

**A Co-operative Framework
for the Sustainable Use and Management
of Tourism and Recreation Opportunities
in the Great Barrier Reef Marine Park**

Proposal of the Tourism and Recreation Reef Advisory Committee

February 2002

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FOREWORD

The Tourism and Recreation Reef Advisory Committee (TRRAC) has developed this new co-operative framework for the sustainable use and management of tourism and recreation opportunities in the Great Barrier Reef Marine Park (the Framework).

The TRRAC is a broadly based advisory committee to the Great Barrier Reef Marine Park Authority (the GBRMPA). Its membership comprises competency-based representatives of the tourism industry, recreational users, conservation groups, indigenous interests, commercial fishing, Commonwealth and Queensland governments and tourism industry associations. Membership of the Committee is set out in Appendix E.

As its name implies, the TRRAC's mandate is to provide advice to the Authority on policies and programs that affect tourism and recreation usage in the Marine Park and how such usage might be managed to limit any adverse consequences for the sustainability of the Marine Park.

Since its establishment in January 2000, the Committee has focussed its discussion on the development of a new and comprehensive framework for the sustainable use and management of tourism and recreation opportunities in the Marine Park. The outcomes of the Committee's deliberations are contained in this volume.

The time taken to develop the Framework is a reflection of a conscious policy by TRRAC members to engage the Authority, its staff and representatives of users of the Great Barrier Reef in the development of the proposed approach. The TRRAC has refined much of its original thinking in light of all the comments received.

The Committee is confident its recommended approach is an integrated and forward-looking alternative to the current management regime. It addresses many of the long-standing issues in tourism and recreation management, such as allocation of access, latency, performance-based management and achieving best practice.

The TRRAC's next task is to build the Framework into a complete policy structure. Indeed, the Committee is well aware that such a structure will need to be substantially finalised before the Authority would be able to fold the principles embodied in the Framework into formal GBRMPA policies and programs. The Committee has arranged some workshops to consider in detail the topics of accreditation, opportunity planning and latency and allocation. The outcomes of these workshops will be reported to the next TRRAC meeting in mid March 2002.

Peter T. Frawley
Chair
Tourism and Recreation Reef Advisory Committee

EXECUTIVE SUMMARY

Context

The Great Barrier Reef Marine Park (the Marine Park) is a multiple-use World Heritage Area with a range of commercial and recreational uses, including fishing, tourism, recreation, research and education. The Great Barrier Reef Marine Park Authority (the GBRMPA) has the goal of providing for the protection, wise use, understanding and enjoyment of the Great Barrier Reef. A further role for the GBRMPA is the presentation of its World Heritage values.

Tourism is the primary means of presenting the World Heritage values of the Great Barrier Reef first-hand and, because of the nature of the access to the Outer Reef, very few people can enjoy and experience those values without the assistance of the tourism industry. Tourism is the single most important economic activity on the Great Barrier Reef, generating income around four times that of the next largest industry, commercial fishing.

With significant growth in tourism and recreation use of the Marine Park over the past 25 years there has been the need for more effective management, particularly in high use areas and at sensitive sites. However, the current mechanisms used to manage tourism and recreation use - a mix of legislation, zoning plans, permits, plans of management and policies - have, over time, become complicated, overly prescriptive and inefficient. The end result has been pressure on managing agencies and dissatisfaction among frequent users, especially some sectors of the tourism industry.

The proposal for “A Co-operative Framework for the Sustainable Use and Management of Tourism and Recreation Opportunities in the Great Barrier Reef Marine Park” (the Framework) has been prepared by the Tourism and Recreation Reef Advisory Committee (TRRAC), based on the principles of ecologically sustainable development. The Framework adopts a triple-bottom line approach that provides for environmental sustainability in terms of protecting the reef environment, economic sustainability in terms of operating in a contemporary business-like fashion and social/cultural sustainability in terms of respecting the needs of the wider community including Aboriginal and Torres Strait Islander people. In this way, the TRRAC believes that the Framework will not only be responsive to tourism and recreation needs, but also address the concerns of resource managers, environmental interests and other stakeholders.

The Framework is an integrated proposal that addresses unfinished aspects of the Cairns Area and Whitsundays Plans of Management and the obligations perceived in the 1997 Sturgess review of tourism in the Great Barrier Reef World Heritage Area. In addition the Framework is consistent with the general principles of Queensland’s Tourism in Protected Areas initiative, which is being formulated in parallel with the TRRAC Framework document.

Summary

The current management arrangements for managing tourism and recreation use of the Great Barrier Reef Marine Park are outlined by describing the function of each major management tool including zoning plans, plans of management, permits, the

Environmental Management Charge (EMC), training, best environmental practices and enforcement.

This is followed by an analysis of the strengths and weaknesses of the current system, including a summary of previous investigations and recommendations. Some strengths of the current system are considered to be:

- Zoning plans and plans of management provide a solid base for managing activities in the Marine Park.
- Thorough environmental assessment of the impact of proposed activities for tourism operations, infrastructure and some non-commercial activities.
- Access to both Commonwealth and State Marine Parks is granted on one permit.
- Allocation systems respect continued access to particular sites by pioneers and historic users.
- Improved industry and management outcomes through the bareboat accreditation joint initiative.

The weaknesses listed include:

- Management resources are not necessarily focussed on areas of highest environmental and social risk.
- Current zoning and plans of management are resource intensive to prepare and to amend and complicated to administer.
- Plans of management restrict growth of industry and contract the numbers and styles of operations.
- Industry contribution to management issues (such as presentation, protection and monitoring) is not appropriately recognised.
- Business timeframes are not reflected in the permit period.
- There is no incentive for operators to innovate and improve.
- Enforcement system is not effectively resourced.

This background analysis has been used as the basis for developing the Framework proposal. The Framework has been purpose-built, integrating the proven components of the existing management arrangements and introducing some new concepts.

The vision of the Framework is to deliver ecologically sustainable, improved, cost-effective and equitable management of tourism and recreation use in the Marine Park.

The fundamental principle of the Framework is ecological sustainable development, underpinned by a set of seventeen broad principles addressing concepts such as equity, predictability, encouraging good performance, flexibility, risk management, partnerships and efficiency.

Each component of the proposed Framework is described (Figure 1). The areas of most significant change are:

- a co-operative partnership approach to the sustainable use and management of tourism and recreation in the Marine Park;
- a system for educating and informing all tourism and recreation users, including licensing of commercial tourism operators and owners of vessels 6 metres and longer;

- a shift from prescriptive tourism permits to a system of performance-based standards applied to all visitors and operators, coupled with environmental and social triggers and planning;
- a business-focused allocation system that addresses latency, expressions of interest/tender and tenure; and
- programs for co-operative management such as best practice codes, accreditation, self-assessment of performance and involvement in monitoring.

Components of the Framework

The Framework is made up of a number of interconnecting components. The proposal describes each component and how it contributes to the Framework and outlines some practical working arrangements. There remains much work to be done on the detail of each component and its implementation.

Reef-wide legislation and policy would underpin the Framework, enabling decisions by the marine tourism industry, recreation users, managers and other stakeholders to be made with certainty and provide a regulatory 'backstop' to co-operative management.

It is proposed that the current prescriptive permit system would be replaced by an **entry system** where all visitors to the Marine Park would be informed and educated about appropriate use and the standards to be met when in the Marine Park. Commercial tourism operators and owners of vessels 6 metres and longer would be registered through a Marine Park licence. Other recreational users of the Marine Park would be provided with relevant information, for example through existing vessel/aircraft registration/licensing arrangements. There would continue to be permits to install infrastructure.

A set of tourism and recreation **standards** would provide the basis for performance-based co-operative management and enable the sustainable development of tourism and recreation use opportunities. The standards would apply equally to all tourism and recreation users and could be amended in response to changing use patterns or unforeseen impacts.

