DECISION NO.

02670

Proposed Listing of Parts of Moreton Bay and Bowling Green SUBJECT:_ Bay National Park Under the RAMSAR Convention. (Submission No. 02565) 11.55 a.m. ROBSON SCopies Received at 212/1993 p.m. Copies CIRCULATION DETAILS Made Copy of relevant 50 Submission attached 1 21 MR GOSS **Premier's** 2 22 MR BURNS Admin Services GODY of religionally Treasury St 3 Submission attached 23 MR DE LACY 4 24 MR GIBBS Tourism, Sport and Racing Copy of relevant 5 25 **MR HAMILL** 22 Submission anached Transport 6 MR CASEY 26 Primary Industrie Submission attached 7 27 MR BRADDY Police 8 28 MR COMBEN Education CODY of relevani Housing, Local 9 MR MACKENBOTH 29 Submission analoned Govt. & Planning of relevant Justice & 3 2 Submission anached 10 MR WELLS 30 Attorney-General avant CODV Of 11 31 Family Services & MS WARNER Submission attached Abor & Is Affairs 12 32 MR MILLINER **Consumer Affairs** Copy of relevant 13 33 **MR SMITH** Lands Submission attached 14 34 MR HAYWARD Health Copy of relevant 21 15 35 Submission attached MR McGRADY Minerals & Energy 16 36 MR FOLEY DEVETIR 17 37 MR ELDER DBIRD Copy of relevant Copy of the s 49 44 MS ROBSON Submission attached 18 Submission anached 38 Env & Heritage Copy of relevant 19 GOVERNOR 39 PSMC 10 Submission attached **Master File** 20 40

CABINET MINUTE

8 12/1993

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Queensland Department of Environment and Heritage

160 Ann Street • Brisbane Queensland • PO Box 155 • North Quay Qld 4002 • Telephone (07) 227 7111 • Facsimile (07) 227 6534 Brisbane Albert Street Qld 4002

G. Inglis

22 78849

Telephone Your reference Our reference

Enquiries to

2 February 1993

Dr B. Head Executive Director Cabinet Secretariat Floor 13, Executive Building 100 George Street BRISBANE Q 4000

Dear Dr Head

Enclosed are 55 copies of a Cabinet Submission entitled:

Proposed listing of parts of Moreton Bay and Bowling Green Bay National Park under the RAMSAR Convention

A total of 56 copies of the submission have been produced. I have arranged distribution of the submission:

Copy No.

Department/Branch

Officer

56

Director-General Department of Environment and Heritage

C. Emerson

Also enclosed is a disk copy of the submission. For further information please contact me on 227 8849.

Yours sincerely

Graham Inglis Cabinet Legislation and Liaison Officer

11.55a 2/2/93

OFFICE OF THE CABINET

BRIEFING REQUEST: CABINET DOCUMENT

Minister:	Minister for	r Environmer	nt and Heritage		
<u>Submission Title:</u>	and Bowling		s of Moreton Bay National Park un n	der <u>Number</u> : 02565.	
Security Classificati	on:	Secret	Restricted	Confidential	
Submission Type:	Subm	nission	Memorandum	Authority to Prepare	
	Autho	ority to Introd	duce S	Subordinate Legislation	
	Арро	ointment	Information Pa	per	
Received by Cabine	et Secretariat:	2.2.93 11, 50 au	m.	Received by Briefing Officer:	
Briefing Paper to k	e prepared by	y: SPU			
Other central agence	y units to con	<u>ıment</u> : EDD			
Previous Cabinet Decisions: DN:01938 (SPU-A.MacDonagh)					
Matters arising fro	om Draft Subi	mission: DS 4	42/93 (SPU-T.Red	ldel)	
Originating Departm	ment CLLO:M	lr G. Inglis	Telephone 237	8849	
Date and Time Briefing Paper Completed by Briefing Officer:					

Date and Time Briefing Paper Submitted to Cabinet Secretariat:

Briefing Paper to Premier:

PLEASE PROVIDE INFORMATION REQUESTED OVERLEAF AND RETURN FORMS TO CABINET SECRETARIAT 13TH FLOOR

Security and Consultation

Security: List people to whom you have shown this document:

Name

Department

Contact No.

