

*Tasmanian
Marine Protected
Areas Strategy*



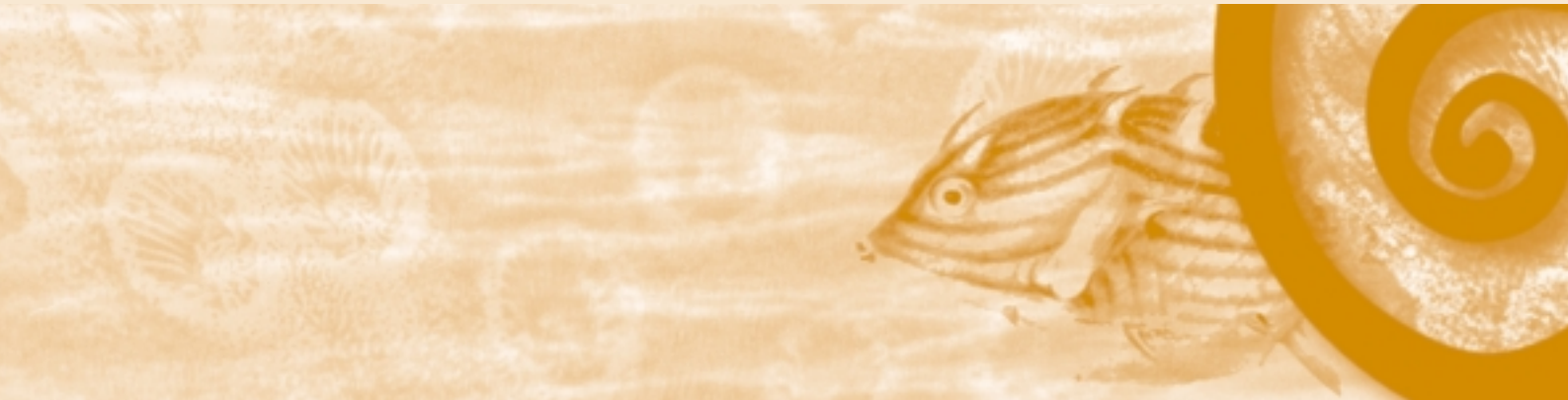
DEPARTMENT of
PRIMARY INDUSTRIES,
WATER and ENVIRONMENT

Tasmania



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Introduction

Tasmania has a spectacular coastline and diverse marine environment which combine to form an integral part of the lifestyle of many Tasmanians. In recognition of the importance of the marine environment to the people of Tasmania, the Government is committed to ensuring the long-term ecological viability of the marine environment, and the protection of its biological diversity.

The geographical position and varying climatic conditions of Tasmania, together with the influence of ocean currents, combine to produce a marine environment recognised as one of the most biologically diverse in the world. The coast of Tasmania includes rocky reefs, sandy beaches, sea cliffs, headlands, estuaries, natural harbours and open coasts. The marine environment contains a rich variety of marine life that includes kelp forests, seagrass beds and sponge gardens each with their own communities of fish and invertebrates. It is the home of many commercially important species including abalone and rock lobster. It also hosts a range of special creatures from sea dragons and fairy penguins to great white sharks and migrating whales.

Protection of Tasmania's coastal areas commenced in 1916 with the declaration of the Freycinet National Park. Since then, many terrestrial areas have been set aside to protect physical and biological features, however, these rarely extended beyond the shoreline. In 1991 the Tasmanian Government announced a strategy for marine conservation, and declared four marine reserves as a result. These marine reserves include three small areas – Governor Island, Ninepin Point and Tinderbox – and one larger area off Maria Island.

During the year 2000 a new large marine reserve was created in Tasmanian State waters around Macquarie Island. This reserve comprises some 75,000 hectares.

There has been an increasing recognition in the Tasmanian community of the need to better protect parts of the marine environment, in a similar manner to the way in which parts of the terrestrial environment are protected. The increasing recognition of the value and vulnerability of our offshore waters, together with Tasmania's active involvement in the development of a National Representative System of Marine Protected Areas, has resulted in the need for a more formal and systematic approach to the protection of the Tasmanian marine environment.



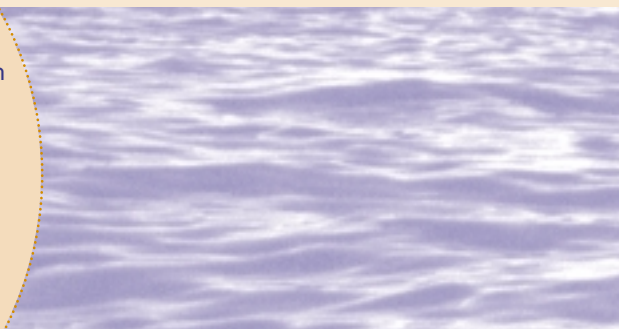
photo: Jon Bryan



Marine and Marine Industries Council

The Marine and Marine Industries Council (MMIC) was established by the Minister for Primary Industries, Water and Environment in August 1999, with its first task being the development of a policy framework for a system of Marine Protected Areas in Tasmania.

The members of the Marine and Marine Industries Council represent a range of key stakeholders, and have individual expertise in areas such as marine conservation, management and utilisation. The chairman of the Marine and Marine Industries Council is Mr Tony Harrison, a marine management consultant.



Name	Representing
Mr Peter Bosworth ⁵	Department of Primary Industries, Water and Environment
Mr Jon Bryan	Tasmanian Conservation Trust
Professor Colin Buxton	Tasmanian Aquaculture and Fisheries Institute, University of Tasmania
Mr Owen Carington Smith	Tasmanian Aquaculture Council
Mr John Cocker	Australian Underwater Federation
Mr Colin Dyke	Tasmanian Aquaculture Council
Dr Graham Edgar	Tasmanian Aquaculture and Fisheries Institute, University of Tasmania
Mr Tony J Harrison (Chair)	Independent Chairman
Mr Bob Lister	Tasmanian Fishing Industry Council
Mr Michael Lynch	Tasmanian Conservation Trust
Mr Michael Mansell ¹	Tasmanian Aboriginal Cultural Fishing Advisory Committee
Mr Mark O'May	Tasmanian Fishing Industry Council
Mr Jim Rees ³	Marine Recreational Fishery Council
Mr Stuart Richey	Tasmanian Fishing Industry Council
Mr Alex Schaap ²	Department of Primary Industries, Water and Environment
Ms Dianne Snowden	Community Representative
Inspector Hank Timmerman ⁴	Department of Police and Public Safety
Mr Malcolm Wells	Department of State Development

Notes:

¹ Mr Michael Mansell resigned and was replaced by Mr Greg Brown

² Mr Alex Schaap resigned and was replaced by Mr Dennis Witt ⁵

³ Mr Jim Rees resigned and was replaced by Mr Chris White

⁴ Inspector Hank Timmerman resigned and was replaced by Inspector Steve Williams

⁵ Mr Peter Bosworth and Mr Dennis Witt resigned and were replaced by Mr Glenn Appleyard



Marine Ecosystem Management in Tasmania

Australia's governments are working together to set up a National Representative System of Marine Protected Areas throughout Australia's entire marine zone. The aim of which is to protect areas that represent all of the major ecological regions and the communities of plants and animals they contain.