As at present, tourism and recreation users would have access to almost all areas of the Marine Park to enable a **broad spectrum of opportunities** for tourism and recreation activities. A tourism and recreation opportunities plan overlaid on the Marine Park Authority's conservation-based Zoning Plan would provide and protect opportunities for a broad range of tourism and recreation activities. Capacity limits that may be required for some popular or sensitive sites or for some defined activities would be established through the opportunity plan, with equitable provision for both recreational and commercial access needs. Indicators which alert to environmental and social change (triggers) would be identified by the GBRMPA in co-operation with the tourism industry and other stakeholders to provide early warning of the need for a co-operative management response.

Where a new limit is set, there would be a **mechanism to allocate limited opportunities** for commercial tourism. This would be through an open and transparent process based upon expressions of interest/tender. Existing users of a new limited opportunity would be

given allocation preference, but would also need to meet any standards and selection criteria outlined in a 'use agreement'. It is proposed that there would be regular review of any performance criteria specified.

At the end of a use agreement period, existing users would be given priority to negotiate a new use agreement (subject to any National Competition Policy requirements), provided that the conditions of the previous use agreement had been met. Such negotiations to include provision for ensuring ongoing payments for allocation keep pace with the market.

The above management proposal would result in commercial tourism operators being required to hold a Marine Park licence and to meet specified performance standards. Those operators who had been allocated a limited opportunity would also need to enter into a use agreement with the GBRMPA. In addition, those operators who operated infrastructure would require a permit for that infrastructure.

The **cost recovery and resourcing system** would provide a sound revenue base for management, recognising the contributions of all partners.

There would be a range of initiatives to foster **best practice**, based primarily on industry co-operative management. Individual tourism and recreation sectors would be encouraged to develop their own codes of conduct and programs for fostering best practice, which could include sector-managed **accreditation**. In addition opportunities for training and certification would be developed in conjunction with the tourism industry.

Whilst industry best practice and co-operative management would be actively promoted in the proposed framework, it is necessary to ensure that this works effectively through a comprehensive system of **performance monitoring and censure**. Tourism operators would be encouraged to monitor the compliance of their operation through a regular self-audit and there would be an identified mechanism to enable all users of the Marine Park to pass on information about non-compliance to relevant managing agencies. Industry sectors would develop complaints mechanisms to initially deal with complaints about tourism operations.

An ongoing program of **environmental and social monitoring and research** would provide information on the range of uses of the Marine Park and their impacts on natural and cultural values. Research and monitoring would also help establish the most appropriate standards and triggers and would provide information to alert when trigger levels are reached. Information would be sourced through targeted research, reports from Marine Park management staff and through the involvement of users of the Marine Park (e.g. Eye on the Reef).

1 Current Management Arrangements

In 1975, the Great Barrier Reef Marine Park Authority was established with a goal of protection, wise use, understanding and enjoyment of the Great Barrier Reef through the care and development of the Great Barrier Reef Marine Park. In 1981, the outstanding natural significance and ecological integrity of the Marine Park and adjacent areas was recognised through declaration of the Great Barrier Reef World Heritage Area. Australia has an international obligation to present these world heritage values.

As a multiple-use marine park, the GBRMPA aims to protect the Reef while still allowing for a range of commercial and recreational uses including fishing, tourism, indigenous use, research and education. Tourism is the single most important economic activity on the Great Barrier Reef, generating income around four times that of the next largest industry, commercial fishing. It is principally through the tourism industry that most visitors experience the world heritage values of the Great Barrier Reef.

With significant growth in tourism and recreation use of the Marine Park over the past 25 years there has been the need for more effective management in response to the increasing demand and potential conflicts of use, particularly in high use areas and at sensitive sites. There has been a corresponding increase in the range of management tools, including legislation, zoning plans, permits, plans of management and policies. These management tools have been amended and added to over time to the extent that they have become overly complicated, overly prescriptive and inefficient.

Legislation

The *Great Barrier Reef Marine Park Act 1975* and its Regulations provide the framework for the establishment, care and ongoing management of the Marine Park. The *Queensland Marine Park Act 1990* provides a complementary structure for the protection of adjacent coastal waters by the Queensland State Government.

It is under the *Great Barrier Reef Marine Park Act* that Zoning Plans and Plans of Management are prepared. Both these planning instruments can affect tourism and recreation activities in the Marine Park.

Zoning Plans

Zoning Plans are used to determine the types of activities that are allowed, are allowed with a permission or are not allowed in the Marine Park. Recreational activities, particularly those that do not involve extraction, are generally allowed 'as of right' throughout the Marine Park. However, all commercial tourist programs require the written permission of the GBRMPA. Permits are also required for moorings, pontoons and other infrastructure along with research, educational and collecting activities. The Queensland State Government also has zoning plans for State Marine Park waters which complement those of the Great Barrier Reef Marine Park.

Plans of Management and Site Plans

Plans of Management act as an overlay to zoning plans but deal with finer scale issues of type and level of use in sensitive areas, particularly those areas of high tourism use. Site-specific management issues are addressed through site plans.

Policies

Parallel to the statutory planning framework, the GBRMPA has a range of policies on tourism and recreation use of the Marine Park, including policies on moorings and anchoring, bareboats, infrastructure, cruise ships and motorised watersports.

Tourist Program Permits

Tourist program permits required under the Zoning Plans are the primary way in which the GBRMPA manages commercial tourism use of the Marine Park. Permits are used to manage impacts at an operator-specific level by prescribing where an operator may go and the activities that can be conducted there. There are currently approximately 730 permittees with about 900 tourist program permits.

Each permit application is individually assessed and the permit issued is generally for 6 years. If changes to the tourism operation are desired during this period, a written application is required. Tourist program permits are transferable.

Complementary management arrangements result in the GBRMPA and the Queensland Parks and Wildlife Service issuing joint Marine Parks permits to allow an operator to access both the Great Barrier Reef Marine Park and adjacent State Marine Parks under the one permit.

As tourism use of the Marine Park has increased and diversified, tourist program permits have become more complex. To reduce the administrative work involved and to simplify the permits system, the GBRMPA has recently introduced standard permits. There is currently less than 50% uptake of these standard permits. The processing of permits has also been reorganised to deliver permits in a more efficient manner, with approximately 70% of all permits now dealt with within 8 weeks.

Environmental Management Charge (EMC)

All tourist program permittees and some other commercial users of the Marine Park are required to pay an EMC, which is generally based on the number of tourists taken into the Marine Park. The funds are used in direct management of the Marine Park and in supporting research by the CRC Reef Centre.

Training and Accreditation

The GBRMPA has been actively involved with the tourism industry, private providers and Technical and Further Education (TAFE) institutions in developing training courses for the marine tourism industry (for example, the Great Barrier Reef Tourism Staff Accreditation Certificate). The GBRMPA has also been working closely with the Whitsunday bareboat industry to develop an accreditation program where industry attains a certain standard of operation.

Best Environmental Practices

A set of Best Environmental Practices has been developed for activities in the Great Barrier Reef. These are guidelines outlining environmentally sustainable ways for individuals to behave. Best environmental practices are relevant to all users of the Reef but have no legislative power. A range of sectors of the tourism industry and some recreational fishers have developed voluntary codes of conduct to support management of the Marine Park.

Enforcement

There is an extensive enforcement network covering both the Great Barrier Reef Marine Park and the adjacent State Marine Parks. It is jointly funded and involves a number of Commonwealth and State agencies.

2 Strengths and Weaknesses of Current System

The current management system was considered at TRRAC 2. The following analysis consolidates these discussions and the outcomes of previous investigations and recommendations. A list of the major investigations relating to the management of tourism and recreation use and a summary of their outcomes is presented in Appendix A.

