✓				
3.5	Investigate resourcing requirements to implement this strategy including options for grants funding.				✓	
3.6	Review corporate aims, strategic outcomes and actions to ensure they continue to satisfy Commonwealth Heritage management requirements.				✓	
4.1	Key positions identified within the GBRMPA having responsibility for heritage matters			✓ (see Attachment 3)		
4.2	Ensure key positions have appropriate positions descriptions relating to heritage matters.		✓			
4.2	Ensure key positions relating to heritage matters are addressed through appropriate references in Strategic Work Plans and Annual Business Plans.		✓			
4.4	Identify the cost implications, including staff resources, to implement this strategy.		✓			
5.1	Maintain contact with relevant DEH staff and heritage-related work units through the GBRMPA Canberra office.	✓				
5.2	Maintain and enhance engagement with relevant Queensland Government agencies on heritage matters in line with Environment Protection and Heritage Council policy as relevant.	✓				
5.3	Engage with local government bodies through the new GBRMPA Community Partnerships group to alert them to heritage issues.				✓	

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
5.4	Ensure all relevant staff are aware of the requirements of State and Commonwealth legislation relevant to heritage matters and where necessary provide appropriate training opportunities.	✓				
5.5	Ensure effective communication with relevant Commonwealth (e.g. AMSA, Department of Defence) and State (e.g. Queensland EPA) agencies through both formal and informal mechanisms.	✓				
6.1	Maintain and enhance community engagement through the “LMAC” system and the newly established Community Partnerships programme.	✓				
6.2	Maintain engagement with stakeholders in terms of corporate policy development through the “RAC” process.	✓				
6.3	Maintain consultation with the community, including relevant stakeholders consistent with EPBC Act s. 341S (30 and 6(b)). This consultation will be guided by current national standards, namely: <ul style="list-style-type: none"> <li>Article 43 of the <i>Australian Natural Heritage Charter</i> (2002) for natural heritage places;</li> <li>the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for Indigenous heritage places;</li> <li>Article 26.3 of the <i>Burra Charter</i> (Australia ICOMOS 2000) for cultural heritage places including both Indigenous and historic places: and</li> <li>Commonwealth Heritage Management Principles.</li> </ul>	✓				
6.4	Build on established frameworks for engagement with Traditional Owners in management of heritage areas and sites	✓				
6.5	Establish partnerships with traditional owners for cooperative management of sites, events, stories and practices of Indigenous heritage importance.				✓	
7.1	Maintain engagement with stakeholder groups through Community Partnerships programme and the “LMAC” and “RAC” processes to minimise future conflict.	✓				
7.2	Maintain formal review processes for permit applications when natural or cultural values may be adversely affected.	✓				
7.3	If conflict arises between the management of different heritage values, this will be resolved: <ul style="list-style-type: none"> <li>with reference to the relevant standard heritage industry guidelines: <ul style="list-style-type: none"> <li>the <i>Australian Natural Heritage Charter</i> (2002), especially Article 7, for natural heritage places;</li> <li>the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for</li> </ul> </li> </ul>	✓				



Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
	<p>Indigenous heritage places, noting that the overall management process may be the relevant process; and</p> <ul style="list-style-type: none"> <li>the <i>Burra Charter</i> (Australia ICOMOS 2000), especially Articles 5.1 and 13, for cultural heritage places including both Indigenous and historic places; and</li> <li>through a negotiation process involving heritage conservation experts from the relevant different heritage sectors.</li> </ul>					
	<ul style="list-style-type: none"> <li>Where a place is on the Commonwealth Heritage list its management must be consistent with the EPBC Act's Commonwealth Heritage Management Principles.</li> <li>Seek resolution of local conflict by engagement and inclusion through the Community Partnerships programme</li> </ul>					
7.4	Enhance existing staff training options in conflict avoidance/resolution and mediation.	✓				
7.5	<p>If a conflict arises between managing heritage values and managing for other purposes, the process for resolving this will involve:</p> <ul style="list-style-type: none"> <li>reference to the obligations on GBRMPA imposed by the GBRMP Act 1975;</li> <li>reference to the EPBC Act;</li> <li>reference to commitments within leasing arrangements;</li> <li>reference to the relevant standard heritage industry guidelines: <ul style="list-style-type: none"> <li>the <i>Australian Natural Heritage Charter</i> (2002) for natural heritage places;</li> <li>the provisions in <i>Ask First, a guide to respecting Indigenous heritage places and values</i> (Australian Heritage Commission 2002) for Indigenous heritage places; and</li> <li>the <i>Burra Charter</i> (Australia ICOMOS 2000) for cultural heritage places including both Indigenous and historic places; and</li> </ul> </li> <li>through a mediation process involving relevant heritage conservation experts and the manager/decision-maker responsible for the other management purpose giving rise to the conflict.</li> </ul> <p>If this process cannot resolve the conflict, non-statutory advice may be sought from heritage consultants with appropriate expertise and skills, the Department of the Environment and Heritage, Heritage Division or the Australian Heritage Council (s. 5(h) of the <i>Australian Heritage Council Act 2003</i>) will be sought and provided to the mediation process for consideration and possible resolution.</p>	✓				

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
	Depending on the possible impact of the outcome of the conflict, the issue may also be an action that is subject to advice (e.g. s 341ZD) or approval under the GBRMP Act.					
8.1	Undertake an assessment of the value and efficiencies to be gained by listing all or parts of the GBRMP as (a) Commonwealth Heritage place(s), expected to be completed by December 2008. A register of places and their Commonwealth Heritage values is then expected to be completed by February 2009..				✓	
8.2	A report, addressing the requirements of <i>EPBC sub regulation 10.03G(3)</i> , will be provided to the Minister for the Environment and Heritage outlining the identification and assessment process and providing a copy of the GBRMPA Heritage Register of places with Commonwealth Heritage values (expected by March 2009, but subject to Board approval process)				✓	
8.3	Assess the capacity to consolidate existing statements of the values (including natural, historic, aesthetic) of the GBRMP into a package that is of use in preparing management plan(s) for listed places with a focus on existing values statement in the World Heritage listing document for the GBR.	✓				
8.4	Establish protocols with other relevant Commonwealth departments and/or agencies for taking on responsibility for dealing with listed places (e.g. Lighthouses and historic shipwrecks) that lie within the boundaries of the GBRMP but are not the direct legislative responsibility of the GBRMP.	✓				
8.5	Establish a mechanism for the identification of sites, activities and other elements (including memorial sites) of Indigenous significance within the GBRMP with a view to their recognition under the Commonwealth Heritage process in a manner sensitive to indigenous people.	✓				
8.6	Establish a mechanism to link GBRMPA website material on Indigenous heritage to like websites.				✓	
8.7	Establish a coordinated and realistic time sequence for all strategies in this category within the context of the timeframe for action under the Convention on Biological Diversity Protected Areas Programme of Work (“Effective Management in Protected Areas by 2012”).				✓	
8.8	Provide access to the public all aspects of the GBRMPA’s actions on Commonwealth Heritage matters through the GBRMPA website.	✓				
8.9	Prepare a specific strategy document for Commonwealth Islands (Attachment 8 refers).			✓		
8.10	Prepare a specific strategy document for Historic Shipwrecks (Attachment 9			✓		

