Marine parks in the Buccaneer Archipelago

Analysis of public submissions to the;

- Proposed Bardi Jawi Marine Park Indicative Joint Management Plan;
- Proposed Mayala Marine Park Indicative Joint Management Plan; and
- Lalang-gaddam Marine Park: Amended Joint Management Plan for the Lalang-garram / Camden Sound, Lalang-garram Horizontal Falls and North Lalang-garram Marine Parks and Indicative Joint Management Plan for the Proposed Maiyalam Marine Park.



Lachlan Island. Photo - Michael Higgins, DBCA

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April 2022

PART A - BACKGROUND

A1. Introduction

On 16 December 2020 the then Minister for Environment released the *Proposed Mayala Marine Park Indicative Joint Management Plan 2020*; the *Proposed Bardi Jawi Marine Park Indicative Joint Management Plan 2020*; and the *Amended Joint Management plan for the Lalang-garram / Camden Sound, Lalang-garram / Horizontal Falls and North Lalang-garram Marine Parks and Indicative Joint Management Plan for the Proposed Maiyalam Marine Park 2020* (the plans) for public comment. These indicative joint management plans were codesigned with Bardi, Jawi, Mayala and Dambeemangarddee (often spelled Dambimangari) and included details of the proposed management arrangement for the marine parks.

The statutory three-month public submission period was originally due to close on 21 May 2021, however due to requests from the community to extend the public submission period, this was extended to 11 June 2021. A total of 17453 submissions were received.

This document summarises the key issues raised in the public submissions and aided the Conservation and Parks Commission in preparing advice to the Minister for Environment under section 14 (6)(a) of the Conservation and Land Management Act 1984 (CALM Act).

A2. Plan distribution

Coinciding with the release of the plans, a public notice about the proposal was published in the *Government Gazette* and advertised in *The West Australian* and *Broome Advertiser* newspapers, as required under s14 (2) of the CALM Act. The plan was distributed to Ministers, State Government departments and Local Government as per s14 (3A), s59 (5) and (8) of the CALM Act. Notifications of the release of the plans were also distributed to peak bodies, stakeholder groups and numerous individuals who expressed an interest during the planning process. Copies of the plans were made available at the Broome and Kensington offices of the Department of Biodiversity, Conservation and Attractions (DBCA) and the Department of Primary Industries and Regional Development Office in Broome. Social media was used by DBCA to further notify the public about the proposal and submission period. Digital copies of the plans and an online submission form were made available on the DBCA website, where interested parties were encouraged to lodge submissions online. An email address and postal address were also provided on the website.

Community consultation sessions were run in Broome and Derby during the public submission period. A series of stakeholder meetings also took place during the public submission period, where key stakeholders were provided with an opportunity to find out more, ask questions and express their concerns and suggestions regarding the proposals.

A3. Submission processing and analysis methods

The 17453 submissions received comprised: 105 online survey forms; 75 written submissions via email or post; and 17273 proforma submissions submitted through conservation non-government organisations (CNGOs). Several CNGOs ran campaigns that resulted in a large number of submissions.

Table 1: Origin of submissions

Submission Method	Number
Online survey	105
Letters and emails	75
Total non-proforma	180
Total proforma	17273
Total overall	17453

Every submission was considered in the analysis against the criteria stated in the indicative joint management plans. Information was recorded relating to the submitter's contact details and location, submitter type/ interests (recreational fishing, tourism industry, Kimberley local etc.) and key issues raised. Once the data entry was complete for all submissions, duplicate submissions were removed to generate statistics on submitter demographics and key issues raised.

This report includes an overview of submitter demographics, a summary of the key issues raised in the submissions and whether, and how if applicable, DBCA and Bardi Jawi, Mayala and Dambeemangarddee joint management partners responded to the submissions.

A4. Who provided feedback?

Thirty five submissions were received from organisations or peak bodies representing conservation, commercial fishing, recreational fishing, tourism, industry, scientific, and government sectors (see Appendix 1 for the list of individual organisations). The remaining 17,417 submissions were received from individuals or did not specify that the submission was affiliated with an organisation.

Proforma submissions

Proforma submissions from the CNGOs came through: Kimberley Like Nowhere Else (KLNE), Australian Marine Conservation Society (AMCS), Save our Marine Life (SOML), Environs Kimberley (EK) and Country Needs People (CNP). The submissions were proforma or petition style submissions where submitters provided contact details, while all other text was set as standard. The breakdown of submissions from the CNGOs is found in Table 2. Some people submitted through more than one of the three platforms, resulting in duplicates which were removed during the analysis of submissions.

Table 2: Origin of the proforma submissions

Proforma	
Kimberely Like Nowhere Else (KLNE)/Australian Marine Conservation Society	
(AMCS)/Save our Marine Life (SOML)	14953
Country Needs People (CNP)	1229
Environs Kimberley (EK)	476
KLNE/AMCS/SOML & CNP	226
KLNE/AMCS/SOML & EK	328
EK & CNP	22
KLNE/AMCS/SOML & CNP & EK	39
Total proforma	17273

Total submissions

There were 871 submissions received from international postcodes; 12520 submissions were received from Australian states or territories other than Western Australia (WA); and 3513 were received from WA. Of the 3513 submissions from WA, 240 were from the Kimberley. Of the 240 submissions from the Kimberley, 136 were received via CNGOs. Of the 240 people from the Kimberley 46 were from Derby, 156 were from Broome, 24 were from other areas in the Kimberley and 14 did not provide a postcode but identified themselves as a Kimberley local. There were 549 submissions that did not specify a location. Fig 1 and Table 3 shows the number and origin of the submissions.



Figure 1: Origin of submissions

Table 3: Origin of submissions by submission type

	Proforma	Online survey	Emails and letters	Total
Broome	103	43	10	156
Derby	11	17	18	46
Other Kimberley postcodes	22	1	1	24
Unknown but identified as Kimberley local	0	0	14	14
Total Kimberley	136	61	43	240
Western Australia (excluding Kimberley)	3228	32	13	3273
Total Western Australia	3364	93	56	3521
Eastern States	12506	8	6	12520
International	868	0	3	871
Unknown	535	4	10	549
Total Overall	17273	105	75	17453

PART B - KEY POINTS RAISED IN SUBMISSIONS

B1. Establishment of the proposed marine park

A total of 17317 (99.2 percent) submissions supported the proposal to establish the proposed marine parks to protect the values of the Buccaneer Archipelago and Dampier Peninsula. Only 16 (0.1 percent) submissions specifically commented that the proposed marine parks should not be established. The remaining 120 (0.7 percent) submissions did not provide their views regarding the establishment of the marine parks.

Of approximately 34300 people who reside in the Kimberely, 240 people put in a submission. Of these 144 (60 percent) stated that they supported the proposal to establish the proposed marine parks, 12 (5 percent) submissions commented that the park should not be established and the remaining 84 (35 percent) did not provide their views regarding the establishment of the parks.

