CATEGORY	1	
	Urgency	Critical Importance
Category 1	Yes	Yes
Category 2	No	Yes
Category 3	Yes	No
Category 4	No	No

DEPARTMENT OF PRIMARY INDUSTRIES AND FISHERIES
BRIEFING NOTE

COPY

TO: THE HONOURABLE THE MINISTER

SUBJECT: Report – Fatal Shark Attack - Amity

RECOMMENDATION:

1. That the Minister considers the attached:
   - report and associated recommendations
   - draft speaking notes and media release relating to the report.

BACKGROUND:

2. The Minister has called for a Report on the fatal shark attack at Amity on 7 January 2006.

KEY ISSUES:

3. The department operates the Shark Safety Program (SSP) on 87 Queensland Beaches.
4. Until the Amity attack, there had never been a fatal shark attack on a SSP beach.
5. The report highlights the unique nature of Amity and indicates that this site is unlikely to be able to be protected by SSP gear to the extent expected in other Queensland locations.
6. The report recommends that drumline numbers at Amity be increased, that specific signage be located in the area, and that a local communication and education campaign be undertaken.
7. The placement of four additional drumlines at Amity and additional servicing during the school holidays could be arranged within 24 hours. The approximate cost would be $1,000.00 for the drumlines, $4,000.00 for servicing the drumlines during the school holidays, $12,000.00 per year to service the additional drumlines and $1,500.00 for bait. This is a total additional cost of approximately $18,500 per year.
8. The education campaign will include:
   - leaflets which have already been printed (cost $1,500.00) and can be distributed to ferries, tourism outlets within two to three days and schools once they resume
   - radio and community service announcements can be arranged within five days and will cost approximately $1,000.00 per week
   - reprint of brochures distributed by Surf Lifesaving Queensland will cost approximately $7,500.00 and take two to three weeks
   - lectures to schools can be arranged once school resumes.

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BRIEFING OFFICER:	Dan Currey (F)	**DDG, F**	
EXTENSION:	42161	**DATE:**	12 January 2006
AFTER HOURS CONTACT:	Dan Currey		(07) 3398 2665
RECFIND NO:	06/00464	*(General Manager or above)*	*(Include STD area code)*

Relea

Report into the Amity Point Shark Attack Saturday 7 January 2006

Background

On Saturday, 7 January 2006 at approximately 1708 hrs (5.08pm EST), s.73 Irrelevant ir s.73 Irrelevant i was attacked by an unknown species of shark at Amity Point, on the western side of North Stradbroke Island, on the edge of what is known as the Rainbow Channel.

Information gathered to date indicates that s.73 Irrelevant entered the water at the beach near the end of Millers Lane and was swimming in waist or chest deep water. Indications are that she was probably located towards the edge of the channel drop-off. There were other persons swimming in the vicinity of s.73 Irrelevant at the time.

Witnesses heard a scream which drew their attention to s.73 Irrelevan in the water. One witness described seeing a shark partly out of the water during the attack and described it as being light grey on the ventral surface and a darker grey on the dorsal surface. Witnesses also described the length of the shark as being approximately two feet between dorsal fin and tail fin.

s.73 Irrelevant was taken from the water and rescue personnel were called. She was treated at the scene and then transported to the Princess Alexandra Hospital by helicopter at approximately 1730 hrs. She was conscious at the time of transportation. s.73 Irrelevan was pronounced dead at 1818 hrs. (Police Significant Event Message (***Attachment 1***).
It is anticipated that copies of the post mortem report will be obtained from the Coroner in due course. This may assist further in the identification of the species of shark involved.

The Australian Shark Attack File is maintained by the Taronga Park Zoo and is the official record of shark attack in Australia. It lists three non-fatal shark attacks at Point Lookout but there are no recorded reports of attacks at Amity.

Environmental conditions

On the day of the attack, the weather was overcast with some showers occurring throughout the local area. At 1700 hrs, the air temperature was recorded at 23.5°C and the wind speed 27 knots at Cape Moreton. Rainfall recorded in the previous seven days was 114 mm at Point Lookout. Information recorded on the contractor's log for the service completed on the day of the attack shows a sea surface temperature of 28°C at the Amity Point drumlines at 0840am (***Attachment 2***) with a wind speed of 0-6 knots from the south south-west. The tide was falling from a high of 1.99 metres at 1437 hours to a low of 0.45 metres at 2107 hours (adjusted from Brisbane Bar times). The water condition was recorded as cloudy, as per the Shark Safety Program (SSP) scale (see Table 1), with sea conditions smooth to slight. Sunrise on the day was at 05.01 hrsand sunset was at 18.48 hrs, with the light fading earlier due to the overcast conditions.

Information received from the contractor indicates that on the day of the attack and in the preceding days, there were significant numbers of fish, namely tailor and mullet, moving through the Rainbow Channel area.

Table 1

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Water Turbidity
Clear
Cloudy
Very Cloudy
Muddy

Geographic and oceanographic features

Amity Point, on North Stradbroke Island, is situated approximately 26 kilometres in an easterly direction from the mouth of the Brisbane River. It lies on the north western side of the island. A short distance to the north, lies the South Passage Bar between North Stradbroke Island and Moreton Island. The Rainbow Channel runs north – south along the western edge of the island from Peel Island, between the Amity Banks and North Stradbroke Island. The channel drains the southern part of Moreton Bay and the extensive sand flats of the Amity Banks to the west, providing a rich habitat for an extensive range of marine life including dugongs, dolphins, turtles, rays, fish and sharks. Such a feature provides the major highway for all species, particularly on a falling tide.

The water depth in the Rainbow Channel varies from 0.2 of a metre on the shallow banks to a depth of more than 20 metres in the major parts of the channel. The channel cuts in close to the western edge of the Island.

From the beach in question, there is shallow water to a depth of about 1.5 metres for a distance of approximately 15 to 20 metres. Then there is a drop into approximately 10 metres of water for the next 5 metres. This is followed by another drop into the main part of the Channel where the water depth can exceed 20 metres. Aerial photos of Amity are suppied (**Attachment 3**).

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Shark Safety Program (SSP) elements

The SSP at North Stradbroke Island consists of 28 drumlines ***(Attachment 4)*** distributed as follows:

Ocean Beach	12 drumlines (eastern side of the Island),
Cylinder Beach	12 drumlines (northern end) and
Amity	4 drumlines (north-western Side).

At Amity, two drumlines are located at Amity Point and two at the jetty. The two locations are approximately 800 metres apart. (**Attachment 5** shows the positions of the Amity Point drumlines.)

The positioning of the drumlines at Amity Point is to provide limited coverage for a restricted area, namely the jetty and immediate environs. The equipment is positioned within the bounds of the Moreton Bay Marine Park, and importantly, is positioned in a conservation zone which is a "go slow zone" (reduced speed recommended) due to the number of turtles and dugongs on the Amity Banks.

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The four drumlines at Amity Point were installed in 1996 at the request of the Point Lookout Shark Focus Group (now defunct), which represented the local community on matters relating to the SSP. The drumlines were placed adjacent to the township of Amity Point to provide a service to people swimming at the roped beach near the Amity Point jetty.

Historically, SSP data indicates that nets catch more bull sharks than drumlines. An assessment of the area was undertaken at the time and it was decided that a drumline program was appropriate. Nets were impractical due to strong tidal and current influences which affect the overall serviceability of the net in terms of anchoring, high vessel traffic, and known high numbers of non-target species in the area.

An SSP net is 186 metres long with a mesh size of 50 centimetres and moored to the seabed using anchors and chain. The depth of the net is 6 metres***(Attachment 6)***. In a typical installation, nets are set parallel to the shore. Nets are placed more than 100 metres from the shore partly to dissuade swimmer access. For example, in a surf environment, nets are placed 100 to 200 metres behind the last set of breakers. At Amity Point, nets could not be placed in the deepwater, and similarly could not be placed in the shallower water.

Current
The current in the area is subject to tide height and wind conditions , but an average water speed of 4 knots (approx 7.5 kph) would be considered normal, with peaks possibly at 6 to 7 knots (11 – 13 kph). In comparison, an ocean beach net at the Gold Coast would be subject to an average speed of approximately 1 to 1.5 knots (2 -3 kph). The speed of the tidal current at Amity Point would not allow adequate anchorage of a net.