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
	refers).					
8.11	Prepare a specific strategy document for Indigenous heritage of the GBRMP (Attachment 5 refers).			✓		
8.12	Prepare a specific strategy document for Shipping and Navigation heritage of the GBRMP (Attachment 10 provides some contextual information).			✓		
8.13	Develop a “social atlas” of the heritage values of the GBRMP.		✓			
9.1	Prepare a cost effectiveness assessment of the various options for the preparation of management plans under the Commonwealth Heritage Places elements of the EPBC Act.				✓	
9.2	Following the outcomes of Strategy 8.4, GBRMPA will prepare management plans for those places found to contain Commonwealth Heritage values as the program for the identification and assessment of the GBRMP is completed. The program for preparing management plans is expected to be completed by December 2009.				✓	
10.1	Incorporate statements of intent to address Commonwealth Heritage matters in the GBRMPA Corporate Plan.			✓		
10.2	Review the GBRMP Regulations to ensure they continue to reflect the need to address Commonwealth Heritage matters in environmental impact assessment decisions.	✓				
10.3	Have regard to World Heritage values and Commonwealth Heritage values when preparing plans of management.	✓				
10.4	Have regard to all heritage values when administering the Great Barrier Reef Marine park, conducting spatial planning (e.g. zoning, site planning) and assessing permit applications.	✓				
11.1	Determine responsibility for management of Commonwealth Heritage matters for listed sites in the GBRMP.		✓			
11.2	Investigate cost sharing arrangements with relevant Commonwealth Departments and/or agencies.				✓	
11.3	Incorporate Heritage matters in future budgets for Heritage places within the GBRMP for which the GBRMPA has sole responsibility.		✓			
11.4	Include in the GBRMPA’s annual report including the GBRMPA report on environmental performance, information on funds provided for the identification and assessment of places owned and controlled by the GBRMPA and resources allocated to the management of Commonwealth Heritage places listed in the GBRMPA’s annual report.				✓	

Strategy	Description	Ongoing Action	Specific Action (Underway)	Specific Action (Completed)	Future Action	Agency
11.5	Processes that engage Indigenous people in the monitoring, management and conservation of Indigenous heritage values will be developed in consultation and collaboration with relevant Traditional Owner Groups.	✓				
12.1	Revise GBRMPA corporate training programmes to incorporate Commonwealth Heritage matters.	✓				
12.2	Continue existing cross-cultural training.	✓				
12.3	Ensure Commonwealth Heritage matters are incorporated in activities in coastal communities through the GBRMPA Community Partnerships programme and LMACs.				✓	
12.4	Raise awareness of Commonwealth Heritage matters through ReefHQ programmes.	✓				
13.1	Examine the possibility of incorporating Commonwealth Heritage monitoring and reporting into current programmes (AIMS LTMP, "Eye on the Reef", etc.)				✓	
13.2	Establish monitoring programmes external to 13.1 as appropriate and incorporate into GBRMPA corporate programming and budget cycles.				✓	
13.3	Report on monitoring, reviewing and reporting on the implementation of heritage strategies in annual report.				✓	
13.4	Review and update this Strategy every three years i.e. reviewed by end of January 2009.				✓	

**Attachment 13 - Compliance of Great Barrier Reef Marine Park Heritage Strategy with *Environment Protection and Biodiversity Conservation Act 1999***

Legislation	GBRMP Strategy
<b><i>Environment Protection and Biodiversity Conservation Act 1999 Section 341ZA Heritage Strategies</i></b>	
(1) If a Commonwealth agency owns or controls one or more places, the agency must:	
(a) prepare a written heritage strategy for managing the places to protect and conserve their Commonwealth Heritage values; and	Satisfied
(b) give a copy of the strategy to the Minister;	
as soon as practicable and in any event within 2 years after the later of:	Satisfied
(c) the time the agency first owns or controls a place; and	
(d) the commencement of this section.	
Note: the heritage strategy will apply to every place the agency owns to controls.	
(1A) Before making a heritage strategy, the Commonwealth agency must consult the Australian Heritage Council and take into account any advice the agency receives from the Council.	Satisfied
(2) The Commonwealth agency may, in writing, amend the heritage strategy or revoke and replace the heritage strategy. The Commonwealth agency must give the Minister a copy of the amended or replacement strategy within 20 business days of the amendment or replacement.	Not applicable.
(3) A heritage strategy must:	
(a) mention the period within which the Commonwealth agency must make a plan under section 341S; and	Satisfied
(b) mention the period within which the Commonwealth agency must do the things mentioned in subsection 341ZB(1); and	Satisfied
(c) address the matters prescribed by the regulations (if any); and	See below
(d) not be inconsistent with the Commonwealth Heritage management principles.	Satisfied
(4) The Minister must advise the Commonwealth agency whether or not the agency's heritage strategy (whether original, amended or replacement) is inconsistent with the Commonwealth Heritage management principles.	Not applicable.
(5) At least once in every 3 year period after a heritage strategy is made, the Commonwealth agency concerned must cause a review of the strategy to be carried out.	Satisfied
(6) The agency must give the Minister a written report of the review. The report must address the matters prescribed by the regulations (if any).	Not applicable.
<b><i>Environment Protection and Biodiversity Conservation Regulations 2000 Regulation 10.03F Report about review of heritage strategy (Act s.341ZA)</i></b>	
For subsection 341ZA (6) of the Act, a report about the review of a Commonwealth agency heritage strategy must include the following:	Not applicable.
(a) an outline of consultation undertaken with relevant stakeholders in the review process;	
(b) a summary of the agency's achievements against its objectives for management of its heritage places;	
(c) an evaluation of the success of each of the matters included in a Commonwealth agency heritage strategy in achieving the identification, protection, conservation and presentation of Commonwealth Heritage values;	
(d) an update on the extent to which the identification and assessment of Commonwealth Heritage values of all agency property has been achieved, and the values included in an agency's heritage places register;	
(e) an update on the progress and timeliness of the preparation of management plans for Commonwealth Heritage places;	
(f) an outline of any physical and management changes that have occurred to the agency's Commonwealth Heritage places since the last strategy	