Australia's marine and coastal organisms have been classified by the Interim Marine and Coastal Regionalisation of Australia (IMCRA) into 60 different areas, or bioregions. Each contains distinct combinations of biological and physical features. Through this process, Tasmania's inshore hard rocky reefs have been classified into eight bioregions. The Interim Marine and Coastal Regionalisation for Australia provides the template and the scientific base on which governments can select marine areas for the national system.

With the development of a systems based approach to the conservation and management of the marine environment at the national level, the somewhat ad hoc approach to the reservation of marine protected areas in Tasmania needs to be reviewed. This Strategy is the result of such a review, and recommends a systems based approach for the protection of the Tasmanian marine environment.

Currently, Tasmania's marine environment and the activities within the marine environment are managed through a range of legislation and State Policies. The major pieces of legislation are: *Living Marine Resources Management Act 1995*; *National Parks and Wildlife Act 1970*; *Marine Farming Planning Act 1995*; and *Environmental Management and Pollution Control Act 1994*. The two relevant State Policies are the *State Coastal Policy 1996*, and the *State Policy on Water Quality Management 1997*.

The purpose of the *Living Marine Resources Management Act 1995* is to promote the sustainable management of living marine resources, make provision for the development of management plans for fish resources, and the protection of marine habitats. There are currently a number of areas established for fisheries management purposes under the *Living Marine Resources Management Act 1995*. These areas provide varying levels of protection to the marine plants and animals, and include recreational fishing areas, no netting or restricted fishing areas, and shark nursery waters.

The purpose of the *National Parks and Wildlife Act 1970* is to make provision for the establishment and management of National Parks and other reserves and for the conservation and protection of the fauna and flora of Tasmania. The *National Parks and Wildlife Act 1970* can protect and manage selected areas of the marine environment in a similar manner to terrestrial areas. However, the

National Parks and Wildlife Act 1970 can not be used to protect fish, or control fishing activities within the marine environment, even if a part of that environment is reserved under that Act. Marine reserves are therefore established under both the *National Parks and Wildlife Act 1970* and *Living Marine Resources Management Act 1995*.

Within this marine management framework, Tasmania has declared five marine reserves: Governor Island Marine Nature Reserve, Ninepin Point Marine Nature Reserve, Tinderbox Marine Nature Reserve, Maria Island National Park, and Macquarie Island Nature Reserve. These marine reserves are reserved under the *National Parks and Wildlife Act 1970*, and the fish within the reserves are protected under the *Living Marine Resources Management Act 1995*. The present marine reserves comprise 3.4 % of State waters.

Since the development of the Marine Reserves Strategy in 1991, and the subsequent declaration of five marine reserves, there has been no substantial progress in relation to the development of a Representative System of Marine Protected Areas in Tasmania. In fact, the 1991 Marine Reserves Strategy did not set out a clear framework for progressing a system of marine reserves, but concentrated on individual reserves.

Recognition of the need for a clear framework to guide progress, together with a strong impetus nationally for the cooperative establishment of a National Representative System of Marine Protected Areas, forms the basis for the development of this new comprehensive Marine Protected Areas Strategy. This Strategy will provide the framework for the identification, selection and establishment of new marine reserves in Tasmania, which together will form a Representative System of Marine Protected Areas for the State, and contribute to the National Representative System of Marine Protected Areas.

This Strategy has been developed in the context of recognition that area based conservation does not of itself ensure that marine conservation and management objectives are met. A combination of on and off reserve management is central to achieving those objectives. Tasmania is more fortunate than most jurisdictions in having a robust management framework for key issues such as fishery exploitation and aquaculture development.



Primary Goal

Recognising the Tasmanian Resource Management and Planning System, the primary goal of the Tasmanian Marine Protected Areas Strategy is: to establish and manage a comprehensive, adequate and representative system of marine protected areas, to contribute to the long-term ecological viability of marine and estuarine systems, to maintain ecological processes and systems, and to protect Tasmania's biological diversity.

Representative System of Marine Protected Areas

Effective marine biodiversity conservation is recognised both nationally and internationally as relying on two basic strategies:

- (i) the establishment of a representative system of Marine Protected Areas, and
- (ii) the ecologically sustainable management of natural resources.

The Tasmanian Government recognises the need to formally conserve and protect the full range of marine ecosystems, habitats and species that occur along Tasmania's coast. The need also extends to include the conservation and protection of significant physical natural features and seascapes, marine and cultural heritage, and aesthetic

and wilderness values, together with providing specific sites for education and recreation, and scientific research and monitoring.

The Tasmanian Government also recognises that no Marine Protected Area will be sustainable if established or managed in isolation. There are biological, social and economic interactions between different places and components of the marine system that are an integral part of any Strategy. Approaching the conservation and management of a Marine Protected Area by evaluating the whole system is a necessary part of striking an appropriate balance between conservation and development, and between the differing management emphasis required for areas within the Marine Protected Area.

Given this, a set of goals and principles have been developed to guide the establishment of a Representative System of Marine Protected Areas in Tasmania which is comprehensive, adequate and representative of the Tasmanian marine environment.

Secondary Goals

The development of the comprehensive, representative and adequate system of Marine Protected Areas outlined in this Strategy is also guided by a series of secondary goals. These secondary goals are aimed at particular management goals of the system, and are not hierarchical in nature or application.

Ecological

- To protect threatened, rare, or endangered species, or ecological communities, and in particular, habitats considered critical for the survival of such species.
- To provide for special groups of organisms, eg. species with complex habitat requirements, mobile or migratory species, and species vulnerable to disturbance which may depend on reservation for their conservation.
- To protect areas of:
 - (i) high species diversity;
 - (ii) natural refugia for flora and fauna; and
 - (iii) centres of endemism.
- To facilitate the restoration of degraded marine ecosystems.

Economic

- To protect and manage:
 - (i) habitats of significance to the life-cycles of economically important species; and
 - (ii) habitats, species and seascapes of importance to recreation and tourism.
- To provide a formal management framework for a broad spectrum of human activities, including recreation, tourism and the use or extraction of resources, that are compatible with the primary goal.



Social

- To protect and manage significant geological, archaeological, historical and cultural sites.
- To protect the natural aesthetic values of marine and estuarine areas.
- To cater for the management of marine areas and species in partnership with indigenous communities.
- To achieve the support and cooperation of the community, and to facilitate the interpretation of marine and estuarine systems for the purposes of conservation, recreation and public education.

Scientific

- To provide for reference sites for scientific studies, including sites for baseline fisheries monitoring and long-term environmental monitoring.

Principles

The Representative System of Marine Protected Areas in Tasmania should be developed in accordance with the following principles.

