

Community Engagement Strategy Marmion Marine Park

Management plan review and proposed extension



Burns Reef, Marmion Marine Park. Credit: Pam Sutton.

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1. Introduction and context

The Marmion Marine Park is situated between Trigg Island and Burns Rocks, encompassing approximately 9500 hectares. It was gazetted in 1987 as Western Australia's first marine park, with management guided by the *Marmion Marine Park Management Plan (1992-2002)*.

A review of the Marmion Marine Park Management Plan was recommended by the then Marine Parks and Reserves Authority in 2012, and the Office of the Auditor General in its 2016 report *Management of Marine Parks and Reserves*. The 1992 management plan is outdated and was not underpinned by an outcome based, adaptive management framework. The review was recommended to allow for consideration of the changing pressures and uses, increased visitation to the area, and management priorities.

In 2019, development approval for Ocean Reef Marina required the excision of 143 hectares from Marmion Marine Park enacted through the *Reserves (Marmion Marine Park) Act 2019*. This triggered a review of the Marmion Marine Park Management Plan to reflect the excision as well as a proposal for extending the marine park, as a commitment under the State Government's Plan for Our Parks initiative.

A revised management plan will put in place a contemporary management framework to conserve the ecological, social, and cultural values of the area, while allowing for sustainable use and planning for the predicted increased use of the area.

The proposed extension seeks to shift the marine park boundary west to the limit of State waters and north to align with the northern boundary of the Whadjuk Noongar registered native title claim area just north of Two Rocks (Figure 1). This extension would:

- consider the extensive knowledge gained from long term monitoring programs and on ground management
- ensure the inclusion of extensive subtidal macroalgal reef communities, as well as Posidonia seagrass complex priority ecological communities in the marine park;
- include additional Australian sealion habitat and humpback migratory paths;
- include complex geomorphology with limestone platforms, small sandy bays, long sandy beaches, and intertidal reef platforms;
- provide the opportunity for complementary and contiguous management with the Commonwealth Two Rocks Marine Park; and
- provide the opportunity to put in place effective management arrangements for sustainable use of the marine environment, based on the CAR (comprehensive, adequate, and representative) principles and NRSMPA (National Representative System of Marine Protected Areas) objectives.