B2. Joint management and co-design process

A total of 17303 (99.1 percent) submissions specifically stated that they supported the co-design process and joint management of the proposed marine parks. Seventy five submitters made a comment that the proposals were divisive and/or that everyone should be treated equally. The remaining submissions did not comment on the co-design process or joint management of the proposed marine parks. Nine submissions specifically made a comment that they supported the management of the proposed marine park in conjunction with Aboriginal ranger groups.

B3. Level of protection

16055 submitters requested additional protection to areas currently in general use zones. All but 11 of these submissions came from proforma submissions submitted via Kimberley Like Nowhere Else, Australian Marine Conservation Society, Save Our Marine Life and Environs Kimberley. Specific areas where additional protection was requested were key habitats around the islands and fringing reefs in Strickland Bay (16,050); inner King Sound (16,051); critical calving, nursing and resting habitat for humpback whales north of Admiral Island (16051) and off Packer Island (Dampier Peninsula) (16050); and critical Olive Ridley turtle habitat at Cape Leveque (16050).

One submission advised that due to permitting culturally appropriate charter fishing and commercial trochus fishing in special purpose zones (cultural protection) the following areas were underrepresented (i.e. a sanctuary zone would be preferred); Packer Island, Thomas Bay, Hunter Creek/ Iwany, Gararr / Oolala, Shenton Bluff, Catamaran Bay, Chunelarr Creek, Cygnet Bay, Cunningham Point, Barrali / Garnarangaddaj (Strickland Bay).

Extensions of the following sanctuary zones were requested; Pender Bay (one submitter), Twin Island (one submitter), Cygnet Bay, (one submitter), Yawalgi (one submitter), Macleay Island (one submitter), Yoorron / Bullbull (Whirlpool Passage) (three submitters), Yaloon (two submitters), Waddadam (one submitter), Ganangudde Eewuleg (one submitter), Bordo (one submitter) and Oobayala_Dijee (three submitters).

1240 submissions (mostly proforma submissions from CNP) advised they supported the level of protection and didn't suggest any changes to the zoning.

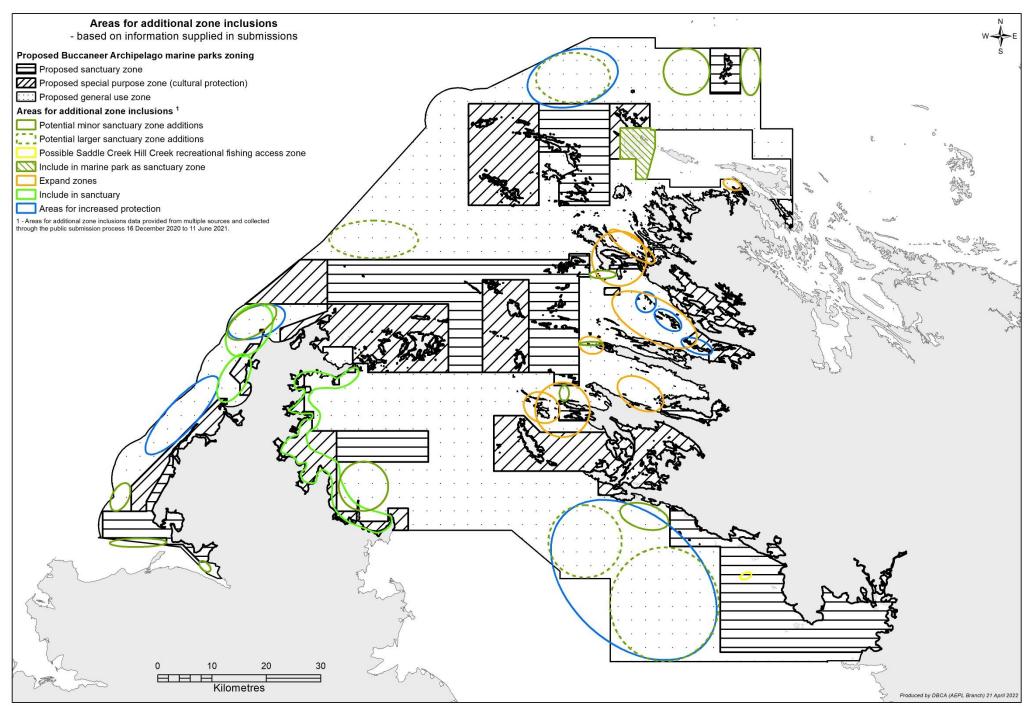
138 submissions were concerned about the level of protection or requested a reduction in protection to accommodate existing and proposed use of the marine park for recreational and

commercial fishing, pearling and mining. The remaining submissions didn't comment or express any views on the level of protection.

Of the 240 submissions from the Kimberley 140 (58.3 percent) supported the level of protection or requested more protection and 93 (38.8 percent) were concerned about the level of protection and/or requested a reduction in the level of protection. The remaining seven submissions didn't comment on the level of protection.

Of the 46 submissions from Derby 11 (23 percent) submission supported the level of protection and 33 (71.7 percent) were concerned about the level of protection. The remaining 2 submissions didn't comment on the level of protection.

Map 1 shows where the areas recommended for further protection are located. Sections 5.4, 5.5 and 6 provide further detail on submissions requesting a reduction in the level of protection relating to recreational and commercial fishing.