Benefits

- The legislative framework is a very powerful backstop for the management of the Marine Park.
- Zoning plans and plans of management provide a solid base for managing activities in the Marine Park.
- Zoning plans separate some conflicting uses of the Marine Park.
- Extensive public involvement in preparation of zoning plans and plans of management.
- Plans of management provide a blueprint for managing cumulative impacts of major uses.
- Plans of management are good where demand exceeds number of sites.
- Site planning fosters high local community involvement in the negotiated outcomes.
- Formation of Reef Advisory Committees has improved communication.
- Industry involvement assists management.
- GBRMPA is changing and listening and has a better understanding of commercial values.
- Thorough environmental assessment of the impact of proposed activities for tourism operations, infrastructure and some non-commercial activities.
- Access to both Commonwealth and State Marine Parks is granted on one permit.
- Inclusion on one permit of all components of an entire commercial operation (e.g. a range of vessels, sites and activities).
- Recognition and incorporation of historic use by tourism operators provides security.
- Simplified system for standard permits with less administrative work involved.
- Single database of permits granted, operations, vessels and tourism use of the Marine Park.
- A robust appeals mechanism for permitting decisions.
- Best Environmental Practices are a valuable tool.
- Improved industry and management outcomes through the bareboat accreditation joint initiative, including vessel standards improved.
- First-come, first-served is responsive to business development and is generally simple to administer.
- Allocation systems respect continued access to sites by pioneers and historic users.

Weaknesses

- The legislative framework can be inflexible.
- Management resources are not necessarily focussed on areas of highest environmental and social risk.
- Current zoning and plans of management are resource intensive to prepare and to amend.
- Plans of management are complicated to administer and poorly understood.

- Plans of management restrict growth of industry and contract the numbers and styles of operations.
- The scientific/commercial basis to setting limits is unclear.
- Regulation of the tourism industry does not address other issues such as trawling and water quality.
- Industry contribution to management issues (such as presentation, protection and monitoring) is not appropriately recognised.
- Equivalent activities conducted by other users do not currently need to be permitted.
- Not all users directly contribute to the cost of managing the Marine Park.
- Business timeframes are not reflected in the permit period.
- There is no recognition of, or incentives for operators who operate to a high standard.
- Tourist program permits are lengthy, complex and limit flexibility of operation.
- Linking the general use of the Marine Park with limited opportunities for activities or access in the one permit leads to a cumbersome system and complicated permits.
- Administrative inefficiencies in processing permits and for alterations to existing permits.
- Heavy reliance on individual permits to achieve Authority objectives for managing use of the Marine Park.
- Individually assessed permit applications cannot address cumulative impacts of activities.
- Static permit system with limited ability to keep conditions relevant throughout the life of the permit.
- Management of the permit system is an increasing administrative burden for GBRMPA and QPWS as the number of operations to be permitted increases.
- Lack of indigenous involvement especially in economic activity on the Reef.
- Lack of information on use patterns and social impacts.
- Inaccessible management database for tourism operations.
- Enforcement system not effectively resourced.
- There is no imperative for a holder of a 'limited' permission to use the opportunities granted.
- There is no incentive to innovate and improve.
- The rights and responsibilities of the permittees are not clearly defined, including permit continuation and likelihood of permit amendment.
- The legal ability of the GBRMPA to withdraw or modify an operator's permission to operate is not clearly defined.
- The circumstances in which permissions would be amended, revoked or not renewed are not defined.
- There are no mechanisms for judging the satisfactory performance of tourism operators.
- There is no mechanism for re-allocating limited opportunities that may become available (e.g. through revocation or surrender).
- The permit period does not reflect commercial reality.

3 A Framework For Sustainable Use

3.1 Vision

To adopt a co-operative framework for the management of sustainable tourism and recreation use of the Great Barrier Reef Marine Park.

When implemented the Framework will deliver ecologically sustainable, improved, cost-effective and equitable management of tourism and recreation use in the Great Barrier Reef Marine Park.

3.2 Principles

The fundamental principle of the Framework is ecological sustainable development, underpinned by the following set of broad principles.

- Equity of access is provided.
- Opportunities for sustainable use are maximised.
- Management is conducted in partnership with stakeholders.
- Innovation and industry flexibility and competition is fostered.
- Predictable management and certainty of tenure is provided.
- Self-management, especially through best practice and training, is fostered.
- Good performance is encouraged and recognised.
- Feedback mechanisms and flexibility are provided.
- Indigenous interests are fostered.
- Clear policy and guidelines are available for decision-making.
- Administration is cost-efficient, simple and easy to follow.
- A revenue base that is returned to Marine Park management.
- Fees and charges are consistent and equitable.
- Emphasis on self-regulation through monitored performance, with a regulatory backstop.
- Open and transparent management is attained through publicly available information and involvement in decision-making and resolution of disputes.
- An accurate and accessible database of use is publicly available.
- A risk management approach is adopted.

Using these broad principles, this co-operative framework has been prepared with the aim of putting forward a contemporary, business-focussed and environmentally responsible alternative to the current management arrangements.

3.3 The Framework

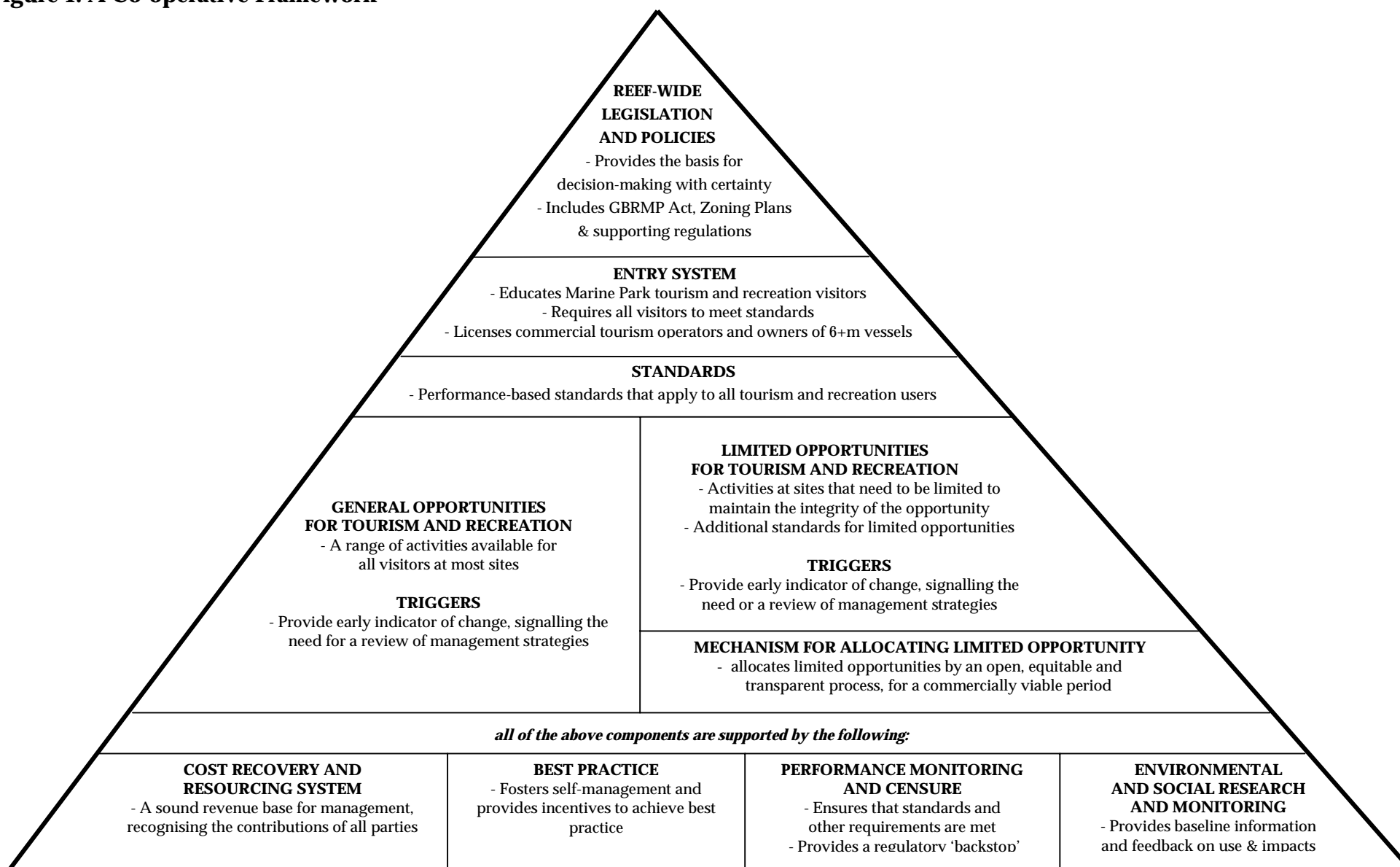
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of operating in a contemporary business-like fashion and social/cultural sustainability in terms of respecting the needs of the wider community including Aboriginal and Torres Strait Islander people. In this way the TRRAC believes that the Framework will not only be responsive to tourism and recreation needs, but also address the concerns of resource managers, environmental interests and other stakeholders.