- **Regional Framework** – the Interim Marine and Coastal Regionalisation of Australia provides the regional planning framework for developing the Representative System of Marine Protected Areas in Tasmania, with ecosystems used as the basis for determining representativeness.

- **Comprehensiveness** – the Representative System of Marine Protected Areas in Tasmania will include the full range of ecosystems recognised at an appropriate scale within and across each bioregion.

- **Adequacy** – the Representative System of Marine Protected Areas in Tasmania will have the required level of reservation to ensure the ecological viability and integrity of populations, species and communities.

- **Representativeness** – those marine areas that are selected for inclusion in Marine Protected Areas should reasonably reflect the biotic diversity of the marine ecosystems from which they derive.

- **Highly Protected Areas** – the Representative System of Marine Protected Areas in Tasmania will aim to include some highly protected areas (IUCN Categories I and II) in each bioregion.

- **Precautionary Principle** – the absence of scientific certainty should not be a reason for postponing measures to establish Marine Protected Areas to protect representative ecosystems. If an activity is assessed as having a low risk of causing serious or irreversible adverse impacts, or if there is insufficient information with which to assess fully and with certainty the magnitude and nature of impacts, decision making should proceed in a conservative and cautious manner.

- **Consultation** – the process of identification and selection of Marine Protected Areas will include effective public consultation with appropriate community and interest groups, to address current and future social, economic and cultural issues.

- **Indigenous Involvement** – the interests of Australia's indigenous people should be recognised and incorporated in decision making.

- **Displacement** – the Tasmanian Government recognises the importance of displacement issues. To address these issues, the Tasmanian Government has agreed to establish a process for providing special adjustment payments on a case by case basis (*ex poste*) to certain individuals directly affected by a Marine Protected Area.

- **Decision Making** – decision making processes should effectively integrate both long-term and short-term environmental, economic, social and equity considerations.

In adopting the above principles it is recognised that they may be amended in light of new information and issues. For example, it is recognised that the definition of bioregions under the Interim Marine and Coastal Regionalisation of Australia is interim and is based upon the best available information. As an ongoing iterative process, it will be subject to change in light of new information.



What is a Marine Protected Area?

A Marine Protected Area within the Tasmanian system is defined in the following manner.

An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means (International Union for the Conservation of Nature 1994).





A number of key characteristics will define Marine Protected Areas that form the Representative System of Marine Protected Areas in Tasmania, as compared to other marine managed areas. The characteristics are that a Marine Protected Area:

- has been established for the conservation of biodiversity (consistent with the primary goal);
- is able to be classified into one or more of the six International Union for the Conservation of Nature (IUCN) Protected Area Management Categories (refer to Appendix 1) reflecting the values and objectives of the Marine Protected Area;
- must have secure status which can only be revoked by a Parliamentary process; and
- contributes to the representativeness, comprehensiveness or adequacy of the Tasmanian System.

The Strategy recognises that Marine Protected Areas can be established for a variety of management purposes and provide for a range of activities while still protecting the environment. For example, Marine Protected Areas can be reserved for conservation, fisheries management, research, education, social and historical importance, tourism or recreational use – or a combination of any of these.

Recognising the range of purposes for the establishment of a Marine Protected Area, and the need for a system that enables a national and internationally consistent scheme of management types, the Tasmanian Government has adopted the International Union for the Conservation of Nature (IUCN) Protected Area Management Categories (refer to Appendix 1).

These categories provide a uniform classification which both identifies the principal management objectives of the protected area, as well as acknowledging that other secondary uses and values can be conserved through reservation.

There are six International Union for the Conservation of Nature (IUCN) Protected Area Management Categories into which a Marine Protected Area, or parts thereof, can be classified. Categories I and II are highly protected, or no take areas, Category III is a limited use area, and Categories IV–VI are multiple use areas.

The International Union for the Conservation of Nature (IUCN) Management Categories provide for large Marine Protected Areas to contain identifiable zones of different categories dependent on the management objectives and the levels of protection applying to those zones. It also allows for the nesting of Marine Protected Areas of different categories.

The categories are not designed to drive the development of protected area systems but to provide an international system of categorisation to facilitate understanding. They are not a commentary on management effectiveness and should be interpreted with flexibility at national and regional levels. Marine Protected Areas should be established to meet objectives consistent with national or regional goals and needs and only then be assigned an International Union for the Conservation of Nature (IUCN) category according to the agreed management objectives.

The current marine management framework of Tasmania provides for five possible types of Marine Protected Area. The *Living Marine Resources Management Act 1995* provides for one type, known as a Marine Resources Protected Area, and the *National Parks and Wildlife Act 1970* provides for the remaining four types: Nature Reserve, State Reserve, National Park or Conservation Area (refer to Appendix 2).