Proximity to bathers
Bathers, consisting generally of island residents and on a seasonal basis, tourists, frequently use the Amity Point beach. Scuba divers and snorkellers are also regularly present. Placing an SSP net in this area would add the risk of a swimmer becoming entangled in the net as the net would have to be positioned very close to the beach. In addition, the drop of the net makes such placement impractical.

Vessel traffic
There is a constant flow of both recreational and commercial boating traffic, in this area, as it is a main channel towards the South Passage Bar. An SSP net would present a semi-permanent navigational hazard in this area while anchored and a mobile hazard should it break free of the anchoring system.

Water depth
From the beach in question, there is shallow water to a depth of about 1.5 metres for a distance of approximately 15 to 20 metres. Then there is a drop off into approximately 10 metres of water for the next 5 metres. This followed by another drop into the main part of the Channel where the water depth can exceed 20 metres. Placing an SSP net in close proximity to the shoreline in this case would add risk to swimmers as well as increasing the potential for SSP equipment to be damaged or removed.

Impact on non-target species
Given the presence of significant numbers of dolphins, turtles and dugongs in this area the impact on non-target species would be significant, with entanglements of marine animals expected to be high.

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The positioning of the drumlines at this location was undertaken in association with the contractor, using his local knowledge of the conditions.

The equipment is serviced under an SSP contract and the work is undertaken by s.73 Irrelevant information The contract specifies a service interval of 14 services in 28 days for Amity Point, with the equipment serviced every Saturday or Sunday and all public holidays.

All fishing equipment and bait are supplied by DPI&F, while the contractor supplies labour, vessel, cleaning equipment and storage facilities. The contractor keeps daily statistics of the work performed andrecordis weather conditions, all of which are regularly forwarded to Brisbane for inclusion in the SSP database.

On the day of the attack, the equipment was serviced as per the terms of the contract, and the contract daily log ***(Attachment 2)*** was completed. The log indicates that there was no catch recorded on any of the drumlines at Amity Point and that two of the lines still had bait attached at 0840 hrs that day.

SSP effectiveness considerations

A review of the Amity shark catch data since 1996 reveals that 18 sharks were captured on the local drumlines. Of these 15 were bull sharks.

Table 2

Amity Point shark catch data

Year	Location	Number Caught	Common Name	length
1997	Amity	1	Bull Whaler	2.1
	Amity	1	Bull Whaler	2.2
	Amity	1	Bull Whaler	2.1
	Amity	1	Bull Whaler	1.3
1998	Amity	1	Bull Whaler	1.9
	Amity	1	Bull Whaler	2
1999	Amity	1	Common Blacktip Whaler	2.1
	Amity	1	Bull Whaler	1.95
2000	Amity	1	Bull Whaler	1.6
	Amity	1	Bull Whaler	2.1
	Amity	1	Blacktip Reef Whaler	1.1
2001	Amity	1	Bull Whaler	2.2
	Amity	1	Sharptooth Shark	2.1
2002	Amity	1	Bull Whaler	1.85
	Amity	1	Bull Whaler	2.1
	Amity	1	Bull Whaler	2.1
2003	Amity	1	Bull Whaler	1.9
2005	Amity	1	Bull Whaler	1.65

The contractor advises that on the morning of the attack the drumlines were serviced. Two still had bait attached, but as per normal contractual arrangements, all four drumlines were rebaited. On the day after the attack, there were still baits on drumlines 1, 2 and 4. The attack occurred nearest to drumline number 3.

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The area around Amity Point, as outlined previously, has an extensive and varied biomass of marine life, including predatory sharks such as bull sharks and other whaler species, tiger sharks and, as occasional visitors, white sharks (white pointers). Smaller whale species, such as Minke whales, pass through this area into Moreton Bay. The Rainbow Channel is a major tidal drainage point with significant movement of marine life through the area occurring every tidal cycle. The "fishing capacity" of the four Amity drumlines needs to be considered in light of this, particularly when the attractiveness of four whole mullet (frozen), which is the bait used, is compared to the availability of abundant quantities of fresh live species.

Signage at Amity

Currently, there is no signage at Amity or other beaches on the Island advising of water or swimmer safety issues. It is understood that the Redland Shire Council is now considering signage.

SSP education strategies

Measures to educate the swimming public have been undertaken in a range of differing circumstances throughout the State. Broad spectrum messages, such as the rules of safe swimming provided by the SSP and SLSQ, have been widely broadcast throughout the media, schools and other displays. DPI&F has been involved in this broader education strategy since 1988.

In the lead up to summer 2005/2006, DPI&F conducted the following communication/ education activities:

Media releases

- Increased shark activity in Queensland – statewide release with specific figures provided for regional areas.
- Summer safety campaign launched in conjunction with Surf Life Saving Queensland – statewide release.
- Summer warning about swimming in canals – statewide with a particular focus on the Gold Coast.
- Shark safety book for kids online – statewide release.

Community education

DP&F sponsored the Surf Life Saving Queensland (SLSQ) surf safety brochure, which had been delivered to 40 schools and approximately 12000 students prior to the start of the summer school holiday period and is expected to reach in excess of 50,000 students in 2006

A mail out to surf life saving clubs of shark safety stickers and magnets was completed in December 2005.

In late December, DPI&F posted its children's shark safety booklet online.

The DPI&F magazine '**Fish',** published in November 2005, featured an article on shark safety information.

Shark safety information has featured on the DPI&F website homepage over the past two months, and in addition, all web material related to the shark safety program has been under review during the past month.

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No specific swimmer safety campaigns were directed at the Amity or North Stradbroke Island area. All media releases are directed to the local outlets, and given the generally high take up of SSP related releases, the probability is high that DPI&F messages were available to persons on the Island through the local media.

Patrols of Amity Point by Surf Life Saving Queensland

DPI&F and SLSQ have maintained a close working relationship for many years. SLSQ routinely assists DPI&F to monitor SSP equipment and report the capture of non-target animals. DPI&F sponsors SLSQ education initiatives aimed at improving swimmer safety awareness. At the time of the attack, Amity Point was not patrolled on either a permanent or part-time basis by SLSQ.

An SLSQ representative has indicated that this matter was already under consideration prior to the attack, because of increasing visitation to the area. He also stated that the process for determining whether patrols should occur considered a number of factors, including drownings or other incidents, the numbers of swimmers present, and that the beach at Amity Point was not a place at which the SLSQ would encourage people to swim, due to the currents and the probable population of sharks. He indicated that in his opinion, creating a flagged beach would lead to a sense of safety that could not be justified. It was suggested that if a flagged area was to be created, then moving it north east towards Flinders Beach, near the shallower banks, would be the preferred option.

Conclusions from Amity Point shark attack

1. The installation of SSP nets at Amity Point is, and never has been, a viable option due to the oceanographic features of the area.

2. The Rainbow Channel is an area of major water flow, and as such a large biomass of fish and other marine life past Amity Point on a daily basis. It is considered to be a major movement path for a range of marine life both into, and out of, Moreton Bay. Anecdotal evidence indicates that there is always a significant presence of sharks and other predatory species in this area as well as dolphins, turtles, dugongs and fish. The area is close to the South Passage Bar, which is a natural ambush point for predators of all types, particularly on a falling tide. SSP catch records indicate that the shark catch at this area is relatively low. This is probably due to the abundance of alternative food sources in this area, which could mean that the SSP baits are outclassed by these alternative options.

3. Operations of the SSP at Amity Point present unique and specific challenges. No other SSP location throughout the State has the same combination of factors that exist at Amity Point. The Rainbow Channel effectively creates a transient population of sharks. Generally the SSP operates on the premise of reducing the local shark population and then a management regime of removing sharks that may enter the area, therefore minimising the already reduced risk of attack. The beach is not patrolled by lifesaving services and the physical features of the area are also considered unique. In this particular instance, given the conditions on the day, it is considered that having lifesaving services patrolling probably would not have prevented the attack.

4. This transient population of sharks raises the possibility that Amity Point may be a location that cannot effectively be protected by SSP equipment. Given

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the low number of sharks taken by drumlines in the program at the location and the apparent availability of alternative food sources, it is doubtful whether any amount of SSP equipment would be able to provide the level of security which the Program affords at other locations.