The Tourism and Recreation Reef Advisory Committee is aware that there are important Aboriginal and Torres Strait Islander considerations in relation to the Marine Park. It is not intended that any of the proposals in this framework should affect Native Title matters.

The Framework is made up of a number of interconnecting components (refer Figure 1). Each of these components is individually described in Sections 3.4 to 3.12, including a discussion of how the component contributes to the Framework and an outline of some practical working arrangements. There remains much work to be done on the detail of each component.

Figure 1. A Co-operative Framework



3.4 Reef-wide Legislation and Policies

Description of component

A comprehensive, public set of reef-wide legislation and policy statements would set out the legal requirements and guiding principles for tourism and recreation use of the Great Barrier Reef Marine Park.

How it contributes to the Framework

The legislation and policy statements would underpin the management framework for tourism and recreation use of the Marine Park, enabling decisions by the marine tourism industry, recreation users, managers and other stakeholders to be made with certainty and providing a regulatory 'backstop' to co-operative management.

Practical working arrangements

1. The Great Barrier Reef Marine Park Act would be the primary legislation to give broad effect to the Framework. The Act can be likened to the constitution of a company and contains the overall authorities for managing tourism and recreation use of the Marine Park.
2. The regulations would contain the legislative detail and would be amended in response to change and review.
3. The legislative detail would include penalties and sanctions to provide the ultimate 'backstop' to co-operative management.
4. Reef-wide policies would be developed to describe the overall framework and the guiding principles behind each of the Framework components.
5. Policy is currently being developed for a range of uses and activities undertaken in the Marine Park (e.g. bareboating and whale watching).
6. Reef-wide policies would be developed and reviewed co-operatively.
7. Legislation and reef-wide policy statements relating to tourism and recreation use of the Marine Park would be publicly accessible.

3.5 Entry System

Description of component

An entry system would be established to provide a means by which tourism operators and visitors to the Marine Park are informed and educated about appropriate use and standards when in the Marine Park. Commercial tourism operators and owners of vessels 6 metres and longer would be registered through a Marine Park licence. Other recreational users would be provided with relevant information, for example through existing vessel/aircraft registration/licence systems.

How it contributes to the Framework

The entry system would ensure that commercial tourism operators and those visitors more likely to have an impact on the Marine Park are informed and educated about appropriate use, standards and best practices required in the Marine Park, including relevant legislation, Zoning Plan, Opportunity Plan and performance standards.

The Entry System would be complemented by "use agreements" to enable access to limited opportunities (see "Mechanism for Allocation of Limited Opportunities", Section 3.8) and permits to install and operate infrastructure (in the same manner as now).

Practical working arrangements

1. All visitors to the Marine Park would be informed about appropriate use and standards required when in the Marine Park. For visitors on a commercial tourism operation this education would continue to be provided by the tourism operator.
2. A range of options for ensuring that recreational users are informed and educated would be considered, including, for example links with existing vessel/aircraft registration/licence system.
3. Commercial tourism operators and owners of vessels 6 metres and longer would be registered as users of the Marine Park through a Marine Park licence.
4. A commercial tourism operator or an owner of a vessel 6 metres and longer would need to meet entry requirements and performance standards to gain a Marine Park licence.
5. A Marine Park licence would:
 - be similar to a driver's licence, specifying the licensee, address details, licence number and tier of licence; (Note: details of areas of access, activities or conditions would be described in legislation, policy, standards, zoning plans, opportunity plans, 'use agreements' and infrastructure permits);
 - be non-transferable, as the licence would be specific to each operator/owner and would be available to all who met entry requirements and performance standards (Note: a 'use agreement' would be transferable amongst licensed commercial operators, but would require the new licensee to sign a new 'use agreement');
 - continue unless Marine Park management requirements were not met.
6. There would continue to be permits to install infrastructure.

3.6 Standards

Description of component

A set of performance-based standards would be established. The standards would be applicable to all tourism and recreation users of the Marine Park. The purpose of the standards would be to ensure that the integrity of tourism and recreation opportunities in the Marine Park is maintained, including presentation and interpretation programs. Additional standards would apply where there was a need to maintain the integrity of especially sensitive areas or activities.

How it contributes to the Framework

The tourism and recreation standards would provide the basis for performance-based co-operative management and would enable the sustainable development of tourism and recreation use opportunities. The standards would apply equally to all tourism and recreation users. Standards could be amended in response to a trigger alert to changing use patterns or unforeseen impacts.

Practical working arrangements

1. There would be a set of performance-based standards that all visitors to the Marine Park would meet. The standards would relate to actions and activities in the Marine Park and would cover such activities as anchoring, mooring use, snorkelling, diving, whale watching, waste disposal, motorised watersports and bareboating.
2. There may be different or additional standards for specific regions, sites or activities.
3. For some specific activities a level of training and certification could be specified in the standards. Incentives (such as access to more sensitive sites) would be provided for users who can demonstrate a high level of performance, training and certification.
4. Performance standards would be clearly articulated and monitored.

3.7 Opportunities for Tourism and Recreation

Description of component

A wide and diverse range of opportunities for recreation and commercial tourism activities would continue to be available throughout the Marine Park. Capacity limits would continue to be set for some activities at identified sites within the Marine Park where it is necessary to ensure protection of the environment and protection of the range of visitor experiences. There would be equitable consideration of both recreational and commercial access needs.

Indicators that alert to environmental and social change (triggers) would be identified by the GBRMPA in co-operation with the tourism industry and other stakeholders. They would provide early warning of the need for a co-operative management response, including limiting access to specific opportunities.

How it contributes to the Framework

The Marine Park would be generally available for a wide range of sustainable tourism and recreation opportunities, this general use complying with relevant legislation and standards.

In instances where there was a trigger alert, an activity would be more intensely managed in order to protect the integrity of the activity and to provide equity of access. Intensive management initially may simply involve closer monitoring of the circumstances at a site but eventually is likely to involve more formal measures (e.g. use agreements, site plans, increased standards or capacity limits). There would need to be clear justification for limiting the use of an opportunity. Should there be a trigger alert, then a co-operative response would be developed.

Practical working arrangements

1. For most of the Marine Park there would be a broad spectrum of tourism and recreation opportunities for use by visitors, underpinned by the legislation, Zoning Plans, policy and performance standards.
2. In addition, regional and site-based management strategies (such as plans of management, seasonal closures, higher performance standards, accreditation, relevant legislation and policy) would identify where special management arrangements were in place to protect the environmental and social integrity of busy and/or sensitive sites.
3. These special management arrangements would be identified in an “Opportunity Plan” which would form the strategic basis for the management of tourism and recreation use of the Marine Park.
4. Capacity limits that may be required for some popular or sensitive sites or for some defined activities would be established through the “Opportunity Plan”, with equitable provision for both recreational and commercial access needs.
5. The “Opportunity Plan” would be overlaid on the conservation-based Zoning Plans to ensure that tourism and recreation use of the Marine Park matched with the conservation and use values.