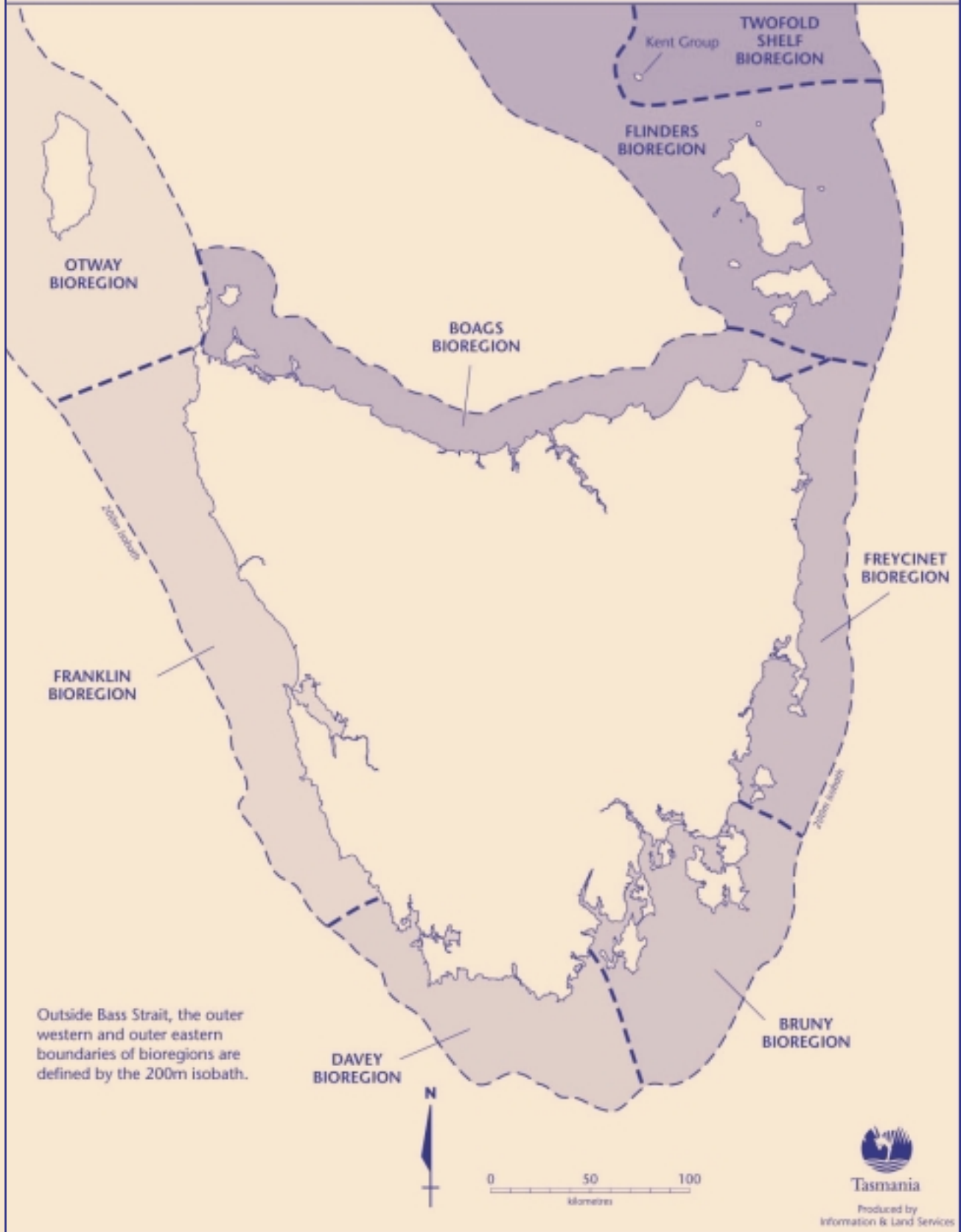


photo: Jon Bryan



Tasmanian Interim Bioregions

It is recognised that the definition of bioregions under the *Interim Marine and Coastal Regionalisation of Australia* is interim and is based upon the best possible available information. As an ongoing iterative process, it will be subject to change in light of new information.





Development of the Representative System of Marine Protected Areas

The principles of comprehensiveness, adequacy and representativeness have been adopted by the Tasmanian Government to guide the development of the Representative System of Marine Protected Areas in Tasmania.

Put simply, to be comprehensive the system of Marine Protected Areas will include the full range of ecosystems recognised at an appropriate scale within and across each bioregion of Tasmania. The adequacy of the system will be measured against the requirement that the level of protection will ensure the ecological viability and integrity of populations, species and communities. In order to be representative the system will include Marine Protected Areas selected on the basis that they reasonably reflect the biological diversity of the ecosystem from which they derive.

An essential step in the conservation and management of the marine environment is the determination of biogeographic regions. This allows a vast area to be partitioned into smaller units on the basis of the ecosystems contained within each biogeographic or ecological unit. In natural ecosystems an understanding of the patterns of biodiversity, particularly habitat biodiversity, is essential for identifying an ecologically or biogeographically representative system of protected areas.

The Interim Marine and Coastal Regionalisation for Australia classifies and partitions the Australian marine organisms into various biogeographic regions. This process has identified eight inshore rocky reef bioregions within Tasmanian waters. The bioregions are: Otway, Twofold Shelf, Flinders, Boags, Freycinet, Bruny, Davey and Franklin. The map opposite illustrates the location and extent of each of these bioregions.

The Tasmanian Government recognises that the successful establishment of a Representative System of Marine Protected Areas in Tasmania is dependent upon a transparent, accountable and consultative process (Refer to page 12-13). Therefore it is proposed that the Tasmanian system will be established using the twelve step process outlined in this Strategy. This process will allow Marine Protected Areas to be identified, selected and established using the best available scientific information, and through a process that the Tasmanian community can easily understand and actively participate in.



How are Marine Protected Areas Identified and Selected?

The identification and selection process outlined in this Strategy provides a transparent and rigorous identification and selection process, in which decisions will be based on scientific, economic and social information. The identification and selection process will also consider safety issues including access to fishing grounds for small vessels, access to safe anchorage and for movement of vessels in Marine Protected Areas, in accordance with International Law. This is vital for the ongoing growth and acceptance of the Tasmanian Representative System of Marine Protected Areas.





The Tasmanian Government is committed to establishing a Tasmanian Representative System of Marine Protected Areas which will have broad based community support. There will be a number of opportunities for the community and other stakeholders to contribute to the process of identification and selection of Marine Protected Areas.

The aim of the identification and selection process is to meet the primary goal of establishing and managing a comprehensive, adequate and representative system of Marine Protected Areas, whilst taking into account and minimising any negative impact on social, cultural and economic values.

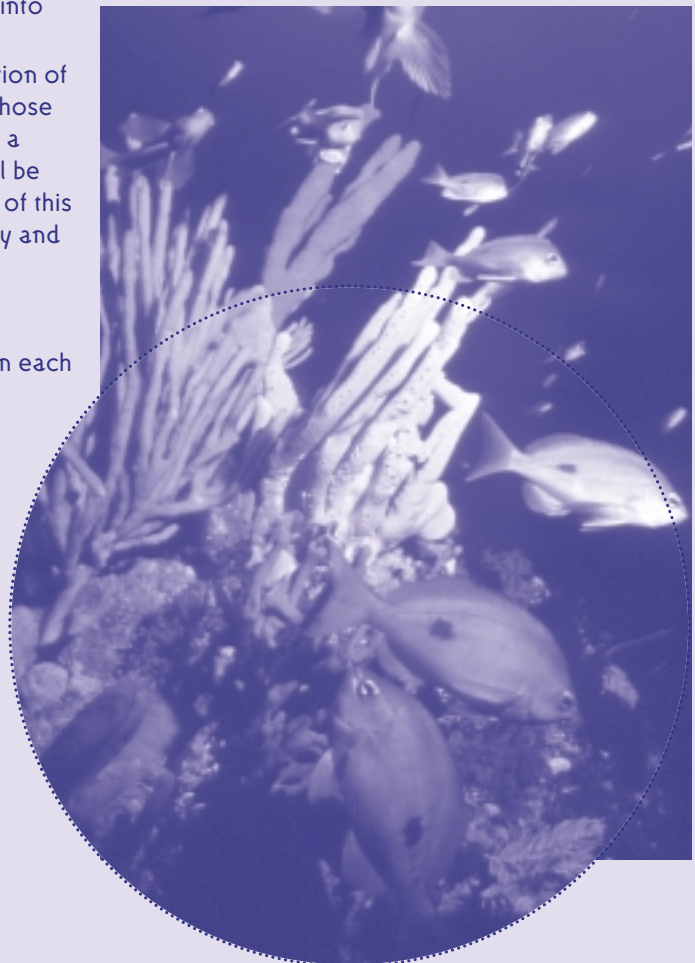
The identification and selection process is made up of a number of stages. Conservation and ecological qualities are the primary values for identifying potential areas. The selection criteria take into account broader issues such as economic, social and cultural values of the area. It is recognised that some areas are subject to statutory obligations and entitlements and in selecting Marine Protected Areas these must be acknowledged and considered.