5. Effectively, this indicates that Amity Point is not an optimal location to position SSP equipment. While sharks will be caught by SSP equipment, its overall impact on the passing population is minimal. An option that must be considered is the removal of the gear completely from the site. Another option, considered post attack, is increasing the number of drumlines. Both options are problematic. Removing the existing equipment will not preclude swimming in a location, which is dangerous because of water conditions and the presence of sharks. Increasing the number of drumlines and hence the fishing effort, while catching more sharks, will not achieve the SSP objective of reduced risk of attack at protected beaches. It may in fact increase an unwarranted public confidence in the safety of the location.

6. It is evident from reports that a considerable number of people swimming at Amity Point at the time of the shark attack were in locations some distance from SSP equipment and in locations considered unsafe by local residents. Safe swimming practices promoted by the SSP and SLSQ involve a number of simple rules which were not followed by many bathers on the day of the attack.

7. Local residents report that it is common for anglers to clean their catch and discard fish frames at the Amity Point boat ramp. This practice should also be discouraged in the proposed education campaign.

8. It has also highlighted that swimmers will always make individual decisions about where and when they swim despite the best efforts of agencies to modify their behaviour. This is evidenced by the numbers of people that choose to swim outside of flagged areas on patrolled beaches and those persons who still choose to swim in Gold Coast canals.

9. At this time there is no definitive identification of the species of shark involved in the attack. Most recent indications, based on the collected data, suggest that one or more whaler sharks, most likely the bull shark (*Carcharhinus leucas*), were responsible for the attack. Further forensic testing is being carried out on recovered tooth fragments by the CSIRO in an attempt to type the DNA to a species.

10. The SSP operates by reducing the number of harmful sharks in a local area. It relies on nets and drumlines to achieve this. It does not place an impenetrable barrier between sharks and swimmers, and therefore, can never provide an iron clad guarantee that a shark attack will not occur.

Recommendations

1. That additional equipment be placed at Amity Point to further reduce the population of sharks in this area. However, this is decision should be made in the full recognition that the transient population precludes the usual SSP level of safety for bathers.
2. That an increased servicing regime be implemented until the end of the school holiday period (end of February 2006).

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3. That the local council be encouraged to develop and place specific signage at this location, advising of the presence of SSP equipment, the presence of sharks in the area and bather safety information.
4. That a localised communication and education campaign, warning local people and visitors of the risks associated with swimming in the area, be undertaken. This should include the provision of brochures to local schools, tourism outlets and ferry services and community service announcements in the local media.

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Ham, Tony

From: s.73 Irrelevant information
Sent: Saturday, 7 January 2006 7:12 PM
To: Ham, Tony
Subject: Shark Control Activity Report Point Lookout
Attachments: image001.png; ATT262573.txt

Queensland Government
Department of Primary Industries

Shark Safety Program Activity Report

Area: Point Lookout | Day: SATURDAY | Date: 07/01/06

No of Nets	No on Nets	Tick applicable box				Weather	Wind Direction	Wind Vel
-	-	Fishing Day	Call Out	Non-Fishing Day	Banked Day	OVERCAST	SSW	0-6

No of Drumlines	Hours on Drumlines	Total Hours	Time of Departure	Time of Return	Sea Conditions	Water Conditi
28	3.5	3.5	0530	0900	SMOOTH-SLIGHT	CLOUDY

SHARK CATCH

Time	Beach	Temp	Net No	DL No	Pos In Net	Shark Catch	Species	Sex M/F	Length	Dead/ Alive	Stomach Contents	No of Pups	Sex M/F	Length	Comments
0600	Ocean	23		12											
0740	Cylinder	26		12											
0840	Amity Pt	28		4											No Bait On 1&2 ; Bait On 3&4

MARINE ANIMAL CATCH

Time	Beach	Species	Dead/ Alive	Net No.	D/L No	Pos In Net	Length	Sex M/F	Reported to	Person's Name/s	Disposal Action Taken

COMMENTS:

This log of activities is completed in accordance with the contract, that the details recorded are true and correct, and was completed on the day of the activity.

I certify the above statement is true and correct. M Paskin

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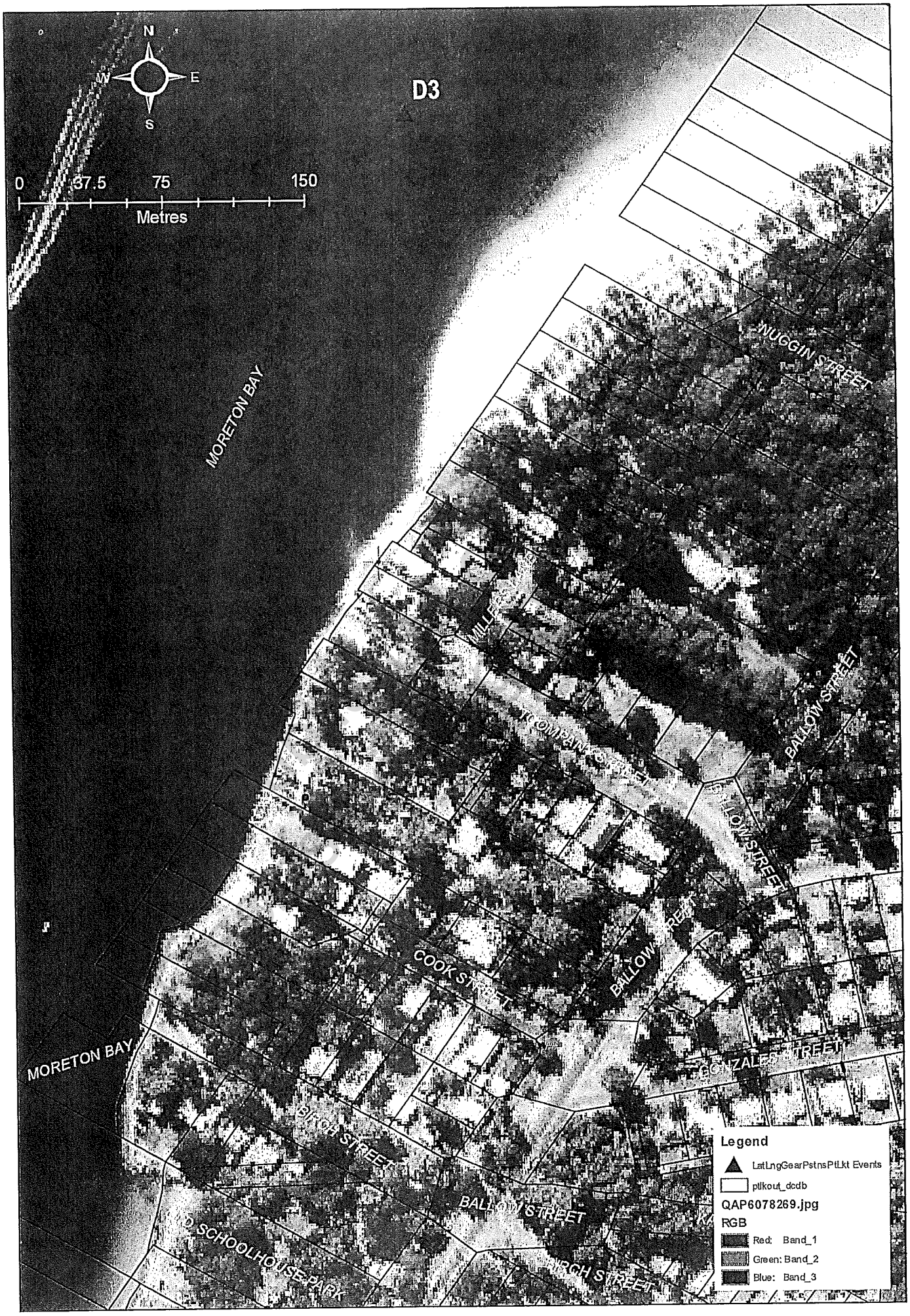
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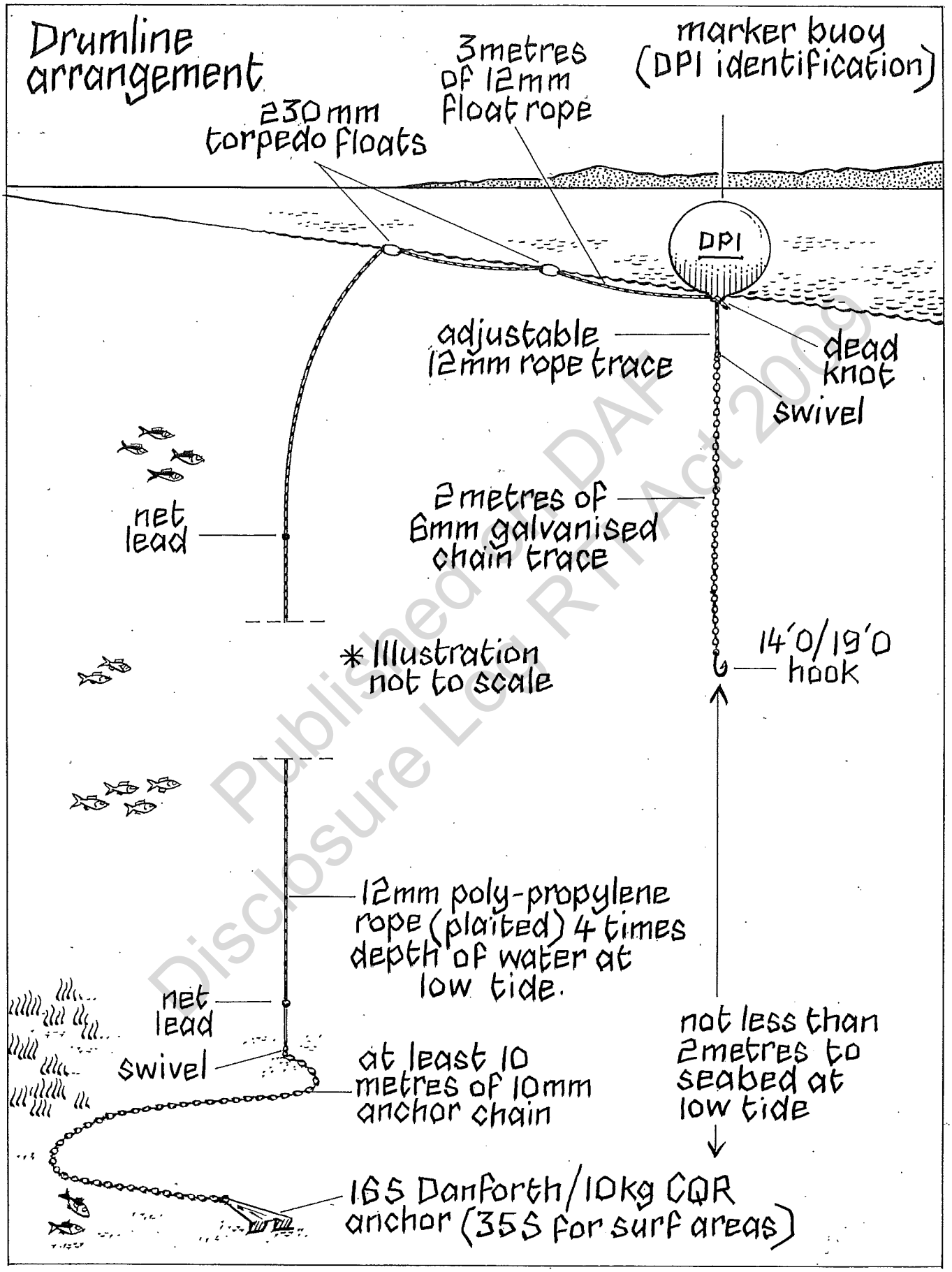