Map 1: Areas recommended in submissions for additional protection

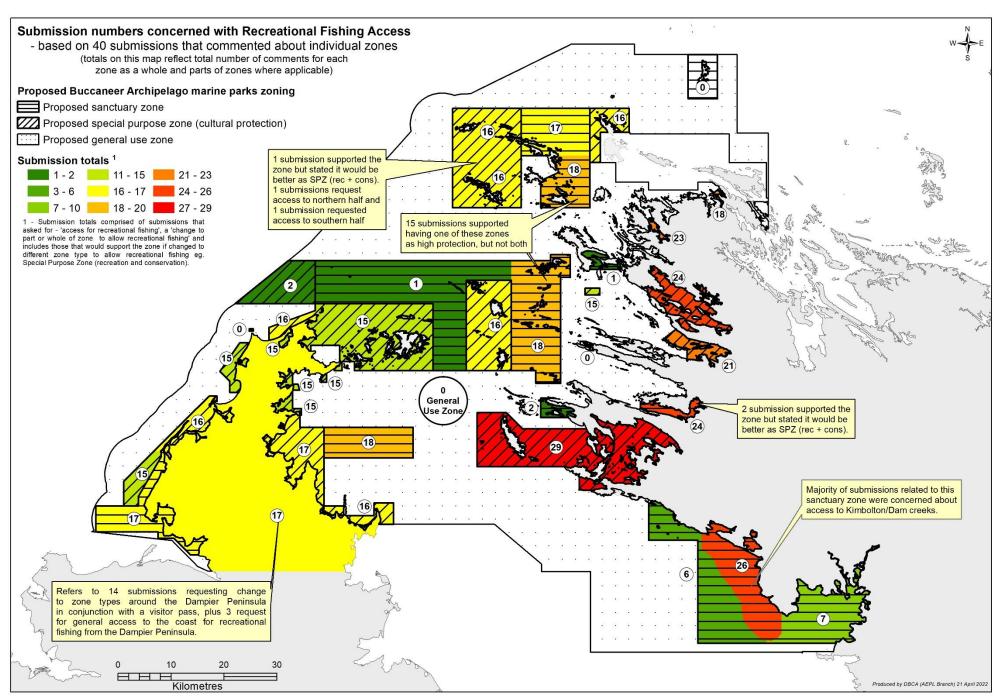
B4. Recreational fishing access

Overall, 125 submitters were concerned about the reduction in areas available for recreational fishing. Of the 125 submitters who were concerned about recreational fishing access, 87 reside in the Kimberley or identified as being Kimberley locals (33 from Derby, 42 from Broome and the remaining didn't provide a postcode but identified themselves as being a Kimberley local). Of the 240 submissions from the Kimberley overall, 87 (36 percent) respondents were concerned about the reduction in areas available for recreational fishing.

The following reasons were cited for a lack of support for the reduction in available areas for recreational fishing:

- 55 submissions advised the number of recreational fishers visiting the area is low and therefore the proposed management is unnecessary.
- 51 advised that the area is naturally protected i.e. by remoteness, large tide etc. and therefore the proposed management isn't necessary.
- 38 submissions advised that current management arrangements are adequate.
- 30 submissions commented that the areas left to fish i.e general use area are not good for fishing.
- 29 submissions commented that proposed zoning will push recreational fishing out to rough seas / unsafe areas.
- 27 submissions advised people only take what they need and therefore proposed management arrangements are not necessary.
- 11 submissions were concerned about the increased pressure on areas left available for fishing.

Of the 125 submitters who were concerned about availability of recreational fishing, 40 commented on specific zones which would impact on their fishing activity and requested these areas remain available for recreational fishing. Map 2 shows the areas/zones where there is concern about the loss of recreational fishing access.



Map 2: Areas where recreational fishers were concerned about the proposed loss of access for recreational fishing.

The following changes were requested by recreational fishers to provide for more recreational fishing access.

- 16 submissions suggested using a range of different fisheries management tools not zoning.
- 15 submissions suggested reducing the size of zones prohibiting recreational fishing.
- 15 submissions suggested the use of a permit system to provide access to recreational fishers in particular zones of the proposed marine parks.
- 15 submissions said there shouldn't be any marine park.
- 15 submissions suggested allowing recreational fishing in SPZ (cultural protection).
- 14 submissions suggested changing particular sanctuary zones and SPZ (cultural protection) to SPZ (recreation and conservation).
- Five submissions suggested reducing the bag limit in the marine park to manage recreational fishing pressure.
- Four submissions suggested allowing catch and release fishing in areas currently proposed to prohibit recreational fishing.
- Three submissions suggested keeping the special purpose zones (cultural protection) but removing sanctuary zones.
- Three submissions suggested using seasonal closures.
- Three submissions suggested restricting the number and size of boats permitted to launch from the Dampier Peninsula.
- One submission suggested changing important special purpose zones (cultural protection) to sanctuary zones.
- One submission suggested using special purpose zones (benthic habitat protection) to allow for recreational fishing but protect important habitats.
- One submission suggested preventing mooring and anchoring, not recreational fishing, to protect cultural areas from recreational fishing.
- One submission suggested using signage to manage recreational fishing access to culturally significant areas.

B5. Commercial fishing

Concerns about commercial gillnetting were raised in 16,051 (mostly proforma submissions from Kimberley Like Nowhere Else, Australian Marine Conservation Society, Save Our Marine Life and Environs Kimberley) stating that gillnetting is a destructive fishing technique that is incompatible with the protection of critically endangered species found within the marine parks and should be banned in all zones.

Overall, 14 submissions were received from the commercial fishing, pearling and aquaculture sector.

- Nine submissions specifically advised they would like to work with Traditional Owners to come
 up with feasible options for continue operating in the proposed marine parks in a culturally
 appropriate manner.
- Five submissions suggested implementing a system where commercial fishing, pearling and aquaculture operations can be assessed in special purpose zones (cultural protection) to allow some operators to fish if deemed to be appropriate.
- Three submissions suggested allowing low impact commercial fishing in special purpose zones (cultural protection).
- Three submissions suggested reducing the size of special purpose zones (cultural protection) and sanctuary zones.

- Three submissions suggested that cultural awareness training be made available to commercial operators.
- One submission suggested the marine parks should not be established.
- One submission suggested using seasonal closures.
- One submission stated they had concerns about the proposed management of sewerage discharge from vessels in the marine parks and requested sewerage discharge from vessels to be permitted in general use zones.
- One amendment to the proposed zoning scheme was suggested to enable the intake and outflow of water to and from existing and proposed hatcheries at Ardyaloon.

The following reasons were given to change the proposed marine parks zoning schemes.

- Concern about the viability of commercial fishing if the proposed zones were to be implemented.
- Concern about future expansion of the industries, particularly that the special purpose zones (cultural protection) coupled with the sanctuary zones, would hinder sustainable economic development in the region, particularly for the traditional owners.
- Concern about the safety of commercial fishing operations if they could only operate in the areas proposed to be general use.

Due to the low number of submissions received from the commercial fishing sector, specific details of the submissions regarding areas important for commercial fishing are not disclosed in this report due to confidentially reasons.

B6. Customary fishing access

Thirty-eight submissions raised concerns that customary fishing is proposed to be permitted in the entirety of the proposed marine parks. Of these submissions, 23 commented on the type of gear permitted to be used for customary fishing in the proposed marine parks, 27 commented on the lack of catch and bag limits and 19 submissions commented that customary fishing and hunting should be prohibited in the proposed sanctuary zones.

B7. Tourism

Six submissions were received from organizations or companies with tourism interests. All six submissions were generally supportive of the marine park proposals but four of the submissions (3 from tourism operators) raised concern about the zoning scheme reducing areas available for fishing. One of the main concerns was increasing competition between commercial, charter and recreational, putting more pressure on particular bays and creeks.

B8. Mining and development

16,050 mostly proforma submissions from Kimberley Like Nowhere Else, Australian Marine Conservation Society, Save Our Marine Life and Environs Kimberley requested that the waters west of Irvine Island be included within the Mayala Marine Park Boundary to ensure protection from the expansion of iron ore mining.