The first stage is the assessment of scientific information about Tasmania's State waters to identify areas for potential Marine Protected Areas using the identification criteria outlined in this Strategy (Steps 1–7). The results of this stage will then be discussed with Tasmanians, and their input incorporated into the finalisation of the first stage.

The second stage (Steps 8–9) is the application of the selection criteria listed in this Strategy to those potential Marine Protected Areas identified as a result of stage one. This selection process will be conducted on a bioregional basis. The results of this stage will also be discussed with the community and their input incorporated in the final recommendations to the Minister for Primary Industries, Water and Environment, for the establishment of Marine Protected Areas within each bioregion.

The success of the Tasmanian System of Marine Protected Areas depends not only on a formal and inclusive process for the identification and selection of Marine Protected Areas, but also the body who carries out the identification and selection process. With this in mind the Tasmanian Government will appoint the Resource Planning and Development Commission to carry out the identification and selection process for Marine Protected Areas. The Resource Planning and Development Commission may appoint Assistant Commissioners with relevant expertise to assist with the task.

The criteria that follow are important. All areas being considered for inclusion in the Representative System of Marine Protected Areas need to be assessed against all criteria however, not all criteria will be equally relevant in all cases.

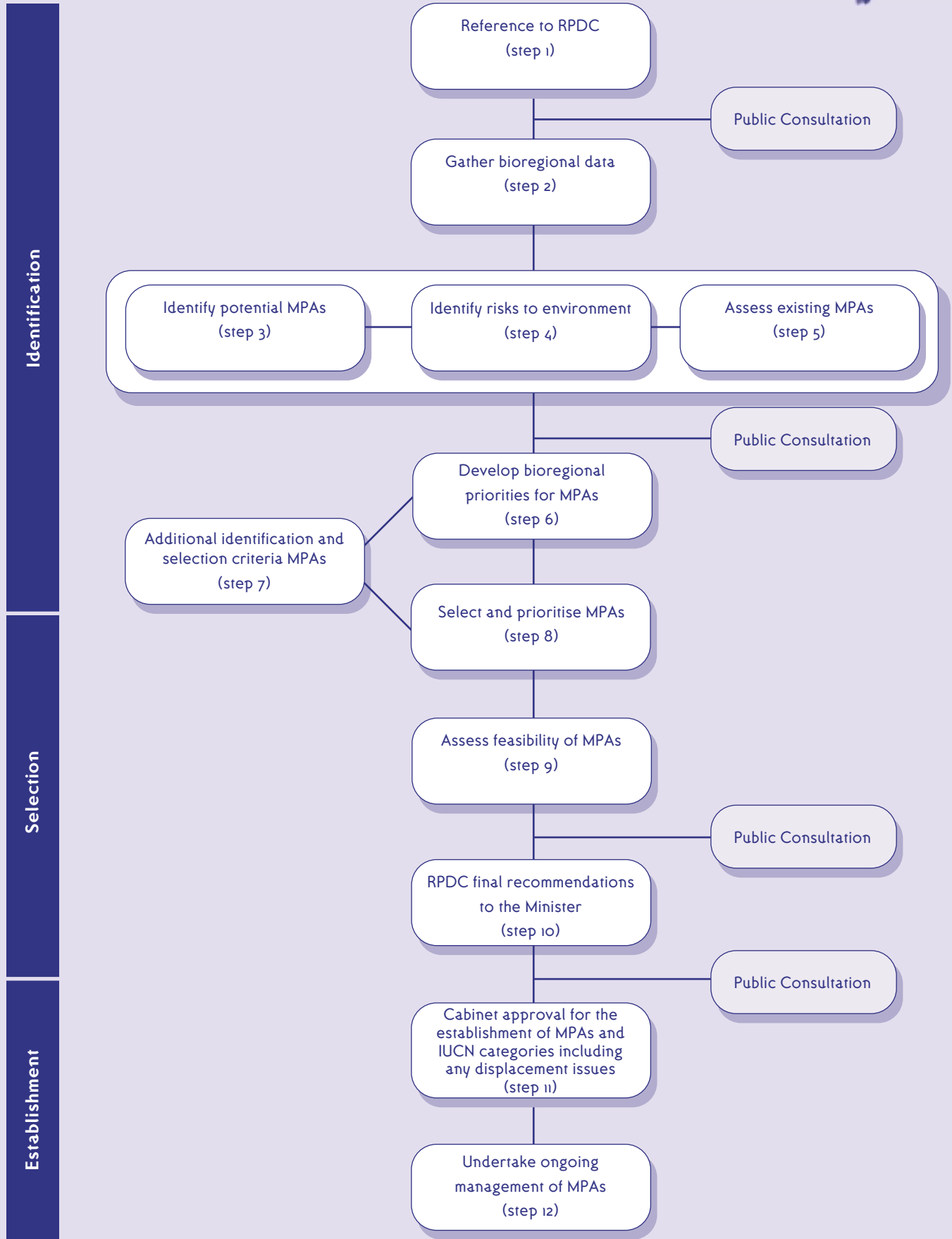




Key Steps in the Development of the Representative System of Marine Protected Areas

- Step 1 The Minister issues a terms of reference to the Resource Planning and Development Commission, which then conducts public consultation on the terms of reference.
- Step 2 Gather data at the bioregion level, including ecosystem mapping.
- Step 3 Using Tasmanian identification criteria, identify a list of candidate Marine Protected Areas within Interim Marine and Coastal Regionalisation of Australia bioregions to represent major ecosystems. This will include an evaluation of all areas subject to existing fisheries management restrictions.
- Step 4 Identification of threatening processes such as human activities and natural occurrences that can cause some of the following effects: habitat destruction; species removal and disturbance; pollution (heavy metals, oil spills and toxic chemicals); and run off.
- Step 5 Assess the comprehensiveness, adequacy and representativeness of ecosystems and habitats in existing Marine Protected Areas within each Interim Marine and Coastal Regionalisation of Australia bioregion.
- Step 6 Develop priorities for Marine Protected Areas at the bioregional and ecosystem level, based on results of steps 4 and 5.
- Step 7 Develop additional criteria for identification and selection of Marine Protected Areas if required.
- Step 8 Select and prioritise sites for Marine Protected Areas from a candidate list of Marine Protected Areas using Tasmanian selection criteria, and any other additional criteria developed in step 7 and identify arrangements for management, funding and enforcement.
- Step 9 Assess feasibility of potential Marine Protected Areas and negotiate new protected areas.
- Step 10 The Resource Planning and Development Commission provides to the Minister a final recommendations report on potential Marine Protected Areas based on the completion of steps 2-9 inclusive.
- Step 11 Obtain Cabinet approval for final management arrangements and the International Union for the Conservation of Nature Categories (IUCN) based on management objectives, values and resources identified in this step, and Establish Marine Protected Areas.
- Step 12 Undertake management tasks, including ongoing evaluation and review of Marine Protected Areas.