6. Existing Plans of Management for the Cairns Area and the Whitsundays, special management areas and limits on activities such as whale watching and bareboating would also be incorporated into the “Opportunity Plan”.
7. Triggers would alert to changes in the state of the environment and in use patterns and thus the need to review the management arrangements. Such triggers could include emerging new technology, complaints about over-crowding, a new biological discovery etc.
8. Responses to a trigger alert (e.g. through user access arrangements, amended standards or triggers, a regional or site plan or a capacity limit) would be developed co-operatively and incorporated into the “Opportunity Plan”.
9. There would be different or additional triggers for specific regions, sites or activities.

3.8 Mechanism for Allocating Limited Opportunities

Description of component

Limited opportunities for commercial tourism would be allocated by expressions of interest/tender. Successful tenderers and managing agencies would enter into a “use agreement” which would extend over a commercially viable period. The conditions of the “use agreement” would be performance based and would address issues of latency, revocation and renewal. A flowchart illustrating the allocation mechanism is at Figure 2.

How it contributes to the Framework

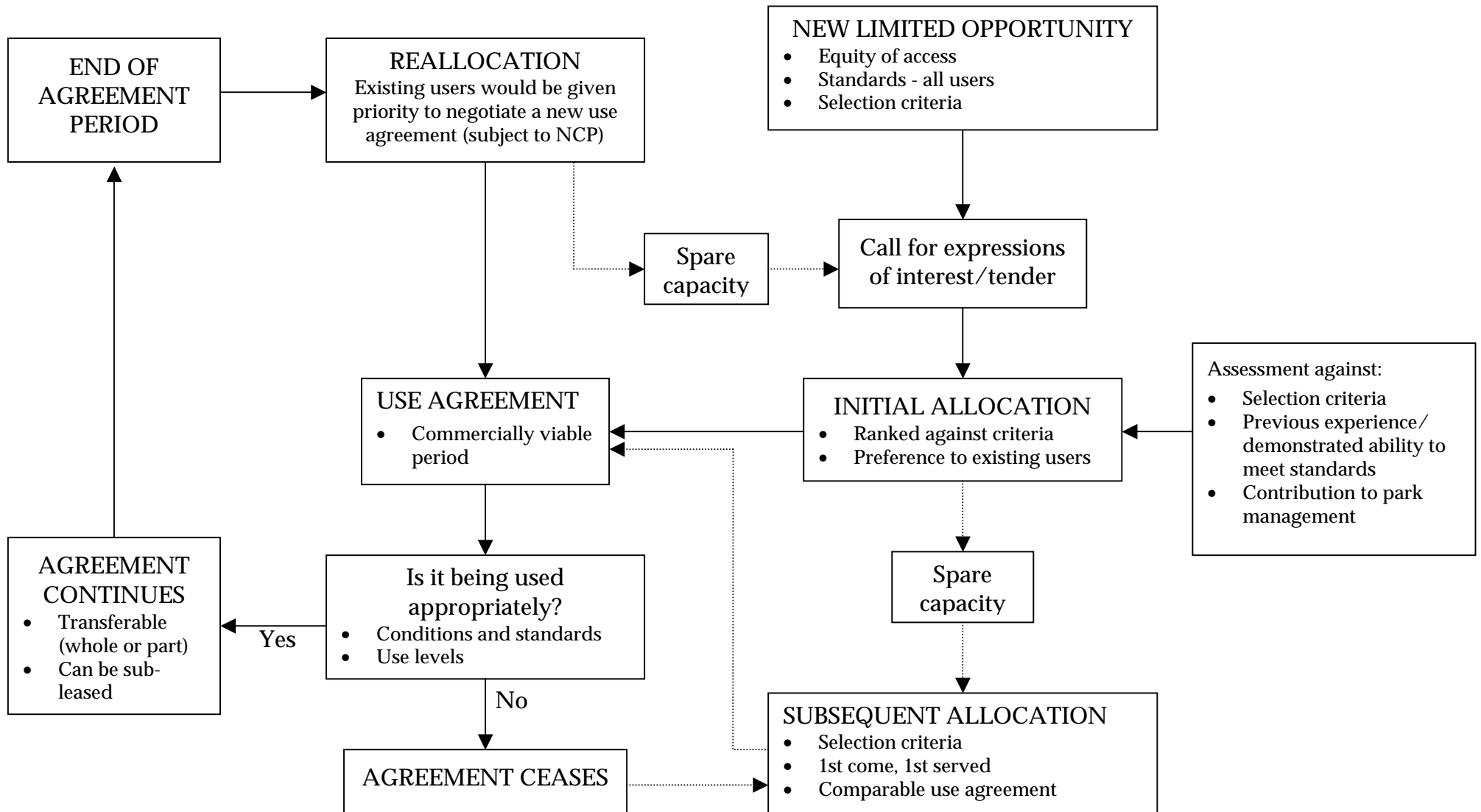
For most of the commercial tourism use opportunities in the Marine Park there would be no need to introduce a limit. However, some limits including daily access to a popular reef, undertaking a specialised activity or operating infrastructure have already been set through the Plans of Management and other special management arrangements. Limits could be introduced or changed in the future in response to a trigger alert designed to monitor threats to the integrity of an opportunity.

Practical working arrangements

1. The allocation system would enable sustainable use of each limited opportunity.
2. Where a new limited tourism opportunity was identified, that new limited opportunity would be allocated through an expression of interest/tender process (refer Figure 2). Selection criteria could include previous history of operation, relevant experience, and contribution to park management, in terms of “in kind” contributions or user charges.
3. Successful tenderers (new entrants) would enter into a use agreement developed co-operatively by the managing agencies and relevant parties.
4. Existing users of a new limited opportunity would be given allocation preference, but would also need to meet any standards and selection criteria specified.
5. The period of the use agreement would be commercially realistic (for example, a period of greater than six years).
6. The use agreement would set out the performance standards necessary to retain use of the limited opportunity (including environmental standards and frequency of use) and which must be maintained throughout the period of the agreement.
7. Performance under the terms of the use agreement would be monitored and, in extreme cases, a use agreement may be withdrawn if conditions of the use agreement were not met.
8. The use agreement would include provisions setting out terms and conditions for what happens to the limited opportunity at the conclusion of the use agreement.
9. At the end of a use agreement, existing users would be given priority to negotiate a new use agreement (subject to any National Competition Policy requirements), provided that the conditions of the previous use agreement had been met. Such negotiations to include provision for ensuring ongoing payments for allocation keep pace with the market.
10. In the event that the existing users do not take up the limited opportunity, it may be reallocated in the same way as a new tourism opportunity.
11. A use agreement would be tradable (transferable) amongst licensed commercial tourism operators, but would require a new use agreement to be signed.

12. The system would enable holders of use agreements to sub-lease portions of their limited opportunities to other licensed commercial tourism operators where appropriate.
13. Spare capacity would be available for allocation through a use agreement comparable to those already in place on a first-come, first-served basis.
14. Should it be necessary to manage access for irregular users of a limited opportunity (including recreational use), this would be allocated through mechanisms such as booking systems.

Figure 2: Allocation of Limited Tourism Opportunities Flowchart



3.9 Cost Recovery and Resourcing System

Description of component

The cost recovery and resourcing system would provide a sound revenue base for management, recognising the contributions of all partners.

How it contributes to the Framework

The cost recovery and resourcing system would identify the contribution made by tourism and recreation users and governments towards management of tourism and recreation use of the Great Barrier Reef, as well as analyse the public and private benefits of these contributions. This will assist in the identification of what funds would be required to fully support implementation of the Framework and the appropriate economic instruments to deliver such funds.

The co-operative, performance based approach to management of tourism and recreation use of the Great Barrier Reef should facilitate more cost-efficient management and enable the GBRMPA to devote more resources into direct Marine Park management including education, monitoring, enforcement and compliance.