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OID	NET_DRUM	GEAR_NO	LATITUDE	LONGITUDE	LOCATION_N	Shape*
0	D	4	-27.38823	153.44197	AMITY	Point
1	D	3	-27.39182	153.43948	AMITY	Point
2	D	2	-27.40247	153.43643	AMITY	Point
3	D	1	-27.40718	153.43454	AMITY	Point
4	D	5	-27.41513	153.50433	CYLINDER BEACH	Point
5	D	6	-27.41562	153.51448	CYLINDER BEACH	Point
6	D	7	-27.41678	153.51773	CYLINDER BEACH	Point
7	D	8	-27.41815	153.52094	CYLINDER BEACH	Point
8	D	9	-27.41892	153.52338	CYLINDER BEACH	Point
9	D	10	-27.41957	153.52582	CYLINDER BEACH	Point
10	D	14	-27.4197	153.53558	CYLINDER BEACH	Point
11	D	11	-27.41973	153.52872	CYLINDER BEACH	Point
12	D	13	-27.41975	153.51671	CYLINDER BEACH	Point
13	D	12	-27.41986	153.53154	CYLINDER BEACH	Point
14	D	15	-27.42003	153.53772	CYLINDER BEACH	Point
15	D	16	-27.42067	153.53981	CYLINDER BEACH	Point
16	D	17	-27.4401	153.54929	OCEAN BEACH	Point
17	D	18	-27.44172	153.5489	OCEAN BEACH	Point
18	D	19	-27.4427	153.5479	OCEAN BEACH	Point
19	D	20	-27.44432	153.54675	OCEAN BEACH	Point
20	D	21	-27.4455	153.54581	OCEAN BEACH	Point
21	D	22	-27.44762	153.54395	OCEAN BEACH	Point
22	D	23	-27.44992	153.54306	OCEAN BEACH	Point
23	D	24	-27.45188	153.54189	OCEAN BEACH	Point
24	D	25	-27.45412	153.54051	OCEAN BEACH	Point
25	D	26	-27.45687	153.53883	OCEAN BEACH	Point
26	D	27	-27.45827	153.53777	OCEAN BEACH	Point
27	D	28	-27.46022	153.53661	OCEAN BEACH	Point

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Legend

LatLngGearPstnsPtLkt Events

★ Drum

▲ Net

JRCE: Base map derived from the Digital Cadastral Data Base supplied by and oduced with the permission of, the Dept of Natural Resources and Mines, Brisbane.

CLAIMER: The location of drums and nets shown on this plan have been determined and held GPS and are indicative of their position relative to each other.

EPARED BY: This map prepared by Dept of Primary Industries and Fisheries, for the enland Fishing and Boating Patrol, Brisbane Office, 2005.