The steps outlined above are not necessarily a sequence as many of the tasks may be performed simultaneously. In addition, all will involve feedback loops as the process is continual. The relationship between these steps is illustrated opposite.



RPDC = Resource Planning and Development Commission
MPA = Marine Protected Area
IUCN = International Union for Conservation of Nature Categories



Criteria for Identification of Marine Protected Areas

The identification of potential Marine Protected Areas to form part of the Representative System of Marine Protected Areas in Tasmania will be conducted through a formal process, with each potential Marine Protected Area being measured against clearly enunciated identification criteria.

The identification criteria adopted by the Tasmanian Government are as follows.

Comprehensiveness

- Adds to the coverage of the full range of ecosystems recognised at an appropriate scale within and across each bioregion.
- Enhances the comprehensive nature of the Representative System of Marine Protected Areas in Tasmania.

Adequacy

- The size of the area, its boundaries and location are adequate to ensure that its biological and ecological values can be protected and managed and the impact of activities can be minimised.

Representativeness

- Represents one or more ecosystems within an Interim Marine and Coastal Regionalisation of Australia bioregion.
- Enhances the representative nature of the Representative System of Marine Protected Areas in Tasmania.

Ecological Importance

- Contributes to maintenance of essential ecological processes or life-support systems.
- Contains habitat for rare or endangered species.
- Preserves genetic diversity, ie. is diverse or abundant in species.
- Contains areas on which other species or other systems are dependent, eg. contain nursery or juvenile areas or feeding, breeding or rest areas for migratory species.
- Contains one or more areas which are a biologically functional, self-sustaining ecological unit.

International or National Significance

- Is listed, or has the potential to be listed, on the World or National Heritage List or declared as a Biosphere Reserve or subject to an international or national conservation agreement.

Uniqueness

- Contains unique species, populations, communities or ecosystems.
- Contains unique or unusual geographic features.



Productivity

- Do the species, populations, or communities of the area have a high natural productivity.

Vulnerability Assessment

- Contains ecosystems and/or communities vulnerable to natural processes.

Biogeographic Importance

- Captures important biogeographical qualities.

Naturalness

- Extent to which the area has been protected from, or not been subject to, human-induced change.



photo: Jon Bryan



Criteria for Selection of Marine Protected Areas

Once potential Marine Protected Areas have been identified through the identification process, the selection of individual Marine Protected Areas to form part of the Tasmanian Representative System of Marine Protected Areas will occur. Like the identification process, the selection of Marine Protected Areas will be done via the application of a series of formal selection criteria set out in this Strategy.

The formal selection process for Marine Protected Areas involves assessing each potential Marine Protected Area against the following criteria.

Economic Interests

- Existing or potential contribution to economic value by virtue of its protection, eg. for recreation or tourism, or as a refuge or nursery area, or source of supply for economically important species.
- Current or potential use for the extraction of, or exploration for resources.
- Importance for shipping and/or trade.
- Value due to its contribution to local or regional employment and economic development.

Indigenous Interests

- Traditional usage and/or current economic value.
- Contains indigenous cultural values.
- Native title considerations.

Social Interests

- Existing or potential value to the local, national or international communities because of its heritage, cultural, traditional, aesthetic, educational, recreational, or economic values.

Scientific Interests

- Existing or potential value for research and monitoring.

Practicality/Feasibility

- Degree of insulation from external destructive influences.
- Social and political acceptability, and a degree of community support.
- Access for recreation, tourism, education.
- Lends itself to practical management (cost effectiveness, compliance etc.).

Vulnerability Assessment

- Extent to which the site is vulnerable and susceptible to human induced changes and threatening processes.

Replication

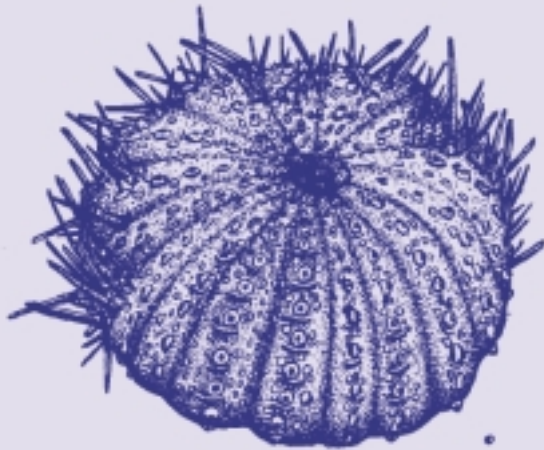
- Provides a replication of ecosystems within a Marine Protected Area within the bioregion.



Establishment and Management of Marine Protected Areas

The declaration of new Marine Protected Areas as a result of the implementation of the comprehensive, systems based framework set out in this Strategy, will combine to provide Tasmania with a Representative System of Marine Protected Areas. The *Living Marine Resources Management Act 1995* and the *National Parks and Wildlife Act 1970* will be utilised to establish new Marine Protected Areas (see Appendix 2).

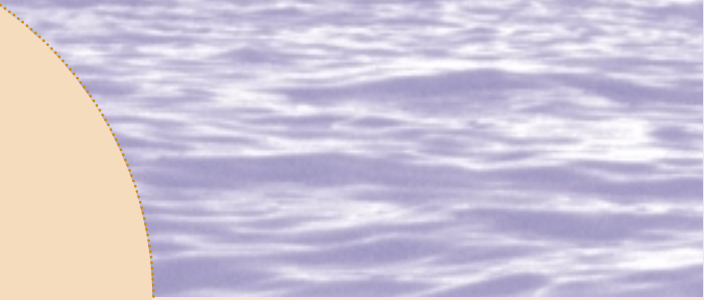
The Government is committed to the ongoing assessment of the performance of Marine Protected Areas in meeting the objectives for which they were declared. To meet this commitment the Government, through the Department of Primary Industries, Water and Environment and the Tasmanian Aquaculture and Fisheries Institute, will undertake a regular monitoring and research program at two levels. The first level of the program will involve a performance assessment of each individual Marine Protected Area. The second level will be an investigation into the effectiveness of the Tasmanian Representative System of Marine Protected Areas as a whole.



The program will involve an assessment of how each Marine Protected Area is being used, by way of surveillance or activity monitoring together with undertaking ongoing scientific research, to provide information on the condition of the Marine Protected Areas and the impacts of both human use and natural occurrences. The results of monitoring and research will then be fed into the management planning process, and will thus ensure that the management plan of each Marine Protected Area is based on the most up to date information available.



Public Education and Consultation



Tasmania's marine resources form an essential part of the State's economic and cultural heritage. Through the development of this Strategy, the Tasmanian Government has recognised the need to formally conserve and protect the full range of marine ecosystems, habitats and species that occur along Tasmania's coast. It also recognises that the effective management of these resources is a shared responsibility between government, users and the wider community. The early involvement and active participation of direct and indirect users of the marine environment, and the community

in general, is crucial to the successful development, implementation and management of a Tasmanian Representative System of Marine Protected Areas.