Practical working arrangements

1. There would be recognition of the contribution made by tourism and recreation users and governments towards the management of tourism and recreation use of the Great Barrier Reef, including provision of infrastructure to enable presentation of the World Heritage values of the Reef.
2. The public and private benefits of these contributions would be identified.
3. There would be a revenue base that was returned to Marine Park management.
4. There would be improved community understanding of the costs of park management and the use made of revenue raised.

3.10 Accreditation and Best Practice

Description of component

The proposed partnership approach envisages one level of basic standards as outlined in Section 3.6 above, with a second level encompassing a tourism industry/ Authority jointly sponsored suite of programs covering best practice, codes of conduct, training, certification and accreditation. The objective would be to achieve co-operative management and provide incentives for users to continue to pursue best practice goals and reduce impacts to the reef and other users.

How it contributes to the Framework

Best practice and codes of conduct would provide guidelines outlining environmentally and socially sustainable ways for individuals to behave and which reflect world best practice. Jointly sponsored industry/ Authority training, certification and accreditation would be tangible ways of demonstrating performance competencies to meet the standards required. Those users of the Reef with higher levels of training, certification and accreditation would be recognised by gaining greater access to a range of use opportunities.

Best practice initiatives strengthen the move towards performance-based, cost-effective co-operative management.

Practical working arrangements

1. There would be a range of initiatives to foster best practice, based primarily on industry co-operative management.
2. There would be an agreed set of best practices for tourism and recreation use of the Marine Park.
3. Individual tourism and recreation sectors would be encouraged to develop their own codes of conduct and programs for encouraging best practice, which could include sector-managed accreditation.
4. Sector-managed accreditation schemes would be “backed up” by Authority-sponsored regulation.
5. Opportunities for training and certification would be developed in conjunction with the tourism industry and recognised training providers within the Great Barrier Reef Region.
6. Jointly sponsored industry/ Authority training would provide a means for users to demonstrate the required competencies to operate in the Marine Park.
7. There would be a range of recognised training opportunities to match the requirements of the operating standards.
8. There would be a system of performance monitoring to ensure continued best practice.
9. Although not strictly an accreditation scheme, certain types of training/certification would be required to gain access to specific opportunities within the Marine Park. These training requirements would be specified in the operating standards.
10. An understanding of best practice initiatives would be a component of the entry system requirements.

3.11 Performance Monitoring and Censure

Description of component

A comprehensive system of performance monitoring with an effective government regulatory backstop would be established. A hierarchy of responses to performance would extend from self-auditing and agency audits through to a statutory censure system including fines and, in extreme cases, loss of commercial tourism operators' Marine Park licences and access to a limited opportunity.

How it contributes to the Framework

The Framework would be a risk-based approach, providing users with flexibility and choice within defined operating standards. Performance-based management means that activities in the Marine Park would be monitored including compliance with operating standards and regulations and enforced where co-operative management fails.

The information derived from performance monitoring may identify changes in patterns of use that, if required, would act as a trigger to modify the Opportunity Plan, reef wide legislation and policies.

Tourism operators would be encouraged to monitor the compliance of their operation and others in the Marine Park. Recreational users could assist enforcement agencies by reporting incidents and suspected breaches.

Practical working arrangements

1. Performance monitoring would occur through:
 - managing agencies retaining their current powers and monitoring operations; and
 - industry self-assessment of compliance with standards coupled with independent spot audits as part of the accreditation programs.
2. If there were no accreditation arrangements for a sector, tourism operators would undertake an initial self-audit of their compliance with Marine Park standards and regulations, which would be repeated on a regular basis.
3. The outcomes of the industry self-audits would be supplied to the GBRMPA.
4. There would be spot auditing of industry compliance by managing agencies.
5. Industry sectors would develop complaints mechanisms and establish industry complaints committees (recognised by the GBRMPA and industry) to initially deal with complaints received about tourism operations.
6. Complaints that involve breaches of government regulation would be referred to the relevant managing agency.
7. There would be a system of honorary rangers who would be trained and recognised as 'Friends of the Marine Park' to advise and educate all users of the Marine Park and encourage voluntary best practice.
8. There would be an identified mechanism to enable users of the Marine Park to pass on information about non-compliance to managing agencies.
9. Non-compliance with Marine Park standards and regulations would ultimately invoke a robust censure system including fines and a defined set of circumstances where a commercial tourism operator Marine Park licence may be revoked.
10. Performance monitoring information would be an integral part of the process to alert trigger mechanisms.

3.12 Environmental and Social Monitoring and Research

Description of component

An ongoing environmental and social monitoring and research program would assist decision-making by providing information to the GBRMPA to:

- develop and refine standards, opportunity plans and triggers, limits to capacity, reef wide policies, best environmental practices, and training/certification needs; and
- provide feedback on changing uses and impacts to inform trigger mechanisms in co-operation with the tourism industry and recreational users.

How it contributes to the Framework

Studies on the effect of current management practices and the impacts of users on the Marine Park and on other users would assist in the development of management strategies. Environmental and social monitoring would be conducted by all partners to increase knowledge of the range of values held by all users for the Marine Park.

Practical working arrangements

1. The ongoing program of environmental and social monitoring and research would provide information on the range of uses and on impacts on the natural and cultural values of the Marine Park.
2. The information would be required at a reef-wide and specific location level.
3. The information would provide an assessment of the current situation and indicate trends in use and any erosion of environmental and social values.
4. Research and monitoring would help establish the most appropriate early indicators of change (triggers) and would provide information to alert when trigger points are reached.
5. There would be a requirement for the on-going monitoring of triggers.
6. Research and monitoring would assist in establishing capacity for limited opportunities.
7. Monitoring and research information would assist in developing performance standards and in altering these where necessary to achieve management outcomes.
8. Information would be sourced through targeted research, reports from Marine Park management staff and through involvement of the users of the Marine Park (e.g. Eye of the Reef).
9. Desirably, the GBRMPA, tourism industry and recreational users would co-operatively develop specific research requirements.

4 Other Elements

4.1 TRRAC Principles Delivered

Having completed the development of the Framework, the Committee undertook an analysis to ensure that all of the principles outlined in Section 3.2 had been covered in the Framework proposal. The outcome of this analysis is presented in Appendix B.

4.2 Partnerships

This Framework relies on a real partnership between the Great Barrier Reef Marine Park Authority, tourism and recreation users and other appropriate stakeholders in which all partners contribute to establishing the opportunities for use and take substantial responsibility for ensuring that activities within the Marine Park are sustainable and world class. The roles and responsibilities of the major partners in the Framework are outlined in Appendix C.

4.3 Open and Transparent Management

The availability of up-to-date information and decision-making processes that are consistent, open to review and recognise natural justice principles is fundamental to open and transparent management. Under the Framework information on a range of management matters would be publicly available, including a register of commercial tourism operators who have Marine Park licences and permits, use and monitoring data, the cost of Park management and the use made of the revenue raised. In addition, key stakeholders would continue to contribute to developing and amending Marine Park management policies and strategies, such as operating standards, triggers, regional and site plans.

4.4 Implementation and Transition Arrangements

Many of the components and underlying principles of the Framework are already in place through existing legislation, policy, zoning plans and plans of management, however some concepts new to the GBRMPA and stakeholders have also been introduced. A review of the legislation, policy and planning arrangements will be required to ensure that the 'old' and the 'new' are integrated into a system which efficiently gives effect to the Framework. It is anticipated that in order to maintain flexibility and responsiveness, the Great Barrier Reef Marine Park Act would provide the broad head of power to effect the co-operative framework, with detail being contained within regulations and statutory plans.

The implementation and transition arrangements required to ensure a smooth transition from the 'old' to the 'new' system would need to be carefully considered and clearly spelt out, together with an indication of costs and benefits. This is beyond the scope of this paper.