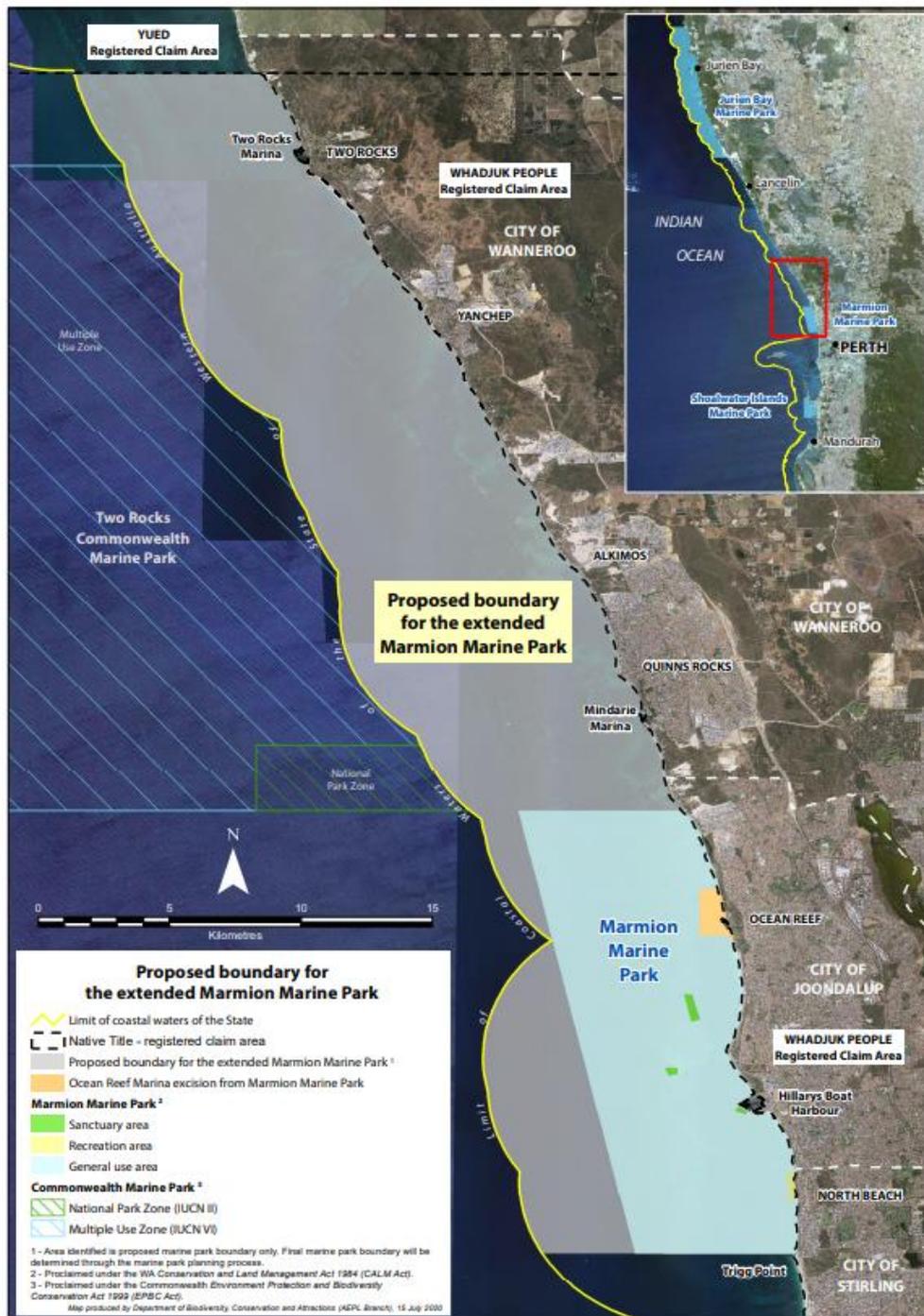


Figure 1: Proposed boundary for Marmion Marine Park extension

The marine park zoning within this proposed boundary will be developed in consultation with the community during the planning process. The final marine park area will be managed for multiple use.

The Department of Biodiversity, Conservation and Attractions (DBCA) recognises the connection and cultural responsibilities that Aboriginal people have for country. The opportunity for a jointly managed marine park and/or joint vesting, will be discussed with

Whadjuk Noongar Traditional Owners (TOs). Under the *Conservation and Land Management Act 1984 (CALM Act)* all management plans must have the objective to conserve and protect the value of the marine park to the culture and heritage of Aboriginal people.

DBCA also recognises operations of the commercial fishing industry and interests of recreational fishers within the study area for the proposed marine park and has identified them as important stakeholders in this project. DBCA acknowledges the vital role played by their peak bodies¹, Western Australian Fishing Industry Council (WAFIC) and Recfishwest (RFW).

The Department of Primary Industries and Regional Development (DPIRD) is a joint project partner with DBCA and Traditional Owners, which highlights the importance of fisheries stakeholders in the marine park planning process. DPIRD and DBCA are working to an agreed set of principles to help guide marine park planning processes. DPIRD is a joint partner in the marine park process and proposed to be a member of the joint management body.

DPIRD and the Department of Mines, Industry Regulation and Safety (DMIRS) also have statutory advice and approvals roles in marine park planning processes. The joint management partners and DMIRS will work closely with other government agencies to ensure a whole of government approach to the proposed marine park planning process. DBCA and DPIRD have formal arrangements in place to ensure a collaborative and constructive approach to defining the scope, process, and engagement for commencing and undertaking marine reserve planning processes. DBCA will provide clear guidance to stakeholders on the steps in the marine park planning process and the level of engagement to be undertaken (see Appendix 1).

2. Community engagement aim

DBCA values public participation as a process to make better decisions that incorporate the interests and concerns of all affected stakeholders and meet the needs of the decision-making bodies. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process. Engagement must be undertaken within the limitations of the legal framework, government-imposed timeframes, budget, and capacity of DBCA.