QBFP
LOCATION OF
SHARK EQUIPMENT

Point Lookout

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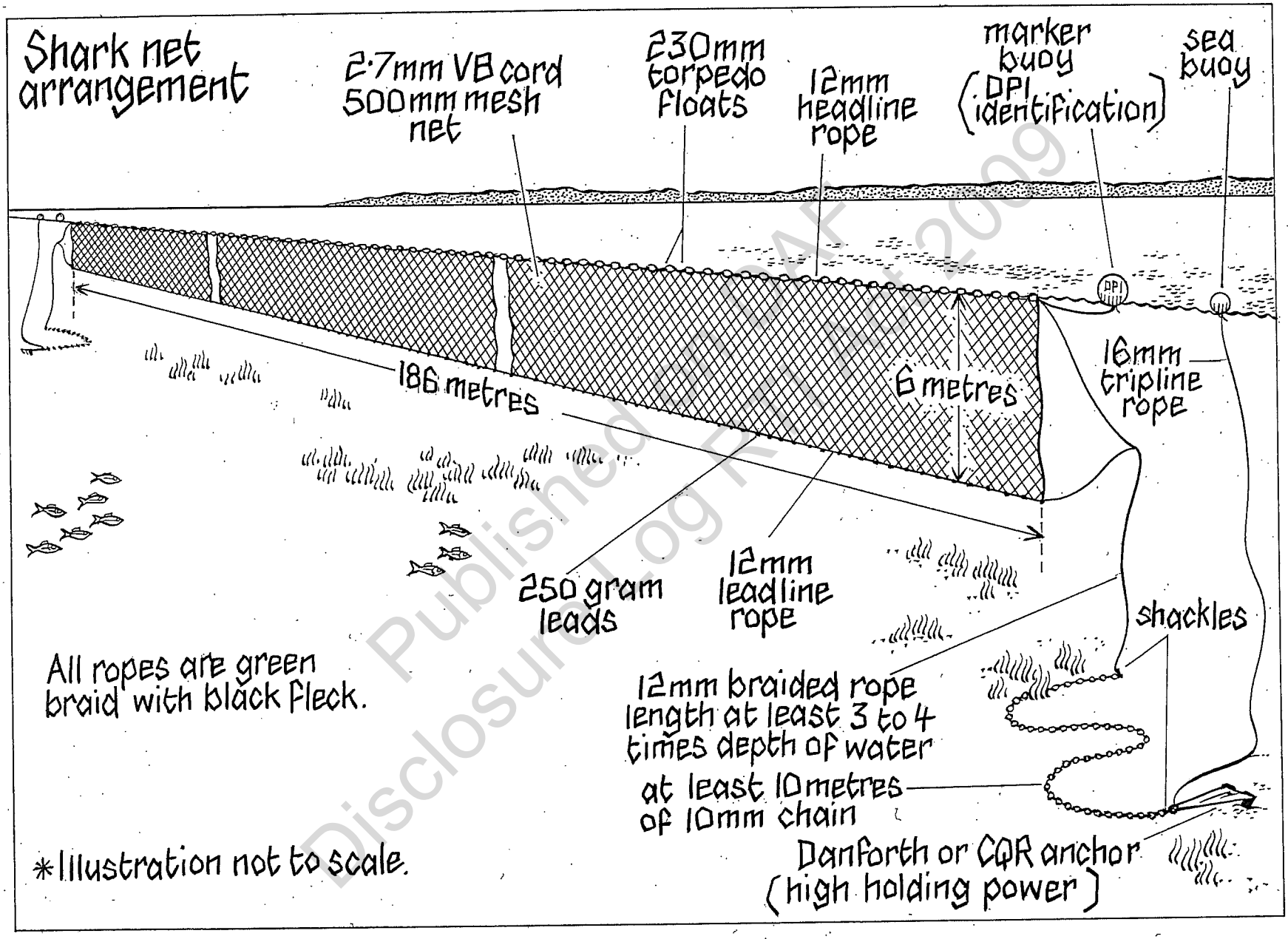

Published OIA Disclosure Log RMF 2009

Draft Media Release
12 January, 2006

Report into fatal shark attack handed down

Additional shark safety equipment and a targeted education campaign warning of the risks associated with swimming at Amity Point are part of recommendations handed down in the Queensland Government's report into a fatal shark attack last weekend.

"The report recommends extra drumlines for Amity Point, and all drumlines currently in place will be subject to increased servicing until the end of the school holiday period," spokesperson said.

"Shark Safety Program records show that nets, rather than drumlines, are more effective in catching bull sharks - the likely species involved in the attack. However, setting a net at Amity Point is not practical due to strong currents, high vessel traffic, the sharp beach drop off, and significant numbers of non-target species in the area.

"Drumlines are the only equipment that can be installed which can offer a level of protection at this location.

"Shark Safety Program records show current shark catch in this area is relatively low, possibly due to an abundance of alternative food sources for sharks in the Rainbow Channel which daily carries a large biomass of fish and other marine life past Amity Point.

"Since 1996, 18 sharks have been captured by the four drumlines in this area – 15 of these were bull sharks. Additional equipment and servicing may help to increase this shark catch.

"However, operations of shark safety equipment at Amity present unique and specific challenges due to the area being the major tidal drainage channel for the southern part of Moreton Bay.

"Given the low number of sharks caught by the program and the apparent availability of alternative food sources, it is doubtful whether any amount of equipment or servicing would be able to provide the level of security that is expected of the shark safety program in other locations.

"In this regard, Amity is unique in terms of shark safety program locations throughout the State."

A localised communication and education campaign warning locals and visitors of the risks associated with swimming in the area will also be undertaken.

"As part of this campaign shark safety brochures will be made available in the coming days at local schools, tourism outlets, and on the ferry services," spokesperson said.

"Community service announcements will also be placed in local media during the coming months.

"Signage flagging the dangers of swimming at Amity Point will be developed in conjunction with the local Council and Surf Life Saving Queensland.

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"A broader review of the Shark Safety Program is now underway. Once completed, there will be dialogue with key stakeholders that play a role in, or have an interest in, shark safety throughout the State.

"Bathers should be aware of the risks associated with swimming not only in the ocean, but in all Queensland waterways including creeks, rivers, and canals, and should follow safety warnings being issued by the DPI&F, Surf Life Saving Queensland and local councils.

"People need to remember that while shark safety equipment reduces the risk of attack, it does not provide an impenetrable barrier between bathers and sharks - it does not provide an iron-clad guarantee of protection against shark attack.

"In making these recommendations, it is also important not be alarmist. The risk of shark attack is very low – much lower than the risk of dying from a bee sting or driving to the beach."

Published on DAF Disclosure Log RTI Act 2009

Relea

Amity Point Shark Attack – Report announcement
Draft Ministerial Speaking Notes
12 January, 2006

- Following the tragic fatal shark attack at Amity, North Stradbroke Island last weekend, a report into the incident has been compiled by the Department of Primary Industries and Fisheries. In addition, a broader review of the Shark Safety Program across the State is now underway.

- The report regarding the Amity Point attack has been finalised.

- Operations of shark safety equipment at Amity Point present unique and specific challenges due to the geography of the area and the environmental conditions.

- Shark safety program records show that shark catch in this area is relatively low. This is probably due to an abundance of alternative food sources in the Rainbow Channel which daily carries a large biomass of fish and other marine life, including a significant number of sharks, past Amity Point.

- The Shark Safety Program records show that since 1996,18 sharks have been captured by the four drumlines in this area – 15 of these were bull sharks.

- At this stage it is still not confirmed which species of shark was considered responsible for the attack. However, further tests are being conducted to confirm this. It is likely that one or more bull sharks were responsible.

- Shark safety program records show that nets catch more bull sharks than drumlines. However, the use of nets at Amity Point was, and still is, not an option due to strong currents, high vessel traffic, the sharp beach drop off, and significant numbers of non-target species in the area.

- Drumlines are the only equipment that can be installed which can offer a level of protection at this location.

- The report recommends that extra drumlines be considered at Amity, and all drumlines currently in place will be subject to increased servicing until the end of the school holiday period.

- It is important to note that shark safety equipment does not provide an impenetrable barrier between sharks and swimmers - it does not provide an iron-clad guarantee of protection against shark attack.

- In the case of Amity Point, it should be noted that given the low numbers of sharks taken by the program and the apparent availability of alternative food sources, it is doubtful whether any amount of equipment or servicing would be able to provide the level of security that is expected of the shark safety program in other locations. In this regard, Amity is unique in terms of shark safety program locations throughout the State.

- A localised communication and education campaign warning locals and visitors of the risks associated with swimming in the area will also be undertaken.

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- As part of the campaign shark safety brochures will be made available in the coming days at local schools, tourism outlets, and on the ferry services.

- Community service announcements will also be placed in local media during the coming months.

- The DPI&F will work with the local Council and Surf Life Saving Queensland to develop and position signage flagging the dangers of swimming at Amity Point.

- Once the broader review of the Shark Safety Program is completed, there will be dialogue with key stakeholders that play a role in, or have an interest in, shark safety throughout the State.

- Bathers should be aware of the risks associated with swimming not only in the ocean, but in all Queensland waterways including creeks, rivers, and canals, and should follow safety warnings being issued by the DPI&F, Surf Life Saving Queensland and local councils.

- In making these recommendations, it is important not be alarmist. The risk of shark attack is very low – much lower than the risk of dying from a bee sting or driving to the beach.

Other background information

- In general, the Shark safety program at North Stradbroke Island consists of twenty eight drumlines. Four of these drumlines are in place off Amity – two approximately 300 metres north of the reported attack area and two approximately 700 – 800 metres to the south.

- The four drumlines were installed in late 1996 at the request of the Point Lookout Shark Focus Group.

- The equipment at Amity is serviced regularly – 14 times in every 28 days. The equipment was serviced the day of the attack.