4.5 Costs and Benefits

A comprehensive cost-benefit analysis for the Framework would take into account implementation costs and cost-efficiencies, plus the benefits to and impacts on the tourism industry, recreational users, other stakeholders and managing agencies. This is beyond the scope of this paper.

From a broad perspective the proposed co-operative management approach encompasses a sharing of expertise, knowledge and resources to deliver more cost-effective management and more efficient protection of the environment and world-class presentation of World Heritage values. Industry, recreational and other stakeholders could be expected to benefit through incentives to gain better access arrangements in return for enhanced protection and presentation of the values of the Great Barrier Reef World Heritage Area.

Appendix A: Previous Investigations and Recommendations

Over the past decade, approaches to managing tourism and recreation use of the Great Barrier Reef Marine Park have been considered on a number of occasions (Appendix D). The following is a summary of the most relevant outcomes and recommendations.

Tourism Management in Protected Areas: Issues Papers

This AECeconomics report was prepared in 2000 and examines the current issues surrounding tourism use of Queensland's protected area network, including the Great Barrier Reef Marine Park.

The Key Principles are:

- encourage and recognise good performance;
- use codified performance (accreditation) as an aid to management;
- respect intellectual property rights;
- allow scope for innovation;
- treat established and new entrant operators equitably when allocating use opportunities, using a range of mechanisms;
- recognise commercial realities and provide predictable management;
- include a framework for setting visitor site capacities;
- facilitate both availability and effective use of allocated capacity;
- respond to seasonality of demand/supply;
- facilitate trading of access and capacity;
- avoid arbitrary fee differentials;
- recognise the need for management agencies to recover costs through mechanisms that relate revenue generated to the management of resources used;
- contribute to more equitable dealing with independent and commercially carried park visitors;
- be flexible in allowing private sector interests to relieve some budgetary pressure;
- provide a clear basis and motivation for co-operation between industry and managing agencies;
- foster indigenous interests and recognise native title rights and responsibilities;
- clearly differentiate regulatory and participatory roles of managing agencies;
- provide a clear basis and motivation for compliance.

All these Key Principles have been taken into account in preparing this proposal.

Review of the Marine Tourism Industry in the Great Barrier Reef World Heritage Area

This review was conducted in 1997 and focussed on the management approach for marine tourism use. Ministerial Council adopted its recommendations. While some of the recommendations focus specifically on the Plans of Management, many remain relevant to management of marine tourism use. These include:

- endorsement of a move away from individually assessed and allocated permits towards more generic licences and place-based rules;
- intervention on amenity issues should be at the planning stage and only after consultation;
- the GBRMPA should issue two separate kinds of licence, a general right to operate on the Reef and entitlements to specific sites;

- the GBRMPA should formalise its policies on the allocation of new sites. The fundamental policy should be first-come, first-served - not in favour of auctioning entitlements;
- the GBRMPA should review all of its current policies and practices governing alteration of the terms and conditions of licences, including revocations and non-renewals;
- if a licence is revoked or not renewed because of irresponsible behaviour, the GBRMPA should immediately withdraw the entitlement to operate, but operators should be allowed to transfer their licence;
- tourism licences should be for a period of 15 years, subject to review of relevant policies;
- prior to extending licence tenure, permits that have not been used for some years should be removed or substantially weakened.

Approaches to Managing Marine Tourism Activities on the Great Barrier Reef – ACIL

As part of the above Tourism Review, ACIL Economics and Policy were engaged in 1997 to provide advice on GBRMPA's proposed planning and licensing system. ACIL recommended that the objective should be to maximise the value the nation derives from the publicly owned asset (i.e. the World Heritage Area), where value takes into account financial, environmental, social and cultural benefits.

ACIL recommended that flexibility and choice should always be preferred over rules unless a pre-ordained outcome needs to be guaranteed. One of the greatest difficulties is making the judgement about how well flexibility and choice (the market) would deliver the outcomes needed and when rules are required. ACIL also recommended that non-regulatory approaches such as best practice and training should be pursued, again lessening the need for rules and policing.

Some of ACIL's views relevant to development of the Framework are:

- the Zoning Plan approach appeared an appropriate instrument for defining big picture use and access rules, but such plans need to incorporate a more comprehensive coverage of tourism issues;
- focus on managing impacts (including the threat of impact);
- the greatest tourism-related threats to reef values lie with the use values of the reef;
- it is important that rights or permissions are specified in a way that maximises their divisibility, enables them to be converted easily from one form of use or activity into another, and are readily exchangeable or tradable;
- the overarching issue in regard to tenure is the degree of certainty (not just the period of issue).

Charging Users of the Great Barrier Reef Marine Park – Geen and Lal

Although this report was prepared in 1991, many of its recommendations remain pertinent:

- tourism operators and private boat owners should be subject to a common levy base for the purpose of management cost recovery;
- user group representatives should be consulted on Authority expenditures on management services;

- if resource rents are to be appropriated from tourism operators this be achieved by using a system of competitive bidding;
- current high demand sites should only be offered for tender in the longer term, and only if current operators are told well in advance.

Other studies and research

Other studies conducted over the past 10 years have recommended a focus on the management of impacts and sites rather than individual users and the equitable treatment of commercial and private recreational users (Permits Review Working Group, 1994; Carey 1993). With regard to the allocation of sites and access rights, some form of competitive bidding or tendering is the option that has been generally recommended by consultants (Claridge, 1987; Carey, 1993).

25-Year Strategic Plan for the Great Barrier Reef World Heritage Area

In 1994 the GBRMPA published 'A 25 Year Strategic Plan for the Great Barrier Reef World Heritage Area'.

Components of the Plan relevant to the management of tourism and recreation use in the Great Barrier Reef Marine Park are:

- users of the reef should be responsible for the health, longevity and care of the World Heritage Area ecosystem;
- management agencies should provide opportunities for a diverse range of ecologically sustainable and appropriate experiences and uses;
- the community should be encouraged to act responsibly towards the Area, to develop and adopt their own codes of behaviour, and to provide incentives for all users to behave in a responsible manner;
- research into the nature and extent of tourism and recreation use should be conducted to establish trends in patterns of use and improve capacity to determine ecologically sustainable levels of such use.

Advice of 2nd TRRAC meeting

At the second meeting of the Tourism and Recreation Reef Advisory Committee (TRRAC) 7–8 June 2000, the Committee identified a range of principles that should underpin any new approach to managing tourism and recreation use of the Marine Park. The Committee advised that the focus of management should be protecting the resource.

Some of the main principles identified by the Committee were:

- the Framework should be simple and cost effective;
- a risk management approach should be adopted which requires minimal management intervention;
- there should be integrated planning and management between different sectors;
- there should be certainty and security;
- management measures should be applied equitably across all users of the Marine Park;
- self-management by all users should be encouraged;
- there should be flexibility to allow industry to maximise their business options and to foster innovation (e.g. through incentives for good performance);

- the management approach should be flexible to allow for change to management strategies when monitoring indicated the necessity;
- industry and other users should also play a more active role in monitoring and enforcement.

Great Barrier Reef Consultative Committee

The Great Barrier Reef Consultative Committee is an advisory committee to both the GBRMPA and the Minister. In 1995, the Consultative Committee provided advice on exclusive use of the Marine Park.

The Consultative Committee advised that:

- any restrictions on use which are based on conservation grounds
 - should apply equally to all users;
 - should be based on reasonable scientific information and have regard to the 'precautionary principle';
 - should be adequately negotiated with and explained to those users disadvantaged by the restrictions;
- in determining level of use for a site, a carrying capacity should be set rather than establishing a limit of acceptable degradation;
- any allocation of an exclusive right or an opportunity of a limited nature should be through a public tender process, with the successful operator chosen on environmental grounds; and
- the public should continue to enjoy rights of access to sites, with any private development arrangements also resulting in some benefits to public users.