NI

Consultation: List people you have consulted in preparing the Briefing Paper.

Name

Department/Organisation

Premarens. A Goo mter Robyn Potter EDD. LAPU Rominic

PLEASE PROVIDE THE NECESSARY INFORMATION ABOVE

Other Matters:

OFFICE OF THE CABINET CABINET BRIEFING PAPER

SUBMISSION NO. 02565 Proposed Listing of Parts of Moreton Bay and Bowling Green Bay National Park under the RAMSAR Convention

MINISTER Environment and Heritage

BACKGROUND

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- 1. This submission seeks Cabinet approval for the submission to the Commonwealth Government of the detailed boundaries of part of Moreton Bay and part of National Park 767, adjoining Bowling Green Bay, for listing under the RAMSAR Convention as wetlands of international importance. Bowling Green Bay is located 40 km South-East of Townsville. The maps attached to the submission provide details of the Moreton Bay boundaries.
- 2. In Decision No. 01938 of 24 February 1992, Cabinet decided that detailed boundaries for the proposed nominations should be developed by the Minister for Environment and Heritage in consultation with relevant Ministers and resubmitted to Cabinet prior to submission to the Commonwealth.
- 3. The RAMSAR Convention is an intergovernmental treaty which provides the framework for international co-operation for the conservation of wetland habitats. Australia was one of the first signatories to the Convention.
- 4. A review of the 40 sites listed in Australia is currently being undertaken by the Australian National Parks and Wildlife Service. Queensland is the only State that does not have any listed sites under the RAMSAR Convention. Environment and Heritage believes that the current revision of the listed sites provides an opportunity to redress this situation.

ISSUES

- 5. There are five issues for consideration:
 - management implications of the nomination
 - the timing of public announcements
 - the results of consultation
 - Mabo implications
 - implications of the nomination on the historical status of Moreton Bay.
 - 6. The State will have responsibility for management of the nominated areas under an agreement between the Commonwealth and the States. There is an obligation that the site will be managed within the framework of sustainable use and habitat conservation and that the ecological character of the wetlands should be maintained. This obligation is intended to be met by instituting a management regime for the Moreton Bay under the proposed Moreton Bay Strategy and Marine Park declaration.

- 7. Environment and Heritage propose that there should be separate public announcements for the Bowling Green Bay nomination and the Moreton Bay nomination. The Cabinet meeting in Townsville on 8 February 1993 provides the opportunity for announcement of the decision on Bowling Green Bay. It is proposed an announcement on Moreton Bay will be made in conjunction with announcements to be made on the Moreton Bay Strategic Plan and the Moreton Bay Marine Park, on which a Cabinet Submission is scheduled for consideration on 15 February.
- 8. Key State Departments, affected local authorities and community groups have been consulted. The boundaries of the proposed Bowling Green Bay nomination are not contentious as they fall entirely within the existing National Park. The boundaries of the Moreton Bay nomination have been modified in order to meet the requirements of a range of government, community and industry needs. Remaining concerns should be addressed in the context of the Moreton Bay Strategic Plan and Moreton Bay Marine Park Zoning Plan. Some community groups may express the view that more wetlands should have been included in the Moreton Bay nomination. It could be argued that the proposed boundaries represent a consensus position which attempts to balance environmental, social and economic considerations.
- 9. Family Services and Aboriginal and Islander Affairs were concerned about the effect of the RAMSAR listing on traditional fishing and collecting by Aboriginal people. RAMSAR listing will have no effect on these activities nor in the opinion of the Office of the Cabinet will the proposal be likely to extinguish native title which might be granted under the Mabo principle because the nomination of the site is not dealing with the land in a way which is inconsistent with the continuation of native title.
 - 11. EDD are concerned that listing under the RAMSAR may diminish Queensland's claim that Moreton Bay is within its sovereign limits which is based on the argument that Moreton Bay is an "historic bay" as defined by the <u>Seas and Submerged Lands Act</u>. EDD want approval of the Moreton Bay listing delayed until after the Solicitor General has had the opportunity to brief the Attorney General on this matter.
 - 12. LAPU has consulted with the Office of the Solicitor General and advised that the RAMSAR nomination and "historical bay" question are distinct issues, and that proceeding with the nomination would not diminish Queensland's claim.