- The deep Rainbow Channel which drains the southern part of Moreton Bay and the extensive sand flats of Amity Banks and provides a rich habitat for an extensive range of marine life including dugongs, dolphins, turtles, rays, fish and sharks.

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Minister – BRIEF FOR NOTING	Date: 18 October 2012

SUBJECT: Cairns Shark Control Program contract amendment

RECOMMENDATIONS:

- Research supports the replacing of shark nets with drumlines at Yorkeys Knob, Palm Cove and Buchans, Clifton and Trinity Beaches.

BACKGROUND:

- The Queensland Shark Control Program (QSCP) has been in operation for 50 years after being implemented following a series of fatal shark attacks on Queensland beaches in the early 1960s. The QSCP has successfully used a mixed fishing strategy of baited drumlines and nets to target large sharks (more than 2m in length) that are considered potentially dangerous to humans. The QSCP commenced at Cairns in 1962 and consists of five nets and 24 drumlines at seven locations - Ellis, Buchans, Clifton, Trinity and Holloways Beaches, Palm Cove and Yorkeys Knob.

- The Cairns contractor services the nets and drumlines 14 days in every 28 day period with catch statistics recorded each time the gear is serviced. In the past, nets have been replaced with drumlines in areas where specific bycatch species have been an issue (for example, Townsville and Capricorn Coast).

KEY ISSUES:

- Tiger and bull sharks are the main target species in the Cairns area. While using both nets and drumlines is generally the most effective shark catching combination, the relatively low catch rates of target species and high bycatch in the Cairns nets suggests that replacing the nets with drumlines is a feasible option.

- Catch rate data suggests that the replacement of each net with a single drumline should maintain the same level of shark catch and therefore maintain the same risk profile for bathers. As a cautionary approach it is recommended that two drumlines replace each net at all of the above five locations.

- Bycatch species such as turtles and marine mammals are rarely caught on drumlines, however when they are, they often swim to the surface to breathe, enhancing their survival. A reduction in the number of nets in the Cairns area would certainly reduce sawfish, dolphin, green turtle, loggerhead turtle and dugong bycatch, refer to Table 2 in Attachment 1.

- Comparative catch rates of the two gear types show that on average a drumline catches 36 times more tiger sharks and eight times more bull sharks than a net.

- Environmental issues also need to be considered including bait scavenging by dolphins and other marine animals. In some cases drumlines are rendered less effective if scavengers quickly remove the bait from the hook. Discussions with the Cairns shark contractor have confirmed that bait scavenging of drum lines is not a significant issue.

- The issue of boat strikes of nets is also important in Cairns with regular reports of boat strikes (often weekly). Kite surfers near the Yorkeys Knob net are also a safety concern as they risk personal injury by operating close to the nets.

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FINANCIAL IMPLICATIONS:

- A cost comparative between drumlines and nets over an average three year lifespan indicates an annual saving of $830 for each net that is replaced with two drumlines.
- Replacing all five nets with two drumlines each will save approximately $4,150 per year.
- The Cairns shark contractor's agreement is scheduled for a two year extension commencing on 1 July 2013, subsequent to a satisfactory departmental performance review. Therefore, it is suggested that the implementation of this recommendation coincides with the contractor's extension so that inherent cost savings are incorporated in the new agreement.
- This proposal is part of the QSCP attempt to find savings.

CONSULTATION:

- Dr. Wayne Sumpton, Senior Fisheries Biologist, Animal Science, Agri-Science Queensland.
- s.73 Irrelevant infor the shark contractor at Cairns provided useful discussion regarding the gear and other aspects of the operations of the Cairns Shark Control Program.

ATTACHMENTS:

- Attachment 1 - Cairns Catch Statistics 2007 to 2012
- Attachment 2 – Shark control gear cost analysis
- Attachment 3 - A report by Dr. Wayne Sumpton, Senior Fisheries Biologist, Animal Science, Agri-Science Queensland on the 'Selectivity of nets and drum lines in the Cairns shark control program'.

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NOTED

Minister's Comments

Date: 6/11/12

The Honourable John McVeigh MP
Minister for Agriculture, Fisheries and Forestry

Relea

TO: **Minister for Agriculture and Fisheries**

TITLE	Flinders Beach, North Stradbroke Island Shark Control Equipment
ACTION REQUIRED	For noting
PRIORITY	Routine
CRITICAL DATE	Routine

EXPLANATION OF CRITICAL DATE AND ROLE OF SIGNATORY

NA

RECOMMENDATIONS

That you:

a. Note the proposal to permanently place three drumlines adjacent to Flinders Beach, North Stradbroke Island, as part of the Queensland Government Shark Control Program.

Agreed / Not Agreed / Noted / Please Discuss

The Honourable Leanne Donaldson MP
Minister for Agriculture and Fisheries
Member for Bundaberg

Date: 28 / 7 /16

☐ Add to reading pack (for the Minister's Office use only).

MINISTER'S COMMENTS

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KEY ISSUES

1. The program apparatus at North Stradbroke Island consists of 32 drumlines, 12 each at Ocean and Cylinder beaches and eight at Amity Point. The locality map is provided at Attachment 1.

2. The number of drumlines at Amity Point was increased from four to eight in 2006 following a fatal shark attack.

3. The Redlands Shire Council maintains a swimming enclosure at Amity Beach which is 800 metres south of Amity Point.

4. More recently, Flinders Beach has become a popular destination for beach users with increased camping facilities established along the foreshore. The nearest drumlines to Flinders Beach are seven kilometres away at Amity Point.

5. It is proposed to permanently station three drumlines adjacent to Flinders Beach to enhance bather safety by reducing the distance between the existing drumlines.

6. Since 2010, 120 sharks have been caught at North Stradbroke Island of which 52 per cent were caught at Cylinder Beach, 42 per cent at Ocean Beach and 6 per cent at Amity Point.

7. An application to amend the department's marine parks permit (State) will need to be made as the additional drumlines will be located within the Moreton Bay Marine Park.

8. If implemented, shark control apparatus stationed off North Stradbroke Island will increase from 32 to 35 drumlines.

SENSITIVITY

The introduction of three drumlines adjacent to Flinders Breach could result in public and media enquiries. A departmental media statement will be prepared.

CONSULTATION – INTERNAL STAKEHOLDERS

N/A

CONSULTATION – EXTERNAL STAKEHOLDERS

N/A

BACKGROUND

1. The North Stradbroke Island shark control equipment consists of 32 drumlines, 12 each at Ocean and Cylinder beaches and eight at Amity Point.
2. A fatal shark attack occurred at Amity point in 2006. Four extra drumlines were subsequently added to Amity Point.
3. There are a total of 445 camping sites between Flinders and Cylinder Beaches.
4. Visitor data for North Stradbroke Island reflects that over 80 per cent of the 166 000 visitors per annum are holiday/leisure visitors.
5. Camping areas are located at popular swimming beaches including Flinders, Adder Rock, Home and Cylinder beaches, Dunwich and Amity Point and Main (Ocean) Beach.

EMPLOYMENT OPPORTUNITIES

The servicing of equipment will be undertaken by the existing contractor.

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RESOURCE IMPLICATIONS

There will be a small increase in contractor service costs that will be met from within the existing budget.

COMMUNICATIONS STRATEGY

Corporate Communications will prepare a media statement pertaining to the proposed change.