Education and awareness of this Strategy is therefore of the utmost importance. All parties must be well informed. The aims of the Strategy must be clearly defined and understood. It is essential that all stakeholders who may be involved in, or affected by, Marine Protected Area development and/or management and the suite of issues that relate to them, be identified and a consultation and education process established. Consultation and education engenders a sense of stewardship and increases the ability of stakeholders to provide informed contributions. It also enables decision makers to have a good understanding of the concerns and values of stakeholders.

This Strategy recommends that the education priorities for the Tasmanian Representative System of Marine Protected Areas are as follows.

- Develop an education and community awareness program to promote Tasmania's marine biodiversity, habitats and ecosystems.
- Develop an education and community awareness program to promote the role and benefits of establishing Marine Protected Areas.
- Investigate and support opportunities to establish community-based monitoring and awareness programs (such as 'Dragon Search', 'Reef Watch') as tools to raise community awareness of Tasmania's diverse marine environments.

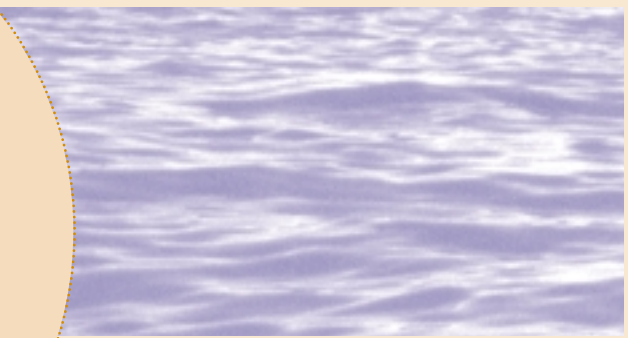
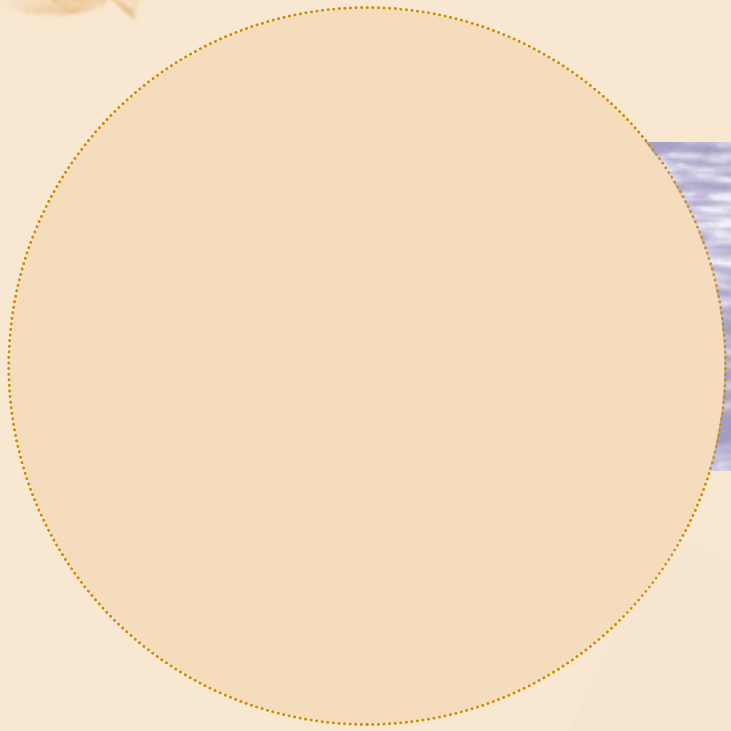
The awareness and education component of the program will develop different types of materials for different audiences, including schools, resource users, government agencies, community and various non government groups. A wide range of education tools can be used, for example, public meetings, brochures, booklets and educational videos.



Review of the Representative System of Marine Protected Areas

The Tasmanian Government, stakeholders and community will review the policy framework for the establishment of the Tasmanian Representative System of Marine Protected Areas outlined in this Strategy five years after the finalisation of the Strategy. This review will ensure that the policy framework outlined in this Strategy continues to provide the most effective process for the development of Marine Protected Areas within Tasmanian State waters.







Glossary

Adequacy The maintenance of the ecological viability and integrity of populations, species and communities.

Baseline The territorial sea baseline is the line from which the seaward limits of Australia's maritime zones are measured.

Biodiversity The variety of life forms – the different plants, animals and micro-organisms, the genes they contain, and the ecosystems they form. It is usually considered at three levels: genetic diversity, species diversity and ecosystem diversity.

Bioregion or Biogeographic Region A complex area (land/sea) composed of a cluster of interacting ecosystems that are repeated in similar form throughout. Region descriptions seek to describe the dominant land/sea scape in terms of a hierarchy of interacting biophysical attributes. Biogeographic regions vary in size, with larger regions found where areas have more subdued environmental gradients. These are defined and delineated at the meso-scale.

Comprehensiveness Includes the full range of ecosystems recognised at an appropriate scale within and across each bioregion.

Conservation The protection, maintenance, management, sustainable use, restoration and enhancement of the natural environment.

Ecosystem A dynamic complex of plant, animal and micro-organism communities and their non-living environment interacting as a functional unit.

IMCRA The Interim Marine and Coastal Regionalisation for Australia is an ecosystem based classification for marine and coastal environments. It provides ecologically based regionalisations at the mesoscale (100–1000 km) and at a provincial scale (greater than 1000 km).

Inshore The near coastal waters extending from the coastline and estuaries out to 3 nautical miles seaward of the baseline, which is the boundary of the State and Territory waters.

International Union for the Conservation of Nature Guidelines for Protected Area Management Categories Nationally and Internationally recognised categories for marine protected areas. See Appendix 1 for full explanation of the different categories.

Marine Protected Area An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means.

Naturalness The extent to which an area has been protected from, or has not been subject to human-induced change.

Replication The principle that if more than one sample of an ecosystem is reserved across its geographic range this will decrease the likelihood that chance events will cause the ecosystem to decline.

Representativeness Those marine areas that are selected for inclusion in reserves should reasonably reflect the biotic diversity of the marine ecosystems from which they derive.

State waters State waters are (a) any waters of the territorial sea of Australia that are (i) within 3 nautical miles of the baseline by reference to which the territorial limits of Australia are defined for the purposes of international law; and (ii) adjacent to the State; and (b) any marine or tidal waters that are on the landward side of that baseline and are adjacent to the State, except inland waters; and (c) any land which is swept by those waters to the highest landward extent; and (d) in relation to a fishery managed under a law of Tasmania under an arrangement, any waters to which the arrangement relates; and (e) in relation to recreational fishing to which the Commonwealth Act does not apply, any waters to which the legislative powers of Tasmania extend. In relation to a fishery managed under law other than a law of Tasmania under an arrangement, State waters do not include any waters to which that arrangement relates.

In summary: this means the near coastal waters extending from the coastline and estuaries out to 3 nautical miles seaward of the baseline.