RECOMMENDATION

10. Support IR Tim Reddel/John Ridgway Social Policy Unit Ext. 58009 4 February 1993

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A/Unit Director <u>any</u> A/Deputy D-G A/DG

Copy No.

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CONFIDENTIAL

CABINET MINUTE

Townsville, 8 February 1993

Decision No. 02670 (Sub. No. 02565)

<u>TITLE</u>: Proposed listing of parts of Moreton Bay and Bowling Green Bay National Park Under the RAMSAR Convention.

CABINET decided:-

That the following nominations for submission to the Commonwealth Government for listing as Wetlands of International Importance under the RAMSAR Convention be approved:

- (a) those parts of Moreton Bay coloured green on the plan in Figure 2 attached to the Submission and as set out in detail on map sheets 1-13 of Attachment 1 to the Submission; and
- (b) part of National Park 767 adjoining Bowling Green Bay as hachured blue in Figure 3 attached to the Submission.
- CIRCULATION:

Implementation Responsibility

Department of Environment and Heritage and copy to Minister. Departmental Records Department of the Premier, Economic and Trade Development. Treasury Department. Public Sector Management Commission. Department of Transport. Department of Primary Industries. Department of Housing, Local Government and Planning. Department of Justice and Attorney-General. Department of Family Services and Aboriginal and Islander Affairs. Department of Lands. Department of Minerals and Energy. Perusal and Return All other Ministers and Chief Executives.

Secretary of Cabinet

02565

SECURITY CLASSIFICATION "C"

SUBMISSION NO.

CABINET SUBMISSION

COPY NO. 20

COVER SHEET

TITLE

Proposed listing of parts of Moreton Bay and Bowling Green Bay National Park under the RAMSAR Convention.

MINISTER

Minister for Environment and Heritage

OBJECTIVE OF SUBMISSION

To seek Cabinet approval for the submission to the Commonwealth Government of the detailed boundaries of a nomination of part of Moreton Bay and part of National Park 767, adjoining Bowling Green Bay, for listing under the RAMSAR Convention as Wetlands of International Importance.

BACKGROUND

(i) <u>Context</u>

The RAMSAR Convention is an inter-governmental treaty which provides the framework for international cooperation for the conservation of wetland habitats.

(ii) Previous Consideration by Government

In Decision No. 01938 of 24 February 1992, Cabinet decided that detailed boundaries for the proposed nominations should be developed by the Minister for Environment and Heritage in consultation with relevant Ministers and resubmitted to Cabinet prior to submission to the Commonwealth.

MAJOR POINTS OF POLICY REQUIRING RESOLUTION

This submission is brought to Cabinet to determine the detailed boundaries of the nominations of areas of significant wetland in Moreton Bay and at Bowling Green Bay.

COPRINT

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(2)

URGENCY

Queensland is the only State that does not have any listed sites under the RAMSAR Convention, despite having some of Australia's most significant wetlands. A current revision of the listed sites provides an opportunity to redress this situation.

The Cabinet meeting in Townsville on 8 February 1993 provides the opportunity for announcement of the decision on Bowling Green Bay.

CONSULTATION

The following agencies were consulted:

Office of the Cabinet Department of the Premier, Economic and Trade Development Department of Housing, Local Government and Planning Department of Transport Department of Minerals and Energy Department of Justice and Attorney-General Department of Family Services, Aboriginal and Islander Affairs Department of Lands Port of Brisbane Authority Queensland Fish Management Authority

Affected local authorities and relevant conservation groups were consulted.