PREVIOUS REF/S

N/A

ATTACHMENTS

Attachment 1 - Locality Map

Business Group	Department of Agriculture and Fisheries		
	Author:	Recommended:	Endorsed:
Name: Position:	Jeff Krause Manager Shark Control Program	Mark Doohan Director	Scott Spencer Deputy-Director General, Fisheries and Forestry
Telephone:	3824 9565	3087 8020	3087 8126
Date:	18/07/2016	11/07/2016	22/04/2016

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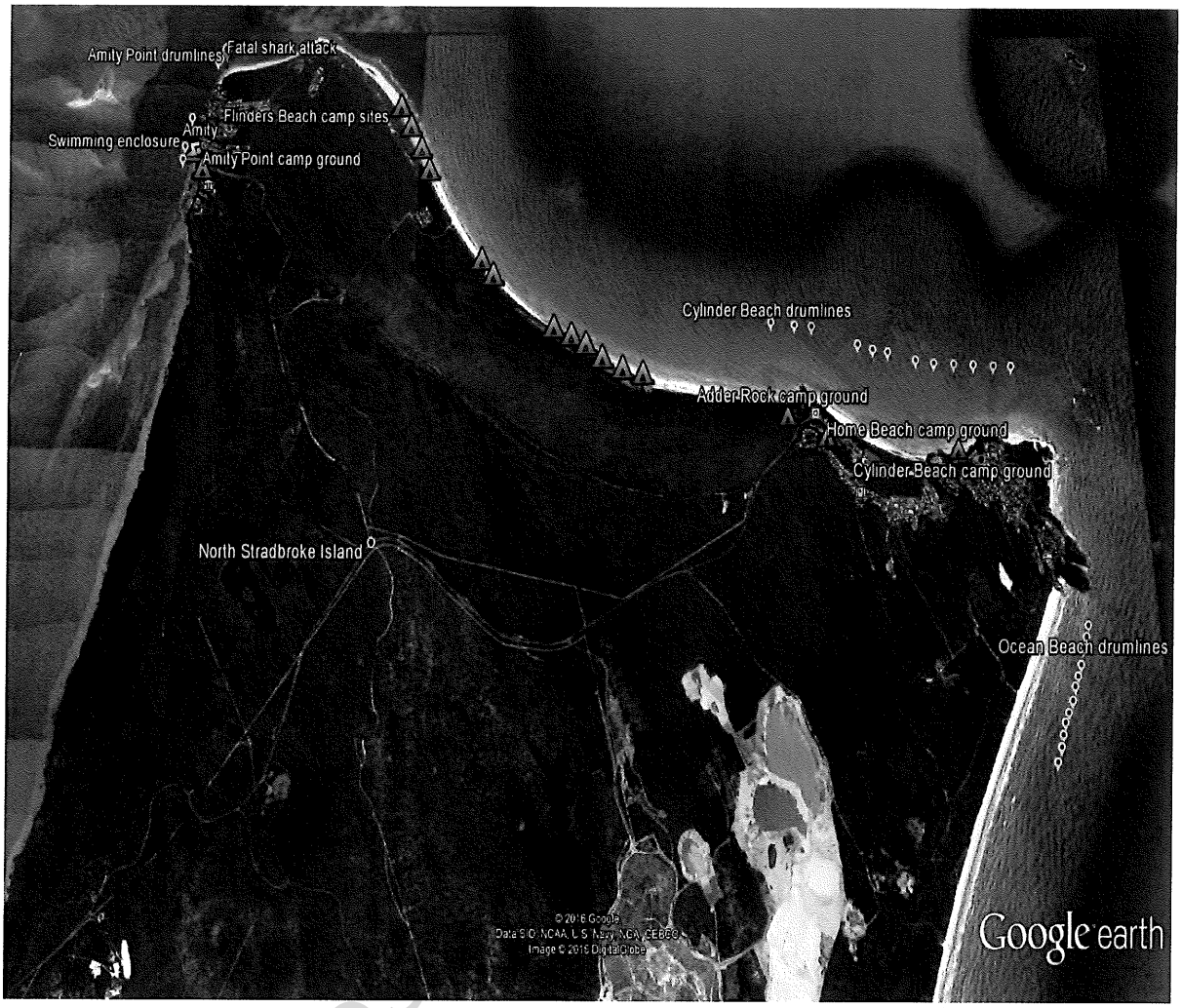
ATTACHMENT 1 – LOCALITY MAP

North Stradbroke Island map showing drumlines at Amity Point, Cylinder and Ocean beaches, Amity Point swimming enclosure, camping grounds and location of fatal shark attack.



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Relea

TO: **Minister for Agriculture and Fisheries**

TITLE	Shark Control Equipment at Mackay
ACTION REQUIRED	For noting
PRIORITY	Routine
CRITICAL DATE	Routine

EXPLANATION OF CRITICAL DATE AND ROLE OF SIGNATORY

N/A

RECOMMENDATIONS

That you:

a. Note the proposed changes to the Queensland Government Shark Control Program in the Mackay area to minimise the incidental take of non-target species bycatch and afford greater protection to swimmers.

Agreed / Not Agreed / Noted / Please Discuss

The Honourable Leanne Donaldson MP
Minister for Agriculture and Fisheries
Member for Bundaberg

Date: 28 / 7 / 16

☐ Add to reading pack (for the Minister's Office use only).

MINISTER'S COMMENTS

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KEY ISSUES

1. The program commenced at Mackay in 1963. Since this time there has been a number of changes made to apparatus configurations and locations. The last of these changes was in 1992.

2. The program currently operates five nets and 27 baited drumlines.

3. Two nets and six drumlines service Bucasia Beach; Blacks and Lamberts Beach are each serviced by six drumlines and Harbour Beach is serviced by two nets and nine drumlines.

4. Eimeo Beach is serviced by a net between April and September however this net is replaced by six drumlines during the annual turtle season running from October through to March.

5. Bucasia Beach remains a very popular beach for walking, but is rarely used for swimming (Mackay Regional Council). The local surf lifesaving club at Eimeo Beach has confirmed there is limited swimming at Bucasia beach with much more bather activity at Eimeo Beach.

6. Council's swimming enclosure at Bucasia beach has not been operational for a number of years and is not well frequented.

7. While the nets at Bucasia Beach are located in the optimum area to catch bull whaler sharks, being located close to the mouth of an inlet, they have endured longer than normal periods of rough seas resulting in constant fouling. The combined factors of rough seas, fouling and the reduction in the depth of sand to successfully anchor nets has resulted in their continued tangling and premature wearing. Tangling results in the nets being largely inoperative.

8. Since 2010 there has been 90 sharks caught at Bucasia Beach; 35 Bull, 28 Tiger and 27 other species with 75 per cent of the sharks caught in the nets.

9. Over the same period there have been three dolphins, three turtles, 83 rays and one crocodile caught in the Bucasia Beach nets.

10. Bucasia Beach is also important habitat for nesting Flatback turtles (*Natator depressus*).

11. More recently, South Lamberts Beach has become the most popular beach for bathers and board riders. The closest program apparatus to South Lamberts Beach is three kilometres to the north at Lamberts Beach and two kilometres south at Harbour Beach.

12. The Eimeo Beach net has similar bycatch issues and was recently responsible for the drowning of a crocodile. The Department of Environment and Heritage Protection (DEHP) continues to monitor the waterways around Eimeo Creek for crocodiles. Warning signs have been erected at Slade Point and wildlife officers continue to work closely with Surf Life Savers and Mackay Regional Council to make sure the community is kept informed.

13. The 2013 internal review concluded the Eimeo Beach net could be permanently replaced with drumlines due to the similarity in monthly catch obtained for both gear types.

14. Due to ongoing bycatch and fouling issues associated with program nets particularly those servicing Bucasia Beach, and in recognising that South Lamberts Beach has become the most popular beach for bathers and board riders, it is proposed the Eimeo Beach net is permanently removed with the six existing drumlines to be deployed all year round, the nets at Bucasia Beach are permanently removed and replaced with six drumlines and six new drumlines be introduced to service South Lamberts Beach. Drumlines are preferred due to the predominant catch of tiger sharks at Lamberts and Harbour Beaches.

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15. Program apparatus at Bucasia and Eimeo beaches are positioned within the Great Barrier Reef Marine Park (GBRMP).

16. The Great Barrier Reef Marine Park Authority (GBRMPA) supports replacing nets with drumlines at Bucasia and Eimeo beaches and has recently issued a variation of Marine Parks Permit G04/8856.1 to indefinitely replace the Eimeo Beach net with six drumlines.

17. A reduction in the number of nets in Mackay will reduce sawfish, dolphin, turtle, ray, crocodile and dugong catch.

18. Lamberts and Harbour Beaches catch 60 per cent of the total number of sharks caught in the Mackay area. Lamberts and Harbour Beaches are not in the GBRMP.

SENSITIVITY

High – Any changes to the program will result in community and media enquiries.

CONSULTATION – INTERNAL STAKEHOLDERS

N/A

CONSULTATION – EXTERNAL STAKEHOLDERS

Mackay Regional Council, DEHP and the Department of National Parks, Sport and Racing will be advised of the changes.