<b>Legislation</b>	<b>GBRMP Strategy</b>
was prepared, and of any expected changes;	
(g) an update on progress with Commonwealth Heritage training programs;	
(h) a specification of the time-frame for updating the Heritage Strategy following the review;	
(i) an update on other heritage issues relevant to the agency's management of Commonwealth Heritage places in accordance with the Commonwealth Heritage Management Principles.	
<b><i>Environment Protection and Biodiversity Conservation Amendment Regulations 2003 (No. 1) Schedule 7C Heritage Strategies</i></b>	
1. A strategy must include general matters, including the following:	
(a) a statement of the agency's objective for management of its heritage places;	Satisfied.
(b) a description of how the heritage strategy operates within the agency's corporate planning framework;	It is acknowledged that the amended GBRMPA Corporate Plan 2004-2009 has not been reprinted, and therefore 1(b) is underway.
(c) a list of key positions within the agency, the holders of which are responsible for heritage matters;	Satisfied
(d) an outline of a process for consultation and liaison with other government agencies on heritage matters;	Satisfied
(e) an outline of a process for consultation and liaison with the community on heritage matters, including, in particular, a process for consultation and liaison with indigenous stakeholders on indigenous heritage matters;	Satisfied
(f) an outline of a process for resolution of conflict arising from the assessment and management of Commonwealth Heritage values;	Satisfied
(g) an outline of processes for monitoring, reviewing and reporting on the implementation of an agency's heritage strategy.	Satisfied
2. A strategy must include matters relating to the identification and assessment of Commonwealth Heritage values, including the following:	
(a) an outline of the process for identifying and assessing the Commonwealth Heritage values of all agency property;	Satisfied
(b) a statement of the time-frames for the completion of:	
(i) the agency's heritage identification and assessment program; and	Satisfied
(ii) the agency's register of places and their Commonwealth Heritage values; and	Satisfied
(iii) the agency's report to the Minister that includes details of the program and a copy of the register.	Satisfied
3. A strategy must include matters relating to the management of Commonwealth Heritage values, including the following:	
(a) a description of how the agency's heritage places register will be maintained, updated and made accessible to the public;	Satisfied
(b) a statement of the time frame for the preparation of management plans for the agency's Commonwealth Heritage places;	Satisfied
(c) an outline of the existing use, by the agency, of places with Commonwealth Heritage values;	Satisfied
(d) an outline of current or expected development, works, disposal or other proposals that may affect Commonwealth Heritage values;	Satisfied
(e) an outline of the process to ensure that Commonwealth Heritage values are considered in the agency's planning for future development, works, divestment or other proposals;	Satisfied
(f) a plan and budget for the maintenance and long-term conservation of Commonwealth Heritage values;	Satisfied
(g) an outline of the process by which the success of the agency in conserving Commonwealth Heritage values will be monitored and reviewed.	Satisfied