RESULTS OF CONSULTATION

In respect of the Moreton Bay nomination, the boundaries have been developed so that they are acceptable to all relevant Ministers and State management and local authorities. The boundaries as proposed represent a consensus position.

The boundaries of the proposed Bowling Green Bay nomination fall entirely within the existing National Park and are not contentious.

FINANCIAL CONSIDERATIONS

Listing of the sites under the Convention will not require any change to current administrative or management arrangements and will have no financial implications.

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(3)

PUBLIC PRESENTATION

The proposed nomination will demonstrate the Government's recognition of the international significance of the State's wetlands and its commitment to their protection. An announcement on the Bowling Green Bay nomination could be made following the Cabinet meeting scheduled for Townsville on 8 February. An announcement on the Moreton Bay nomination could be made in conjunction with announcements on the Moreton Bay Strategic Plan and the Moreton Bay Marine Park at a later date.

RECOMMENDATION

That Cabinet approve the following nominations for submission to the Commonwealth Government for listing as Wetlands of International Importance under the RAMSAR Convention:

- those parts of Moreton Bay coloured green on the attached plan (Figure 2) and set out in detail on map sheets 1-13 of Attachment 1;
- (ii) part of National Park 767 adjoining Bowling Green Bay as hachured blue in Figure 3.

MOLLY ROBSON MINISTER FOR ENVIRONMENT AND HERITAGE

Date: 27/1/93.



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(4)

SECURITY CLASSIFICATION "C"

CABINET SUBMISSION

BODY OF SUBMISSION

OBJECTIVE OF SUBMISSION

 To seek Cabinet approval for the submission to the Commonwealth Government of a nomination of part of Moreton Bay and part of National Park 767, adjoining Bowling Green Bay for listing under the RAMSAR Convention as Wetlands of International Importance.

BACKGROUND

- (i) <u>Context</u>
- 2. The RAMSAR Convention is an inter-governmental treaty which provides the framework for international cooperation for the conservation of wetland habitats. Australia was one of the first signatories to the Convention and is also signatory to the Japan-Australia (JAMBA) and China-Australia (CAMBA) migratory bird agreements. Sites presently listed in Australia cover three million hectares (Figure 1). Queensland is the only State that does not have any listed sites despite having some of Australia's most important wetlands.
- 3. The Australian National Parks and Wildlife Service (ANPWS) has been requested by the RAMSAR Bureau to revise the documentation for each of the 40 sites currently listed in Australia. The review of sites, in conjunction with a survey of Queensland wetlands funded by ANPWS, provides the Queensland Government with the opportunity to nominate significant wetland sites in Queensland for listing.

(ii) Previous Consideration by Government

4. In Decision No. 01938 of 24 February 1992, Cabinet decided that detailed boundaries for the proposed nominations should be developed by the Minister for Environment and Heritage in consultation with the Honourable the Minister for Housing, Local Government and Planning, the Honourable the Minister for Transport, the Honourable the Minister for Primary Industries and the Honourable the Minister for Minerals and Energy and resubmitted to Cabinet prior to submission to the Commonwealth.

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CABINET-IN-CONFIDENCE

5. The Commonwealth Government is the contracting party to the RAMSAR Convention and is responsible for ensuring that obligations imposed by the Convention are met by Australia. However, under an agreement reached between the Commonwealth and the States when Australia became a party to the Convention, the States clearly have the responsibility for managing the nominated sites. 6. The boundaries of the proposed nominations have been developed to take account of any concerns raised by Departments or local authorities and there are no policy issues associated with the nominations which require resolution. MAJOR POINTS REQUIRING RESOLUTION 7. This submission is brought to Cabinet to determine the detailed boundaries of the nominations of areas of significant wetland in Moreton Bay and at Bowling Green Bay. URGENCY 8. Queensland is the only State that does not have any listed sites under the RAMSAR Convention, despite having some of Australia's most significant wetlands. A current revision of the listed sites provides an opportunity to redress this situation. The Cabinet meeting in Townsville on 8 February 1993 provides the opportunity for announcement of the decision on Bowling Green Bay. CONSULTATION 9. The following agencies have been consulted: Office of the Cabinet Department of the Premier, Economic and Trade Development Department of Housing, Local Government and Planning Department of Transport Department of Primary Industries Department of Minerals and Energy Department of the Attorney-General Department of Family Services, Aboriginal and Islander Affairs Department of Lands Port of Brisbane Authority Queensland Fish Management Authority