B9. Access

Eight submissions raised concern that they would not be able to access some areas in the special purpose zones (cultural protection). Some submissions mis-understood the proposal and thought access was going to be prohibited to the entirety of the special purpose zones (cultural protection). Two submissions requested more information on the location of areas where access will be restricted to protect cultural sites.

B10. Inclusion of Derby and Yampi Sound port waters into the proposed marine park.

Only one submission was received specifically regarding the tenure of the waters which are proposed to be relinquished from port waters and included into the proposed Maiyalam Marine Park. This submission was supportive of the proposal. All other comments relating to those areas were focused on recreational fishing access and have been included in section 5.4 of this report.

B11. Level of Consultation

57 submissions specifically stated that the consultation prior to and during the public submission phase has not been adequate.

B12. Economic impact on local towns

52 submissions advised that they were concerned about the negative economic impact that the establishment of the proposed marine parks would have on local towns, particularly Derby. All but six of these 52 submissions were from the Kimberley, with 19 of the submissions from Derby residents. The submissions which provided a reason for their concern expressed worry that the reduction of available areas for recreational fishing within a day or weekend trip of Derby will result in people moving away from the town, in an area which already struggles to attract and keep workers for essential services.

B13. Submissions about specific zones.

This section is focused on submissions which made specific comments about particular zones. Submissions relating to the overall level of protection offered by the special purpose zones (cultural protection) and the sanctuary zones are detailed in section 5.3. Maps of the proposed zoning scheme for the proposed Bardi Jawi, Mayala and Maiyalam marine parks are found at Appendix 3.

Special Purpose Zones (Cultural Protection)

42 submissions expressed concern that charter fishing and commercial trochus fishing are proposed to be permitted in SPZ (cultural protection) whilst all other fishing is proposed to be prohibited.

Table 1: Submissions on proposed Special Purpose Zones (Cultural Protection)

Marine	Zone Name	Submissions	
Park			
Bardi Jawi Marine Park	Proposed Packer Island Special Purpose Zone (Cultural Protection)	 Conservation: 16061 proforma submissions stated increased protection was needed for critical calving, nursing and resting habitat for humpback whales off Packer Island (Dampier Peninsula). One submission advised this zone didn't provide enough protection due to permitting trochus and charter fishing. One submission requested this zone to be extended. Recreational fishing: 17 submissions advised recreational fishing should be permitted in SPZ (CP) or access for recreational fishing on Dampier Peninsula increased in general. 	
Proposed	Proposed Thomas Bay Special Purpose Zone (Cultural Protection)	 Aboriginal culture: One submission requested that recreational fishing access be prohibited in Thomas Bay to protect the area. Conservation: One submission advised this zone didn't provide enough protection due to permitting trochus and charter fishing. 	
	Proposed Cape	No submissions were received which commented specifically	

Leveque Island Special	on this zone.	
Purpose Zone (Cultural		
Protection)		
Proposed Alarm Shoals	Recreational fishing:	
Special Purpose Zone	 Two submissions received requesting recreational fishing 	
(Cultural Protection)	access.	
Proposed Hunter Creek	Aquaculture and community infrastructure:	
and Iwany (Sunday	 Three submissions were received expressing concern that 	
Island) Special Purpose	current and proposed infrastructure for the intake and	
Zone (Cultural	outflow of water was not accommodated in the proposed	
Protection)	marine park.	
	Commercial fishing:	
	 Two submissions requested access to this zone. 	
	Conservation:	
	 One submission advised this zone didn't provide enough 	
	protection due to permitting trochus and charter fishing.	
Proposed Shenton Bluff	Recreational fishing:	
Special Purpose Zone	 15 submissions advised recreational fishing should be 	
(Cultural Protection)	permitted in SPZ (CP) or access for recreational fishing on	
	Dampier Peninsula increased in general.	
	Commercial fishing:	
	 One submission requested access to reefs in this area. 	
	Conservation:	
	 One submission advised this zone didn't provide enough 	
	protection due to permitting trochus and charter fishing.	
Proposed Catamaran	Recreational fishing:	
Bay Special Purpose	 15 submissions advised recreational fishing should be 	
Zone (Cultural	permitted in SPZ (CP) or access for rec fishing on Dampier	
Protection)	Peninsula increased in general.	
	Commercial fishing:	
	One submission requested access to reefs in this area.	
	Conservation:	
	One submission advised this zone didn't provide enough	
Dua va a a d Clavora da vo	protection due to permitting trochus and charter fishing.	
	Recreational fishing:	
Creek Special Purpose Zone (Cultural	15 submissions advised recreational fishing should be paralited in SP7 (CP) or assess for restlicing on Dampier. **The control of the c	
Protection)	permitted in SPZ (CP) or access for rec fishing on Dampier Peninsula increased in general.	
riotectionij	Commercial fishing:	
	 One submission requested access to reefs in this area. 	
	Conservation:	
	One submission advised this zone didn't provide enough	
	protection due to permitting trochus and charter fishing.	
Proposed Cygnet Bay	Recreational fishing:	
Special Purpose Zone	 17 submissions advised recreational fishing should be 	
(Cultural Protection)	permitted in SPZ (CP) or access for recreational fishing on	
	Dampier Peninsula increased in general.	
	Commercial fishing:	
	 One submission requested access to reefs in this area. 	
	Conservation:	
	One submission advised this zone didn't provide enough	
	protection due to permitting trochus and charter fishing.	

	Droposed Cuppingham	Pocreational fishing:
	Proposed Cunningham Point Special Purpose Zone (Cultural Protection)	 Recreational fishing: 16 submissions advised recreational fishing should be permitted in SPZ (CP) or access for recreational fishing on Dampier Peninsula increased in general. Commercial fishing: One submission requested access to reefs in this area. Conservation: One submission advised this zone didn't provide enough protection due to permitting trochus and charter fishing.
	Proposed Marnany Angana Wijiwarra (reef close to Dunvert Island) Special Purpose Zone (Cultural Protection)	 Recreational fishing: 15 submissions advised recreational fishing should be permitted in this zone.
Marine Park	Proposed Wanganiny (Bathurst Island) Special Purpose Zone (Cultural Protection) Proposed Garranarr	Mining: One submission requested the area be excluded from the marine park due to mining interests on Bathurst and Flora Islands. Recreational fishing:
Proposed Mayala Marine Park	(Bedford Island Group) Special Purpose Zone (Cultural Protection)	 16 submissions advised recreational fishing should be permitted in this zone. One submission supported this zone but would prefer recreational fishing to be permitted. Commercial fishing: One submission requested access to reefs in this area.
	Proposed Gararr and Oolala (Mermaid and High) Special Purpose Zone (Cultural Protection)	Recreational fishing: • 16 submissions requested more recreational fishing access. Commercial fishing: • One submission requested access to reefs in this area.
larine Park	Proposed Oobayal and Oonggaliyan (Inland Sea) Special Purpose Zone (Cultural Protection)	 Recreational fishing: This zone was of the most concern from recreational fishers, as it is a popular and safe fishing area with 29 submissions specifically requesting access in this zone.
Proposed Mayala and Maiyalam Marine Park	Proposed Barrali (Strickland Bay) Special Purpose Zone (Cultural Protection)	 Recreational fishing: This zone was of high amount of concern from recreational fishers, as it is a popular and safe fishing area with 21 submissions specifically requesting access in this zone. Conservation: One submission advised this zone didn't provide enough protection due to permitting trochus and charter fishing. 16,063 (mostly proforma) submissions requested protection around the islands and fringing reefs in Strickland Bay.
Propose	Proposed Janbarrgal (Graveyard) Special Purpose Zone (Cultural Protection)	 Recreational fishing: This zone was of a high amount of concern from recreational fishers, as it is a popular and safe fishing area with 24 submissions requested access.