Appendix B: TRRAC Principles Delivered

	Legislation and Policies	Entry System	Standards	Opportunities	Allocation	Resourcing	Best Practice	Performance Monitoring and Censure	Environmental and Social Research and Monitoring
Equity of access is provided.	✓	✓	✓	✓	✓				
Opportunities for sustainable use are maximised.		✓	✓	✓	✓				✓
Management is conducted in partnership with stakeholders.			✓	✓		✓	✓		✓
Innovation and industry flexibility and competition is fostered.			✓	✓	✓		✓		
Predictable management and certainty of tenure is provided.	✓	✓			✓			✓	
Self-management, especially through best practice and training, is fostered.			✓	✓			✓	✓	
Good performance is encouraged and recognised.			✓		✓		✓		
Feedback mechanisms and flexibility are provided.	✓			✓					✓
Indigenous interests are fostered and native title rights and responsibilities recognised.	✓			✓			✓		✓
Clear policy and guidelines are available for decision-making.	✓		✓	✓				✓	
Administration is cost-efficient, simple and easy to follow.		✓			✓	✓		✓	
A revenue base that is returned to Marine Park management.						✓			
Fees and charges are consistent and equitable.						✓			
Emphasis on self-regulation through monitored performance, with a regulatory backstop.	✓		✓	✓			✓	✓	
Open and transparent management is attained through publicly available information and involvement in decision-making and resolution of disputes.	✓		✓		✓	✓			
An accurate and accessible database of use is publicly available.		✓							✓
A risk management approach is adopted.		✓		✓			✓	✓	

Appendix C: Roles and Responsibilities

Great Barrier Reef Marine Park Authority

The Great Barrier Reef Marine Park Authority is the primary management agency for the Great Barrier Reef. It has a responsibility to provide for the protection, wise use, understanding and enjoyment of the Great Barrier Reef in perpetuity. Its primary obligation is to ensure conservation of the Great Barrier Reef.

The GBRMPA also has primary responsibility for ensuring that Australia meets its obligations to protect, conserve, present and transmit to future generations the Great Barrier Reef World Heritage Area (including the Great Barrier Reef Marine Park).

GBRMPA, in consultation with:

- (i) **Queensland Parks and Wildlife Service;**
- (ii) other relevant government agencies (**Queensland Transport; Tourism Queensland; Australian Maritime Safety Authority; Royal Australian Navy Hydrographer; Department of Industry, Science and Resources**);
- (iii) the **marine tourism industry;**
- (iv) **recreational boating and fishing communities;**
- (v) **indigenous communities;** and
- (vi) **conservation groups;**

would be responsible for:

- setting environmental and social performance standards and triggers for tourism and recreational use of the Marine Park;
- ensuring that a range of sustainable tourism and recreational use opportunities are provided in the Marine Park and that those opportunities and experiences are protected;
- providing education and information to visitors and tourism operators about appropriate use and standards;
- providing a licence to commercial tourism operators and owners of vessels 6 metres and longer;
- providing incentives and regulatory backup for tourism and recreation sectors to pursue best practice; and
- coordinating relevant research and monitoring.

Day-to-Day Management

The Marine Park Management Co-ordination Unit is responsible for co-ordinating implementation of day-to-day management activities. Surveillance and enforcement of the Marine Park is supported by arrangements with Queensland Parks and Wildlife Service, Queensland Boating and Fishing Patrol, Queensland Water Police, Queensland Transport, Customs (Coastwatch), Australian Federal Police and the Australian Maritime Safety Authority.

DAY-TO-DAY MANAGEMENT would:

- ensure compliance with the established management parameters;
- enforce where necessary; and
- provide general on-the-spot education and a presence throughout the Marine Park.

Marine Tourism Industry

Marine tourism is the largest industry within the Great Barrier Reef Marine Park. The marine tourism industry is a major contributor to the local and Australian economy. It is also the primary vehicle for 'presentation' of the Great Barrier Reef World Heritage Area.

The marine tourism industry has a responsibility to ensure that it operates in a way that is ecologically sustainable and pursues the highest standards of operation. The industry also has a responsibility to present the Great Barrier Reef to a world class standard.

As a major stakeholder in the future of the Great Barrier Reef, the marine tourism industry has a vested interest in working constructively with the GBRMPA and other managing agencies to ensure the World Heritage Area is properly protected and there are long-term opportunities for all users.

The individual sectors of the **MARINE TOURISM INDUSTRY** would:

- develop accreditation and best practice programs for their sector which would comprise practices and guidelines to be followed by individual operators; and
- work with the GBRMPA on the development of relevant training programs for each sector.

The **MARINE TOURISM INDUSTRY** also would develop a co-operative management approach to:

- manage and monitor tourism use to ensure it is sustainable and within appropriate parameters;
- encourage world class presentation of Great Barrier Reef World Heritage values;
- promote the Great Barrier Reef as a world class tourist destination; and
- contribute to relevant research and monitoring.

Private Recreational Users

Private recreational use of the Marine Park is focussed on inshore areas close to population centres.

Private recreational users have a responsibility to adopt best practice when in the Marine Park and comply with relevant management provisions.

Recreational user groups are involved in voluntary research and management projects in the Marine Park and could play a wider role in Marine Park management.

PRIVATE RECREATIONAL USERS would:

- comply with Marine Park management provisions;
- contribute to development of and adopt best practices;
- assist enforcement by reporting incidents and suspected breaches;
- assist in specific conservation and research projects;
- be more involved in management actions; and
- indicate trends in new or emerging activities that warrant management action.

Appendix D: References

ACIL Economics and Policy Pty Ltd (1997) 'Tourism Review – Approaches to Managing Marine Tourism Activities on the Great Barrier Reef, Final Report to the Tourism Review Steering Committee.

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Permits Review Working Group (1994) 'Review of the Marine Park Permit System and Proposals Regarding Radical Transformation of the Permit System', A report to the Great Barrier Reef Marine Park Authority.

Reef Tourism 2005 (1997) 'The Ecological and Economic Sustainable Development of the Marine Tourism Industry in the Cairns Section of the Great Barrier Reef World Heritage Area'.

Tourism Review Steering Committee (1997) 'Review of the Marine Tourism Industry in the Great Barrier Reef World Heritage Area', A report to the Great Barrier Reef Ministerial Council.

Appendix E: Members of the Tourism and Recreation Reef Advisory Committee (as at February 2002)

Member	Company/Organisation	Area of Expertise on TRRAC
Mike Bartlett	Cruise Down Under	Cruise Ships
Susan Brown	Queensland Conservation Council	Conservation
Mike Burgess	Quicksilver Connections	Business Acumen, Economic, Marketing
Robert Butterworth	Environment Australia	Environment Australia
John Doohan	Sunfish Queensland	Recreational Fishing
Sally Driml	Queensland Environment Protection Agency	Economic, Scientific, QPWS, EPA
John Evetts	Elizabeth E Cruises	Roving Operations, Game Fishing
Peter Frawley	TRRAC Chair, independent member	Background in government and industry
Daniel Gschwind	Queensland Tourism Industry Corporation	Business Acumen, Economic, Marketing
Bernard Heimann	Maxi Action Pty Ltd	Moorings, Anchoring
David Hutchen	Association of Marine Park Tourism Operators	Association of Marine Park Tourism Operators
Terry Kemp	Cumberland Yacht Charters	Bareboat Charters
David McCarthy	Department of Industry, Tourism and Resources	Commonwealth Government
Glen Miller	Tourism Queensland	Indigenous
John Millward	Sunlover Cruises	Dive, Pontoon, Aircraft,
David Morgans	Tourism Queensland	Queensland Government
Denis O'Connell	Queensland Commercial Fishing Organisation	Commercial Fishing
John Rumney	Cod Hole and Ribbon Reef Operators Association	Conservation, Dive, Anchoring, Mooring and Ranging
Chris Thomas	Great Barrier Reef Marine Park Authority	Great Barrier Reef Marine Park Authority