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- 10. Relevant Ministers, affected local authorities and conservation groups have been consulted.
- 11. The boundaries of the proposed Moreton Bay nomination have been particularly modified to avoid future expansion areas for the Port of Brisbane (Port of Brisbane Authority), coral and sand dredging areas (Department of Minerals and Energy) possible road and bridge development areas, all jetties, commuter facilities, boat ramps and infrastructure (Department of Transport), commercial fishery areas (Department of Primary Industries) and a possible extension area for Brisbane Airport (Department of the Premier, Economic and Trade Development). The boundaries as proposed represent a consensus position. The Department of Family Services, Aboriginal and Islander Affairs raised the possibility that the Moreton Bay listing would limit traditional fishing and collecting by Aboriginal people and the use of the Bay as a cultural resource. RAMSAR listing will have no impact on the exercise of traditional rights to hunt, fish and gather or on other cultural activities. Those activities will be addressed in the proposed Moreton Bay Marine Park Zoning Plan which will be developed on the basis of comprehensive consultation with all interests, including Moreton Bay Aboriginal communities.
- 12. The boundaries of the proposed Bowling Green Bay nomination fall entirely within the existing National Park and are not contentious.
- 13. Conservation groups will be generally supportive of the proposed nominations though the Queensland Ornithological Society and the Australian Littoral Society may express the view that more wetlands need to be incorporated into the Moreton Bay nomination. The proposed boundaries for Moreton Bay represent a consensus position supported by all management authorities and future additions may be made to the nominated area if there is agreement by all interested parties.

FINANCIAL CONSIDERATIONS

 Listing of the sites under the Convention will not require any change to current administrative or management arrangements and will have no financial implications.

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(7)

PUBLIC PRESENTATION

15. The proposed nomination will demonstrate the Government's recognition of the international significance of the State's wetlands and its commitment to their protection. Based on responses received to the draft Moreton Bay Strategic Plan, the Moreton Bay nomination should receive strong support in the south-east corner of the State. An announcement on the Bowling Green Bay nomination could be made following the Cabinet meeting scheduled for Townsville on 8 February. An announcement on the Moreton Bay nomination could be made in conjunction with announcements on the Moreton Bay Strategic Plan and the Moreton Bay Marine Park at a later date.

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Media Statement

Hon. Molly Robson, MLA Minister for Environment and Heritage



DRAFT MINISTERIAL MEDIA STATEMENT

BOWLING GREEN BAY AREA NOMINATED FOR INTERNATIONAL WETLAND LIST

The foreshores and adjacent wetlands of Bowling Green Bay south-east of Townsville are to be nominated for listing under an international wetlands convention.

Queensland Cabinet approval for the submission to the Commonwealth Government was announced today by Environment and Heritage Minister Molly Robson.

'The Ramsar Convention on wetlands of international importance especially as waterfowl habitat is the oldest of the global nature conservation treaties and the only one to deal with a particular ecosystem type.

'Australia's 40 listed sites cover more than three million hectares.

'A revision of the listed sites shows that although Queensland has some of Australia's most important wetlands, to now no nomination for listing has been made,' she said.

The area to be nominated extends more than 60km around the bay between Cape Cleveland and Cape Bowling Green and is within Bowling Green Bay National Park.

The area is renowned for permanent and migratory birdlife attracted to its freshwater and saltwater habitats.

'The nomination will confirm the Government's recognition of the international significance of the State's wetlands and its commitment to their protection,' Ms Robson said.