Threatened species and/or ecological communities A species or ecological community that is vulnerable or endangered.

Threatening processes The dominant limiting factors and constraints to the ongoing conservation of biodiversity.

Viability The likelihood of long-term survival of the example/population of the particular ecosystem or species under consideration.

Vulnerability The predisposition of an area to a threatening process.



Appendix I

International Union for the Conservation of Nature Guidelines for Protected Area Management Categories

Category Ia Strict Nature Reserve: Protected Area managed mainly for science

Area of land and/or sea possessing some outstanding or representative ecosystems, geological or physiological features and/or species, available primarily for scientific research and/or environmental monitoring.

Category Ib Wilderness Area: Protected Area managed mainly for wilderness protection

Large area of unmodified or slightly modified land and/or sea, retaining its natural character and influence, without permanent or significant habitation, which is protected and managed so as to preserve its natural condition.

Category II National Park: Protected Area managed mainly for ecosystem conservation and recreation

Natural area of land and/or sea, designated to (a) protect the ecological integrity of one or more ecosystems for this and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.

Category III Natural Monument: Protected Area managed for conservation of specific natural features

Area containing one or more specific natural or natural/cultural feature which is of outstanding value because of its inherent rarity, representative or aesthetic qualities or cultural significance.

Category IV Habitat/Species Management Area: Protected Area managed mainly for conservation through management intervention

Area of land and/or sea subject to active intervention for management purposes so as to ensure the maintenance of habitats and/or to meet the requirements of specific species.

Category V Protected Landscape/Seascape: Protected Areas managed mainly for landscape/seascape conservation and recreation

Area of land, with coast and seas as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, cultural and/or ecological value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area.

Category VI Managed Resource Protected Areas: Protected Area managed mainly for the sustainable use of natural ecosystems

Area containing predominantly unmodified natural systems, managed to ensure long term protection and maintenance of biological diversity, while providing at the same time a sustainable flow of natural products and services to meet community needs.

For further information regarding the objectives of each of the International Union for the Conservation of Nature (IUCN) management categories outlined above, please refer to Appendix Three of the publication titled, *Strategic Plan of Action for the National Representative System of Marine Protected Areas: A Guide for Action by Australian Governments*. A full reference for this publication can be found in the list of Suggested Further Reading on page 26 of this Strategy.



Appendix 2

Potential types of Marine Protected Area within Tasmania's existing marine ecosystem management framework

Living Marine Resources Management Act 1995

Marine Resources Protected Area

An area established for any or all of the following purposes:

- the protection of representative samples of marine and estuarine habitats and ecosystems;
- the maintenance of fish species and genetic diversity;
- the protection of sites of ecological significance or fragility;
- the protection of biological productivity of fish species through enhanced egg production and settlement within, and propagation from, the area;
- the protection of vulnerable fish species and their habitats;
- the establishment of scientific reference area;
- public education in the resources, protection and use of the marine environment.

Establishment Process

The *Living Marine Resources Management Act 1995* provides for the establishment of a Marine Protected Area as a marine resources protected area by the Minister for Primary Industries, Water and Environment. Before the Minister establishes a marine resources protected area, a draft marine resources protected area management plan is prepared and approved. The marine resources protected area management plan is released for public comment prior to its approval.

National Parks and Wildlife Act 1970

Nature Reserve

An area of land that contains natural values that contribute to the natural biological diversity or geological diversity of the area of land, or both; and are unique, important or have representative value. The purposes of reservation are the conservation of the natural biological diversity or geological diversity of the area of land, or both, and the conservation of the natural values of that area of land that are unique, important or have representative value.

State Reserve

An area of land containing any of the following:

- significant natural landscapes;
- natural features;
- signs, objects or places of significance to Aboriginal people.

The purposes of reservation are the protection and maintenance of any one or more of the following:

- a) the natural and cultural values of the area of land;
- b) sites, objects or places of significance to Aboriginal people contained in that area of land;
- c) use of the area of land by Aboriginal people –

while providing for ecologically sustainable recreation consistent with conserving any of the things referred to in paragraph (a), (b) and (c) as applicable.

National Park

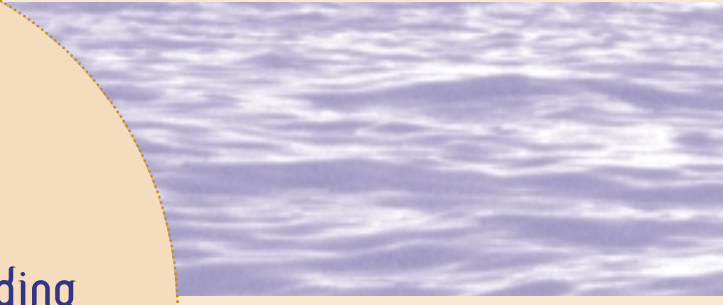
A large area of natural land containing a representative or outstanding sample of major natural regions, features or scenery. The purposes of reservation are the protection and maintenance of the natural and cultural values of the area of land while providing for ecologically sustainable recreation consistent with conserving those values.

Conservation Area

An area of land predominantly in a natural state. The purposes of reservation are the protection and maintenance of the natural and cultural values of the area of land and the sustainable use of the natural resources of that area of land.

Establishment Process

The *National Parks and Wildlife Act 1970* provides for the establishment of a Marine Protected Area as either: a National Park; a State Reserve; a Nature Reserve; or a Conservation Area. These areas are declared by the Governor, and in the case of a National Park, State Reserve or a Nature Reserve, the declaration is also approved by both Houses of Parliament. Once the Marine Protected Area is established a management plan is prepared and approved. The management plan is released for public comment prior to its approval.



Suggested Further Reading

Department of Primary Industries, Water and Environment, 2000, *Tasmanian Marine Protected Areas Strategy: Background Report*, Crown in Right of the State of Tasmania, Hobart.

Interim Marine and Coastal Regionalisation for Australia Technical Group, 1998, *Interim Marine and Coastal Regionalisation for Australia: an ecosystem-based classification for marine and coastal environments Version 3.3*, Environment Australia, Canberra.

Australian and New Zealand Environment and Conservation Council Task Force on Marine Protected Areas, 1998, *Guidelines for Establishing the National Representative System of Marine Protected Areas*, Environment Australia, Canberra.

World Commission on Protected Areas of IUCN – The World Conservation Union, 1998, *Protected Areas Programme PARKS The International Journal for Protected Area Managers*, Volume 8, Number 2, June 1998.

Australian and New Zealand Environment and Conservation Council Task Force on Marine Protected Areas, 1999, *Strategic Plan of Action for the National Representative System of Marine Protected Areas: A Guide for Action by Australian Governments*, Environment Australia, Canberra.

Environment Australia, *Australia's Marine Protected Areas*, Environment Australia, Canberra.

Department of Conservation and Land Management, *NEW HORIZONS the way ahead in marine conservation and management*, Government of Western Australia.