<b>Legislation</b>	<b>GBRMP Strategy</b>
4. A strategy must include matters relating to Commonwealth Heritage training and promotion, including the following:	
(a) a program for the training of agency staff about Commonwealth heritage obligations and best practice heritage management;	Satisfied
(b) a program for promoting community awareness of Commonwealth Heritage values, as appropriate.	Satisfied
<b><i>Environment Protection and Biodiversity Conservation Act 1999 Section 341ZB - Heritage assessments and registers</i></b>	
(1) A Commonwealth agency must do all of the following within the period mentioned in its heritage strategy:	
(a) conduct a program to identify Commonwealth Heritage values for each place it owns or controls;	Satisfied
(b) produce a register that sets out, for each place it owns or controls, the Commonwealth Heritage values (if any) of that place;	Satisfied
(c) give the Minister a written report that includes: (i) details of the program; and (ii) a copy of the register.	Satisfied
(2) The regulations may prescribe all or any of the following:	
(a) how Commonwealth heritage values may be identified of a place;	Satisfied
(b) matters a register must address;	Satisfied
(c) matters a report to the Minister must address.	Satisfied
(3) A Commonwealth agency must keep its register up to date.	Satisfied
(4) A register may be kept electronically.	Satisfied
(5) If a report under paragraph (1)(c) indicates that a place owned or controlled by a Commonwealth agency may have one or more Commonwealth Heritage values, information from the report may be used or referred to in a nomination of the place for inclusion in the Commonwealth Heritage List.	
<b><i>Environment Protection and Biodiversity Conservation Regulations 2000 Regulation 10.03G Heritage assessments and registers (Act 341ZB)</i></b>	
(1) For paragraph 341ZB (2) (a) of the Act, Commonwealth heritage values for a place may be identified by: (a) considering all natural and cultural heritage values, recognizing indigenous people as the primary source of information on the significance of their heritage and their participation as necessary to identify and assess indigenous heritage values; and (b) identifying values against the Commonwealth heritage criteria; and (c) using expert heritage advice to ensure that levels of documentary and field research are appropriate to best practice assessment and management of heritage values; and (d) using a comparative and thematic approach; and (e) consulting widely, as appropriate, with government agencies, stakeholders and the community.	Satisfied

Legislation	GBRMP Strategy
<p>(2) For paragraph 341ZB (2) (b) of the Act, matters a register must include are the following:</p> <ul style="list-style-type: none"> <li>(a) a comprehensive description, and a clear plan showing the name and location, of each place that has Commonwealth Heritage values;</li> <li>(b) a discrete heritage place identification number for each place;</li> <li>(c) details of ownership, leases, licences, rental or other tenure arrangements, as applicable;</li> <li>(d) a summary description of the significant physical characteristics and elements of the place;</li> <li>(e) a sequential summary of the use of the place;</li> <li>(f) a statement of significance for the place, identifying its heritage values and specifying any that are Commonwealth Heritage values;</li> <li>(g) a record of any other heritage listings, providing relevant register numbers;</li> <li>(h) a record of the date and nature of any works, maintenance or other activity at the place that is relevant to conservation of its heritage values;</li> <li>(i) a specification of any property or information access restrictions or requirements;</li> <li>(j) an outline of any consultation requirements relating to the place;</li> <li>(k) a list of relevant conservation documents or references;</li> <li>(l) a record of when information has been updated;</li> <li>(m) cross references to: <ul style="list-style-type: none"> <li>(i) agency place records of any objects that are significant by association with the place, indicating their current location; and</li> <li>(ii) archived records of particular importance to the heritage values of the place.</li> </ul> </li> </ul>	Satisfied
<p>(3) For paragraph 341ZB (2) (c) of the Act, a report to the Minister must include the following:</p> <ul style="list-style-type: none"> <li>(a) an outline of the identification program;</li> <li>(b) details of any surveys conducted, or expert advice obtained by, the agency to identify the Commonwealth Heritage values;</li> <li>(c) a summary of the work undertaken with respect to each of the matters included in these Regulations for the identification and assessment of Commonwealth Heritage values.</li> </ul>	Satisfied