'Other Queensland nominations can be expected.'

The Ramsar Convention takes its name from the town in Iran where the convention was signed in 1971. The convention covers a variety of wetland habitats including rivers, lakes, swamps, estuaries and tidal lands.

Its broad objectives are to stem the loss of wetlands and to ensure their conservation, particularly for waterfowl dependent on it but for all flora and fauna.

Methods of implementing the convention are not stated. Results are considered more important than the means and

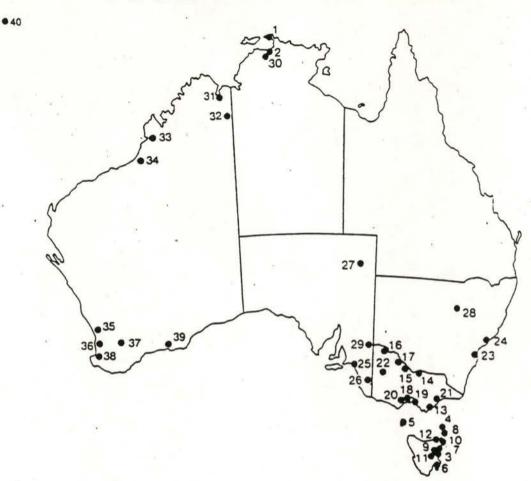
PO Box 155 NORTH QUAY 4002 Telephone (07) 227 8819 Facsimile (07) 221 7082

signatory members are expected to respect the obligations under international law.

Australia became a signatory without reservation in 1975.

Listing does not require any change to current administration or management and has no financial implications.

WETLANDS DESIGNATED BY AUSTRALIA TO THE LIST OF WETLANDS OF INTERNATIONAL IMPORTANCE



LOCATION

14. Barmah Forest

Area (ha)

660

000

930

320

730

920

940 230

650

70 270

90 51 500

 Coburg Peninsula Aboriginal Land and Wildlife Sanctuary Kakadu National Park 66 Stage I Moulting Lagoon Logan Lagoon Conservation Area Sea Elephant Conservation Area 	
Stage I 3. Moulting Lagoon 4. Logan Lagoon Conservation Area 5. Sea Elephant	1
 Logan Lagoon Conservation Area Sea Elephant 	57
Conservation Area 5. Sea Elephant	3
	2
	1
6. Pittwater-Orielton Lagoon	2
7. Apsley Marshes	
8. East Coast Barren Island Lagoons	4
9. Flood Plain Lower Ringarooma River	1
10. Jocks Lagoon	
11. Northwestern Corner of Lake Crescent	
12. Little Waterhouse Lake	

13. Corner Inlet

LOCATION

15.	Gunbower Forest	19	450	
16.	Hattah-Kulkyne Lakes	1	018	
17.	Kerang Wetlands	9	172	
18.	Port Phillip Bay (Western Shoreline) and Bellarine Peninsula		000	
19.	Western Port	52	325	
20.	Western District Lakes	30	182	
21.	Gippsland Lakes	43	046	
22.	Lake Albacutya	10	700	
23.	Towra Point Nature Reserve		281	
24.	Kooragang Nature Reserve	2	206	
25.	Coorong and Lakes Alexandrina and Albert	140	500	
26.	Bool and Hacks Lagoons	3	200	
27.	Coongie Lakes 1	980	000	

Area (ha)

28 500

LOC	ATION	Area (ha)
28.	Macquarie Marshes Nature Reserve	18 200
29.	"Riverland"	30 600
30.	Kakadu National Park Stage II	692 940
31.	Ord River Floodplain	102 000
32.	Lakes Argyle and Kununurra	150 000
33.	Roebuck Bay	55 000
34.	Eighty-mile Beach	125 000
35.	Forrestdale and Thomsons Lakes	754
36.	Peel-Yalgorup System	21 000
37.	Lake Toolibin	437
38.	Vasse-Wonnerup System	740
39.	Lake Warden System	2 300
40.	Hosnie's Spring	<1

Total Area 4 454 861