Proposed Sanctuary Zones

Thirty-five submissions considered the scientific reasoning for the sanctuary zones to be insufficient to justify prohibiting extractive activities in these areas.

Table 2: Submissions on proposed sanctuary zones

Marine Park	Zone name	Submissions	
Proposed Bardi Jawi Marine Park	Proposed Pender Bay Sanctuary Zone	 Two submissions requested access for recreational fishing. One of these submissions particularly mentioned for barramundi, mangrove jack and threadfin salmon. 15 submissions asked to increase fishing around Dampier Peninsula generally. Conservation: One submission requested this zone be expanded to meet the southern boundary of the proposed marine park and expanded to the north for whale protection. 	
Propose	Proposed Cygnet Bay Sanctuary Zone	Recreational fishing: • 18 submissions requested more recreational fishing access.	
Proposed Bardi Jawi and Mayala Marine Park	Proposed Twin Island and Biidib sanctuary zones	, , , , , , , , , , , , , , , , , , , ,	
Proposed Mayala Marine Park	Proposed Yalwagi sanctuary zone	 Conservation: 16061 (mostly proforma) requested this zone be extended to the north to protect whale calving area. Recreational fishing: 18 Submissions requested more recreational fishing in the Yalwagi sanctuary zone and one suggested more fishing access in the southern half. Of these 15 advised they would support either Biidib or Yalwagi sanctuary zone. Commercial fishing one submission requested access to reefs in this area. 	
Proposed Mayala and Maiyalam marine parks	Proposed Yorroon / Bullbull (Whirlpool Passage) Sanctuary Zone	Recreational fishing: • 15 submissions supported this zone. One submission requested access to recreational fishing. Conservation: • Three submissions suggested expanding this zone to include a transition of habitats.	
Proposed Maiyalam Marine Park	Proposed Dijee (Pecked Island) Sanctuary Zone	 Recreational fishing: Two submissions requested more recreational fishing access in this zone. 15 submissions supported this zone. Conservation: Three submissions wanted the zone increased in size with 	

	one of the submissions suggesting it be expanded to include a transition of habitats.
Proposed	Recreational fishing:
Robinson River	26 submissions requested more recreational fishing in this
and Helpman	zone, with 20 submissions specifically mentioning Dam
Island Sanctuary	Creek and Kimbolton Creek.
Zone	Conservation:
	16,063 (mostly proforma) submissions requested
	protection around the islands and fringing reefs in
	Strickland Bay. One of these submissions suggested
	allowing recreational fishing at Saddle Hill Creek.
Proposed	Recreational fishing:
Yaloon (Cone	23 submissions requested more recreational fishing access
Bay) Creek	in this zone.
Sanctuary Zone	Two submissions (from fishing clubs) said they didn't have
Surretuary Zorre	big concerns about this zone but would prefer it to be
	available for recreational fishing.
	Conservation:
	Two submission suggested increasing the size of this zone,
	one of which suggested expanding the zone to include a
	transition of habitats and biota along the depth gradient
	from the protected shores to the subtidal and towards the
	openings into large bays.
Proposed Bordo	Recreational fishing:
(Sir Richard	• 15 submissions supported this zone.
Pass) Sanctuary	Conservation:
Zone	One submission suggested expanding this zone to include a
	transition of habitats.
Proposed	Recreational fishing:
Waddaddam	23 submissions requested more recreational fishing access.
(Coppermine	Conservation:
Creek)	One submission suggested expanding this zone to include
Sanctuary Zone	transitions in habitat and biota further down the depth
,	gradient from the protected shores to the subtidal and
	towards the openings into large bays.
Proposed	Recreational fishing:
Gananguddee	 18 submissions requested more recreational fishing access.
Eewuleg (Dog	Of these, 15 submissions suggested Shark Alley instead.
Leg Creek)	Mining:
Sanctuary Zone	One submission advised that part of the mining tenement
,	for Koolan Island overlaps the proposed marine park to the
	south of Nares and that further discussion was required on
	the boundary here.
	Conservation:
	One submission suggested expanding the zone to include a
	transition of habitats and biota along the depth gradient
	from the protected shores to the subtidal and towards the
	openings into large bays.
Proposed	Recreational fishing:
Macleay Island	15 submissions advised they would support this zone with
Sanctuary Zone	scientific backing to support reservation.
,	Conservation:
	One submission suggested increasing the size of the zone.
	55 5

PART C: SUMMARY OF RESPONSES TO KEY ISSUES AND MODIFICATIONS TO THE JOINT MANAGEMENT PLAN

All issues raised during the public submission period were considered by DBCA, and the interim joint management bodies for the Bardi Jawi Gaarra, Mayala and Maiyalam marine parks. This included visiting the key sites of concern to come up with solutions to the issues raised.

C1. Establishment of the marine park.

The majority of submissions supported the principle of a marine park with changes. After considering all the public submissions the following changes have been made:

- the addition of a new zone type special purpose zones (biocultural conservation) to provide for the conservation of ecologically and culturally important marine ecosystems such as reefs and mangroves whilst continuing to allow for low impact recreational and commercial activities;
- changes in the size and location of some sanctuary, special purpose zones (cultural protection)
 and general use zones to accommodate concerns and suggestions raised in the public
 submissions;
- a five-year review of the permitted uses table for the special purpose zones (cultural protection);
- The intent for DPIRD to be an informal joint management partner for all fisheries, pearling and aquaculture related matters;
- minor boundary amendments to accommodate existing adjacent tenure;
- minor amendments to management strategies and other text based on feedback from the submissions and workshops with the interim joint management bodies;
- prioritisation of the management strategies for the Mayala Marine Park and Bardi Jawi Gaarra Marine Park management plans;
- inclusion of performance measures and targets for cultural values in the Mayala Marine Park and Bardi Jawi Gaarra Marine Park management plans; and
- changes to the name of some zones to reflect the traditional language.

Responses to the key issues raised, and any resulting modification to the joint management plan, are summarised below.