GBRMPA will be advised of the changes.

BACKGROUND

Nil

EMPLOYMENT OPPORTUNITIES

N/A

RESOURCE IMPLICATIONS

Negligible and will be absorbed in current budget allocation.

COMMUNICATIONS STRATEGY

Corporate Communications will prepare a media statement pertaining to the proposed changes.

PREVIOUS REF/S

N/A

ATTACHMENTS

Nil

Business Group	Fisheries Queensland		
	Author:	Recommended:	Endorsed:
Name: Position:	Mark Doohan Director	Mark Doohan Director	Scott Spencer Deputy Director-General, Fisheries and Forestry
Telephone:	3087 8020	3087 8020	3087 8126
Date:	18/07/2016	18/07/2016	/ / 2016

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Relea

14 point plan for swimmer safety in the Great Barrier Reef region

1 Continue drumlines and nets outside the Great Barrier Reef Marine Park

Maintain drumlines and nets in waters outside the Commonwealth Great Barrier Reef Marine Park

2 Shark deterrent rebate

Provide government rebate for purchase of personal shark deterrents (and extend to boat deterrents once tested)

3 Barrier or enclosure rebates for local government

Partnership with councils for physical and/or electronic barriers or enclosures at selected beaches

4 Drone trials

Trial of drones focussed on patrolled beaches to detect sharks from the air in partnership with Surf Life Saving Queensland. Potential partnerships to trial artificial intelligence and multi-spectral cameras

5 Signage

In partnerships with Queensland Parks and Wildlife Service and councils, review existing warning signs to incorporate emergency response information for crocodiles, sharks and marine stingers. Establish signage for no-swim areas and areas where there have been recent interactions

6 Marine first aid response kits

Partner with Queensland Fire and Emergency Services, Surf Life Saving Queensland and the charter industry to provide advanced first aid kits for trauma involving sharks and marine stingers and advice on what to do in the first five minutes. Potential to broaden to other areas outside the Whitsundays

7 SharkSmart education

Boosted social media education over summer 2019/20. New statewide SharkSmart campaign in early 2020 (based on market research)

8 SharkSmart app

Real-time map of recent shark sightings

9 Expand fish aggregating devices to the Great Barrier Reef

Assist in encouraging recreational fishing away from key tourism and swimming areas

10 Whitsundays research and behaviour change

Next stages of Biopixel research to continue. Field trips December 2019 and January 2020, final report May 2020. Behaviour change project to support uptake of SharkSmart behaviours among industry, locals and tourists

11 Innovation challenge

In partnership with Advance Queensland, launch an innovation challenge to develop options for swimmer protection

12 Better utilisation of existing commercial catch of sharks

Partner with industry and seafood marketers to encourage better utilisation of sustainable shark catch. Change fishing rules to remove maximum size limits on sharks (excluding vulnerable species)

13 Promoting Queensland tourism

Boost promotion of Great Barrier Reef tourism in partnership with Tourism Australia, Tourism and Events Queensland and regional tourism organisations

14 Expansion of coral reef restoration projects

Partner with the Commonwealth Government to expand coral gardening to reinvigorate reef sites for improved tourism opportunities

Queensland Government

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DAF1101 11/19

A Queensland shark management strategy, due to be released in 2020, is currently under development and will inform trials of alternatives outside the Great Barrier Reef region.

Draft – not government policy. Map is indicative and not to scale.

URGENT

Department of Primary Industries and Fisheries		
BRIEF FOR INFORMATION	To: The Honourable the Minister	
	Through: Director-General	Yes
Subject:	Shark Net Removal to Facilitate Salvage of Trawler	RecFind: 08/15504

☑ NOTED	Minister [signature] Date 29 / 07 / 08
☐ FURTHER INFORMATION REQUIRED (See Minister's comment)	Minister's comments: Noted

DOCUMENT RECEIVED BY DPI
QUEENSLAND FISHERIES SERVICES
1 AUG 2008
File No. NRM/015/000 (168/P6)
File Location FORSC
Action By
Registered Y/N Doc Code A08/1465
MOVEMENT INSTRUCTIONS MUST BE ... COVER.

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Recommendation

1. That the Minister notes the proposal to temporarily remove a Shark Control Program (SCP) net stationed off Mooloolaba Beach to facilitate the salvage of a commercial prawn trawler.

Purpose/Background

2. **This briefing note has been prepared by the Fisheries Business Group to inform the Minister of the proposed temporary removal of an SCP net stationed off Mooloolaba Beach.**

3. The Department of Primary Industries and Fisheries has one net located adjacent to Mooloolaba Beach as part of the Queensland Government's Shark Control Program.

4. On Wednesday 23 July 2008 at approximately 7.00pm the commercial trawler s.73 Irrelevant infor ran aground off Mooloolaba Beach.

5. An Insurance Surveyor representing the trawler owner's insurance company has requested the removal of one SCP net to allow a tug boat to access the trawler for salvage purposes.

Issues

6. Given current adverse weather conditions, it is unlikely salvage will be attempted in the immediate future.

7. The actual timing, duration and success of the salvage operation are unknown because of the adverse weather conditions. It is envisaged that the net will be out of the water between six to 36 hours.

8. It is proposed that the SCP Contractor on the Sunshine Coast will remove the net immediately prior to the salvage operation and will redeploy the net upon completion.

9. A proposal to temporarily relocate the net is considered too risky as the net may shift from its new station and become a hazard to vessels entering/departing the Mooloolah River.

Consultation

10. Nil.

Relea

Attachment/s

a) Three photographs of the grounded trawler.

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Deputy Director-General, ID	(initials)	Director-General	(initials)	Policy Advisor	(initials)	Senior Policy Advisor	(initials)
/ /		/ /		25/7/08 sc	sch4p4	28/7/08	sch4p4

DEPARTMENT	Action Officer	General Manager	(initials)	SET member/s	(initials)
Name:	Mark Doohan	Mark Doohan	sch4p4	Grant Hall	sch4p4
Business Unit:	Fisheries Resource Protection	Fisheries Resource Protection	25/7/08	Fisheries	sch4p4 25/7/08
Telephone:	3224 2161	3224 2161		3224	
Date:	25 July 2008	ODG / /		ED S	25/7/08 / /
RecFind No:	08/15504				

Act 2009

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DAF Act 2009

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CATEGORY	1	
	Urgency	Critical Importance
Category 1	Yes	Yes
Category 2	No	Yes
Category 3	Yes	No
Category 4	No	No

DEPARTMENT OF PRIMARY INDUSTRIES AND FISHERIES

BRIEFING NOTE

TO: **THE HONOURABLE THE MINISTER**

SUBJECT: **Shark Safety Program – Repositioning of Drumlines at Marcoola Beach – Sunshine Coast**

RECOMMENDATION:

1. That the Honourable the Minister notes the contents of the briefing note and supports the proposed change.

2. It is proposed to relocate the four (4) Surfair drumlines a distance of approx 300 metre's south to cover the extremities of a newly established patrolled swimming area between Marcoola and Mudjimba beaches.

BACKGROUND:

3. Mudjimba and Marcoola Beaches are located within the Maroochy Council with drumlines used as protective measures against shark attack.

4. Correspondence was received from s.73 Irrelevant inform of s.73 Irrelevant information Marcoola outlining a proposal to relocate the drumlines to offer more protection for persons using the beaches.

5. Officers of the Maroochy Council and Department of Primary Industries and Fisheries investigated the proposal and support the relocation of equipment.

6. With increased building of commercial and residential accommodation the numbers of people now swimming along these beaches has increased with the Maroochy Council now providing a lifeguard service.

7. Moving drumlines along this section of beach will cover the flagged bathing zone more effectively.

8. KEY ISSUES:

9. It is considered a risk not to change the positioning of drumlines given that the Maroochy Council currently provides a lifeguard service.

10. While the risk of shark attack is low the relocation of the drumlines will enhance public safety concerns when swimming

11. There is no increase in costs to the program

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BRIEFING OFFICER: Rod Supple **DDG (F):**
EXTENSION: 42289 **DATE:** 04 June 2004
AFTER HOURS CONTACT: Dan Currey (07) 3398 2665
RECFIND NO: **04/07212**

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