C2. Joint management and co-design

The support for the co-design process and joint management of the marine park is noted. DBCA acknowledges and respects the traditional owners of the areas and recognises their strong and ongoing cultural connections over land and saltwater country. A new strategy has been included in the final joint management plans to facilitate DPIRDs role in the joint management of the marine park.

'In accordance with DPIRD's responsibilities under the FRM Act, Pearling Act, and ARM Act (when implemented), develop a framework for DPIRDs involvement in the joint management of the marine park including mechanisms for DPIRD to attend JMB meetings [DPIRD]'.

C3. Level of protection.

The zoning scheme for the marine park has been amended in response to public submissions and further consultation with key stakeholders and traditional owners to better reflect the values and objectives of the marine park and the existing and potential pressures on the values. The level of protection has remained similar to the original proposal however the placement and type of zones has been changed to reduce the impact on existing and potential use.

The zoning scheme is based on a comprehensive, adequate and representative design and aims to protect ecologically and culturally important values such as mangroves and coral reefs while also considering the needs of other park users such as commercial and recreational fishers. In addition to the zoning scheme, a range of complementary management strategies, such as seasonal and temporal closures, speed restrictions and restrictions to foot access on intertidal coral reefs are included in the plan to provide additional protection to marine fauna, habitats and communities.

Special purpose zone (biocultural conservation)

Many of the areas that recreational and commercial fishers raised concern about in their submission were in areas that have high cultural and ecological values such as Dam and Kimbolton Creeks, Inland Sea, Strickland Bay, the Graveyards and some key reefs in Bardi and Jawi Country.

A new zone type has been developed for these areas, the special purpose zone (biocultural conservation) which will provide for the conservation of ecologically and culturally important marine ecosystems such as reefs and mangroves whilst continuing to allow for low impact recreational and commercial activities. The special purpose zones (biocultural conservation) will play an important role in protecting the value of Country to the culture and heritage of Aboriginal people by protecting important biocultural values from high impact commercial activities.

The location of the special purpose zones (biocultural conservation) are outlined in map 1.

C4. Recreational Fishing

Changes to the zoning scheme, particularly the designation of special purpose zones (biocultural conservation) in key areas which had high ecological, cultural and socio-economic values has resulted in an increase in popular fishing areas being available for recreational fishing. Key locations include Dam and Kimbolton Creeks, Inland Sea, Strickland Bay, Graveyards, the Sea Country around Byron Island and some key areas around the Dampier Peninsula.

To ensure that recreational fishing in the special purpose zones (biocultural conservation) does not impact significantly on the important cultural values of these areas, additional fishing restrictions may be required after the marine parks have been implemented. DPIRD has agreed to work with the Joint Management Body, Recfishwest and key fishing stakeholders to examine options. Once a decision has been made on the additional restrictions, regulations will be implemented under the Fish Resources Management Act 1994 and Fish Resources Management Regulations 1995 to further manage fishing in the special purpose zones (biocultural conservation). The additional fishing regulations will help to ensure that recreational fishing is carried out in a culturally appropriate manner. These regulations will be implemented through the following strategy that has been included in the joint management plans 'Through a collaborative approach with traditional owners, Recfishwest and recreational fishers, develop fishing regulations for the Special Purpose Zones (biocultural conservation) which help ensure recreational fishing is culturally appropriate [DPIRD]'. This is a high priority to be developed and implemented in the first 2-3 years of the establishment of the marine park.

C5. Commercial Fishing

The concerns expressed regarding commercial gillnetting were noted, however the marine park joint management plan recognises that commercial fishing is important to the economy of the Kimberley region and the prohibition of these activities from the entirety of the marine park was not deemed

necessary to protect the values of the marine park. The marine park has been designed for multiple uses, including commercial fishing, to provide a balance between sustainable use and conservation. Commercial fishing has been listed for a number of values as a 'potential and current pressure' and the monitoring program will allow any pressures to be tracked. Commercial gillnetting is not permitted in areas of the marine park zoned as sanctuary, special purposes zone (cultural protection) and special purpose (biocultural conservation) to protect the particular values of those areas. Management strategies are included to research and monitor any ecosystem effects, as well as to investigate the extent and significance of any commercial fishing interactions with marine mammals and other protected species. Management of the park will provide a balanced approach to providing for sustainable uses, including commercial fishing, while achieving conservation outcomes.

To address some concerns raised that the prohibition of commercial fishing, pearling and aquaculture in the special purpose zones (cultural protection) would limit the sustainable economic development of the area, particularly for traditional owners, a review of the permitted activities for the special purpose zones will be undertaken in five years. This will give the opportunity for the Traditional Owners to determine whether, after research, some potential low impact economic development opportunities could be considered compatible with the purpose of the special purpose zones (cultural protection). Any changes to the permitted activities and uses table for the special purpose zones will require a statutory two-month public comment period and approvals from the Minister for Environment, Minister for Fisheries and Minister for Mines and Petroleum.

C6. Customary Fishing

No changes were required in response to the issues raised on customary fishing in the public submissions. The plan recognises the importance of ongoing cultural activities and includes strategies to work with Mayala, Bardi, Jawi and Dambeemangarddee traditional owners to develop sustainable management arrangements for the customary take of finfish, as well as for vulnerable species such as dugong and turtles. It is noted that customary fishing refers to the customary right to access a resource and carries no implicit requirement for traditional methods to be used.

C7. Tourism

The support for sustainable tourism activities in the marine park is noted. The marine park aims to protect some of the most significant tourist attractions on the Kimberley coast. Sustainable tourism is important to the Kimberley regional economy and will be actively promoted and supported by DBCA in the creation of the marine park. The majority of comments supported the approach to managing tourism in the marine park as such; no changes were required.

C8. Mining and development

The comments made on mining and development have been noted. No changes have been made to the boundary of the proposed marine park to include the waters to the west of Irvine Island. However, it is recognised in the management plan that the waters surrounding Irvine Island are of exceptional cultural and ecological significance and they would make a significant contribution to the marine park in this area. If these waters are to be considered for inclusion in the future, DBCA will work with Mayala Traditional Owners and mining tenement holders to seek consent for reservation of these waters into the marine park.

C9. Access

The comments made on access have been noted. Access will be permitted in all zones of the marine park, unless restricted under the CALM Regulations. Such restrictions for the cultural reasons will be small scale and associated with highly significant sites within the sanctuary and special purpose zones (cultural protection). The location of these restricted areas will be developed through the visitor plan which will be developed in consultation with key stakeholders.

C10. Inclusion of Derby and Yampi Sound Port

The submission received regarding the relinquishment of port waters for inclusion into the Lalanggaddam and Mayala marine parks was supportive and as such no changes were required.

C11. Level of Consultation

Submissions at the beginning of the public submission period which expressed concern that the level of consultation with stakeholders and the community were addressed by increasing the length of the public submission period to nearly double the statutory requirement and carrying out a series of community and key stakeholder meetings in Broome and Derby.

C12. Economic Impact on local towns

Comments regarding concerns about the marine parks having a negative economic impact on local towns were noted. However the reservation of a marine park is for the purpose of allowing only that level of recreational and commercial activity which is consistent with the proper conservation of the natural environment, the protection of flora and fauna and the preservation of any feature of archaeological, historic or scientific interest, not for an economic reason. However, the primary purpose of marine parks supports sustainable economic development. Marine parks are multiple use, allowing for on-going sustainable use. There have been various studies in Western Australia and worldwide on the economic and social benefits of marine protected areas. Marine protected areas and other spatial protection measures have been shown to deliver concrete benefits to blue economy sectors, (Pantzar et al. 2016). The Ningaloo region, protected by a marine park, contributed \$110 million to the State economy in 2018 - 19. More than 90% of this was attributed to money spent by the hundreds of thousands of domestic and international tourists who visit Ningaloo each year. This tourism activity is largely contingent on the Reef's unique existence (DBCA and Deloitte Access Economics 2020)

C13. Summary of changes to specific zones.

Special purpose zones (cultural protection)

In response to the submissions some special purpose zones (cultural protection) were removed, some were increased in size and some were decreased in size depending on the issue in a particular area. Table 3 provides an overview of changes to the proposed zones. No changes have been made to zones not listed in the tables below.

Table 3: Changes to the special purpose zones (cultural protection) proposed in the indicative joint management plans

Marine Park	Zone name	Changes
Bardi Jawi Gaarra Marine Park	Proposed Packer Islands special purpose zone (cultural protection)	This zone was reduced in size to accommodate an increase to the proposed Pender Bay sanctuary zone. This zone was renamed the <i>Woolardgoon</i> special purpose zone (cultural protection) to reflect the traditional name for this area.
	Proposed Thomas Bay special purpose zone (cultural protection)	The boundaries of this zone were changed to accommodate the Looloorr special purpose zone (biocultural conservation) which protects important cultural and ecological values, but unlike the special purpose zones (cultural protection) the special purpose zone (biocultural conservation) allow more low impact commercial and recreational activities. This zone was renamed the Bool special purpose zone (cultural protection) to reflect the traditional name for this area.
	Proposed Hunter Creek and Iwany special purpose zone (cultural protection)	The boundaries of this zone were changed to accommodate the Ambool special purpose zone (biocultural conservation) which protects important cultural and ecological values, but unlike the special purpose zones (cultural protection) the special purpose zone (biocultural conservation) allow more low impact commercial and recreational activities. The southwestern boundary of this zone was changed to provide more protection to a culturally important reef system. This zone was renamed the Birimbir special purpose zone (cultural protection) to reflect the traditional name for this area.
	Proposed Shenton Bluff	This zone was removed to provide for the commercial and recreational use of the area, including existing and proposed outfall pipes. It was rezoned as general use.
Mayala Marine Park	Proposed Oobayal and Oonggaliyan special purpose zone (cultural protection)	This zone was split into two separate zones, divided by a general use area to allow for commercial and recreational activities. The eastern boundary of the zone was moved to the west accommodate the Oobayal special purpose zone (biocultural conservation). This new zone still protects the important cultural and ecological values of the from high impact activities such as gillnetting, but allows for low impact commercial and recreational activities, including recreational fishing.
	Proposed Barrali special purpose zone (cultural protection)	This zone was increased in size to provide increased protect to the significant cultural values of the area.

	This zone was renamed the Gaarroogoorrood special purpose zone (cultural protection) to reflect the correct traditional name for the area.
Vickery reef special purpose zone (cultural protection)	This zone was removed to provide for recreational fishing.
Proposed Janbarrgal special purpose zone (cultural protection)	This zone was replaced by the Janbarrgal sanctuary zone and the Janbarrgal special purpose zone (biocultural conservation). The sanctuary zone protects important habitats within the Graveyards area. Traditional knowledge passed down through generations shows that this area contains important noomool (seagrass) for odorr (dugongs). The Janbarrgal special purpose zone (biocultural conservation) protects important cultural and ecological values from high impact activities but allows for low impact commercial and recreational activities including recreational fishing.

Sanctuary zones

In response to the submissions some sanctuary zones were removed, some were increased in size and some were decreased in size depending on the issue in a particular area. If a zone is not included in the table below, no change was made between the zoning in the indicative joint management plan and the final zoning.

Table 4: Changes to the special purpose zones (cultural protection) proposed in the indicative joint management plans

Marine Park	Zone name	Changes
Bardi Jawi Gaarra Marine Park	Pender Bay sanctuary zone.	This zone was increased in size to accommodate submissions from the environmental and conservation sector that raised concern that important habitats in this area, including a staging and calving area for humpback whales was underrepresented. This zone was renamed the Ollongon sanctuary zone to reflect the traditional name for this area.
Mayala Marine Park	Proposed Janawan Sanctuary Zone	This zone was increased in size to accommodate submissions from the environmental and conservation sector that raised concern that important habitats in the King Sound Bioregion were underrepresented.
Mayala	Proposed Oobayal, Biidiib and Yoorroon sanctuary zones	These sanctuary zones were combined to form one large sanctuary zone and provide protection from inland coastal areas to offshore habitats as suggested in number of submissions from the

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		environmental and conservation sector. This zone was renamed the Boolngoorroo sanctuary zone to reflect the correct traditional name for this area.
	Proposed Yawalgi sanctuary zone	The southern boundary of this zone was moved north to accommodate the Galayngoorr special purpose zone (biocultural conservation). This new zone still protects important cultural and ecological values from high impact activities but allows low impact commercial and recreational activities, including recreational fishing. The northern boundary of the zone was extended out to the limit of state waters to protect deep water habitat which the conservation sector advised was underrepresented in the indicative zoning scheme.
Maiyalam Marine Park	Proposed Robinson River Sanctuary zone	The proposed Robinson River and Helpman Island sanctuary zone was split into two, divided by a special purpose zone (biocultural conservation). This new zone still protects important cultural and ecological values from high impact activities but allows low impact commercial and recreational activities, including recreational fishing.

C14. Other key changes

Prioritisation of the management strategies for the Mayala Marine Park and Bardi Jawi Gaarra Marine Park management plans

Since the release of the indicative joint management plans, all strategies in the plans have been prioritised. To prioritise the management strategies, a joint workshop was held between Mayala and Bardi Jawi representatives and key DBCA staff. Management strategies considered to be foundational and critical to achieving the strategic objectives of the management plan are presented as high-key management strategies (H-KMS) in the management plans. All other strategies are prioritised as high (H), medium (M) and low (L) or as required to indicate their relative importance. All strategies apart from those which are 'as required' are intended to be implemented over the life of this plan. High priority strategies are those that need to be started as soon as possible (within the first 5 years), medium priority strategies, are those that need to be started within the first 8 years and low priority strategies are those that should be started when possible but within the 10-year life span of the plan. Some strategies were considered a principle to be applied throughout the implementation of the joint management plan.

Sewage discharge and outflows

In response to submissions made on the management of sewage discharge from vessels, amendments have been made to clarify where sewage discharge from vessels is permitted. The proposed Shenton Bluff special purpose zone (cultural protection) was removed to allow for existing and proposed outflows at Ardyaloon.

Scientific evidence.

Where available, additional references have been cited regarding the ecological values of the proposed marine park and justification of sanctuary zoning. The area is relatively under studied compared to other areas around the State and fine scale scientific information is not available for all areas. In the absence of fine scale habitat mapping and in accordance with the Guidelines for Establishing the National Representative System of Marine Protected Areas (NRSMPA) which advises that the best available information should be used, broadscale information was used to protect areas across the full range of bioregions and across a range of different depths and exposures from inshore areas to offshore areas.

Appendix 1 – List of organisations who made a submission

Aboriginal Organisation

Djarindjin Aboriginal Corporation

Commercial fishing, pearling and aquaculture

Aarli Mayi

Cygnet Bay Pearls

Diversity Sustainable Development Consultants Pty Ltd

Marine Aquarium Fishing Industry

Marine Produce Australia

Monsoon Aquatics

Paspaley Group of Companies

Sea Harvest

Tasmania Seafoods Pty Ltd

Western Australian Fishing Industry Council Inc.

Western Australia Fish and Coral

Conservation groups

Centre for Conservation Geography Minderoo Foundation

Government

Commonwealth

Department of Defence

Parks Australia

State

Department of Communities Department of Transport Tourism Western Australia Western Australian Museum

Local

Shire of Derby West Kimberley (interim submission)

Mining

Pragma Lawyers
Mount Gibson Iron

Recreation

Broome Fishing Club Game Fishing Association of Australia Mary Island Fishing Club The Western Australia Game Fishing Association Recfishwest

Scientific/Research

AMSA

Tourism operators

Makaira Game Fishing Kimberely Marine Tourism Association Reel Teaser

Other

Derby Chamber of Commerce Walkabout Contracting Water Corporation

Appendix 2: Proforma submissions

Kimberley Like Nowhere Else, Environs Kimberley, Australian Marine Conservation Society and Save Our Marine Life

Please accept my submission to the public consultation for the proposed marine parks in the Buccaneer Archipelago.

I welcome the creation of the Maiyalam, Mayala, and Bardi Jawi Marine Parks and support the joint vesting and management arrangements with the Dambimangari, Mayala and Bardi Jawi Traditional Owners. The co-design process incorporating the aspirations of the Traditional Owners is a significant achievement recognising the significant cultural values and ongoing connections to sea country.

I commend the level of protection offered through the sanctuary and special purpose cultural protection zones around Sunday Islands, the Graveyard, Robinson River and the outer islands of the Buccaneer Archipelago (Caffarellis, Bedford, Finch, Admiral). I urge for the marine parks to remain of world-class standard by maintaining the size and integrity of sanctuary and special purpose cultural zones throughout the consultation period.

An increase is needed in the protection of key habitats in the marine parks over:

- islands and fringing reefs in Strickland Bay
- inner King Sound
- critical calving, nursing and resting habitat for humpback whales north of Admiral Island and off Packer Island (Dampier Peninsula)
- critical Olive Ridley turtle habitat at Cape Leveque.

I ask that the westward waters off Irvine Island are included within the marine park boundaries to ensure protection from the expansion of destructive iron ore mining.

I look forward to the Outer Buccaneer Archipelago from Adele Island, Beagle and Mavis Reef gaining protection in the near future.

Further, gillnetting is a destructive fishing technique that is incompatible with the protection of critically endangered species found within the marine parks and should be banned in all zones.

These changes will ensure that the Maiyalam, Mayala, and Bardi Jawi Marine Parks meet their objectives to protect and conserve biodiversity and ecological integrity, and to allow for sustainable resource use, recreation and tourism activities. The Marine Parks will offer the opportunity to safeguard the unique cultural, conservation and fishing lifestyle values of this iconic region.

Country Needs People

Please accept the below as my submission to the public consultation for the Buccaneer Archipelago's proposed marine parks.

As a West Australian who wants to see our natural and cultural heritage carefully managed into the future, I strongly welcome the creation of the Maiyalam, Mayala, and Bardi Jawi Marine Parks and support the Dambeemangarddee, Mayala and Bardi Jawi Traditional Owners as central to all aspects of their ongoing management. I was particularly heartened to see that, for the first time, the proposed management plans for the parks were co-designed by Dambeemangarddee, Mayala and Bardi Jawi Traditional Owners and the WA Government. I understand the cultural and traditional ecological knowledge of over 200 individual Traditional Owners went into developing these plans, and I commend the DBCA for undertaking a process whereby the Traditional Owners, who have a unique and unbroken connection to these areas stretching back over millennia, were heard. I believe the Maiyalam, Mayala, and Bardi Jawi Marine Parks proposal offers a good deal of balance. Balance that protects important cultural places and important Kimberley marine biodiversity hot spots while providing some of the best fishing and recreational experiences in Australia. At the same

time, the plan is prudent by recognising the need to allow for, but carefully manage, growing numbers of visitors to the area and importantly ensure they are both welcome and safe when on Dambeemangarddee, Mayala and Bardi Jawi Country.

I also commend the creation of the new Special Purpose Cultural Protection Zones. With Cape Leveque Road's sealing, the development of these new zones will be vital to ensuring Traditional Owners keep country healthy and protect important sites while sharing with visitors. I urge the West Australian Government to respect Traditional Owner wishes and the co-design process they have initiated by keeping the size and regulations associated with the Special Purpose Cultural Protection Zones.

I also want to stress the importance of ensuring that Traditional Owners are at the core of management activities and decision making across the proposed Maiyalam, Mayala, and Bardi Jawi Marine Parks. When the Buccaneer Archipelago Marine Park is finally declared, it is essential that appropriate resources are directed towards the management of complex cultural values as determined by the Dambeemangarddee, Mayala and Bardi Jawi Traditional Owners. As well as ensuring they are central to delivery of management of biodiversity. For the park to be an enduring success, the quality, funding and implementation of active management post declaration is just as important as the management plan's integrity. As the Traditional Owners have an enduring relationship with the region, their views must be a high priority.

A good balance has been struck with the development of the Maiyalam, Mayala, and Bardi Jawi Marine Park plans. The plans at this point go some way to addressing the need of the Dambeemangarddee, Mayala and Bardi Jawi Traditional Owners to maintain their saltwater lifestyle while ensuring that critical ecological areas are protected and allow for sustainable resource use, tourism, and recreation.