This CES aims to identify goals for engagement with stakeholders² and local communities, which will guide the development of an internal 'Design, Plan, Manage' community engagement plan (CEP) that outlines critical steps to move the engagement project from initial need to successful conclusion.

¹ Note that the peak fishing sector bodies are formally recognised in legislation and are currently funded by government to provide consolidated advice at a peak body level and have the capacity to undertake engagement on behalf of government under service level agreements. If these arrangements are changed, alternative engagement arrangements may be required.

² Stakeholder - an individual or group that has an interest in any decision or activity of an organisation. Key project stakeholders are those who have the influence and authority to dictate whether a project is a success or not.

3. Community engagement goals

Following current best practice principles of the International Association for Public Participation (IAP2), the engagement goals are to:

Purpose	Goal	Details
Share and receive Information	Share and receive information from stakeholders and community about the project and the opportunities to engage.	<ul style="list-style-type: none"> • Provide education/communication materials using a range of methods to inform stakeholders and local communities about proposed extension, management plan review and marine park planning process (see Section 9 – communication plan); • Provide clear and accurate information regarding the marine park proposal, including communicating key messages; • Provide clear guidance to stakeholders on the steps in the marine park planning process and the level of consultation to be undertaken; and • Receive information from stakeholders regarding values, concerns and use of the study area, which will be critical to the development of management arrangements.
Understand reactions	Understand views of stakeholders and community. Understand implications of a proposal.	<ul style="list-style-type: none"> • Provide opportunities for key stakeholders to give ongoing feedback during the marine park planning process.
Improved proposals	Improve the quality of the management plan. Create understanding of emerging or existing problems or opportunities and their consequences or potential.	<ul style="list-style-type: none"> • Facilitate structured, meaningful stakeholder and community input into the marine park planning process and development of community supported marine park management arrangements.
Build relationships	Create new relationships with stakeholders and community. Strengthen existing relationships with stakeholders and community. Create more productive contributions from existing relationships.	<ul style="list-style-type: none"> • Ensure genuine and ongoing engagement is undertaken with stakeholders and local communities throughout the marine park planning process.
Generate support	Create understanding of the reasons for change. Create collective and personal action aligned with proposed changes.	<ul style="list-style-type: none"> • Engage with stakeholders and local community through a variety of mechanisms to ensure maximum reach (see Section 8 Planning Process Participants), including via awareness raising events and educational products.
Decision making	Shape the decisions of the planning process based on the perceptions and needs of the key stakeholders and community.	<ul style="list-style-type: none"> • A core component will be the establishment of a Community Reference Committee (CRC) and Sector Advisory Groups (SAGs) (see Section 8, a) and b)).

4. Background

DBCA has carried out a resource assessment, which provides a summary of the biological and economic resources and social values for the study area. The rich and diverse marine habitats of seagrass, macroalgae, intertidal reefs and sandy beaches support cetaceans, Australian sea lions, seabirds and shorebirds, temperate fish communities, and marine invertebrates.

It is also recognised that there is a diversity of physical and spiritual cultural values across the study area. These values and the associated knowledge and traditions, hold great significance for Whadjuk Noongar people. Understanding of cultural values will be further developed in collaboration with TOs during the planning process.

The proposed boundary and associated resource assessment provides a starting point for the planning process. The marine park boundary and management arrangements, including zoning, will be developed with community and stakeholder input and considers the knowledge gained from long term monitoring programs and on ground management of Marmion Marine Park.

5. Engagement approach

The CES provides the overarching framework for development of a CEP. The CEP is based on current best practice principles of the IAP2 and includes:

- engagement context and purpose;
- methods to meet the goals and deliverables, (i.e. Community Reference Committee (CRC), Sector Advisory Groups (SAGs), briefings, community information events, workshops, etc);
- clear engagement steps to be undertaken;
- success criteria for the purposes of evaluating engagement effectiveness; and
- feedback and refinement opportunities.

The primary engagement mechanism will be the establishment of a CRC and SAGs who will provide advice to DBCA and joint management partners. This will be supported by a range of additional community and stakeholder engagement activities to provide the necessary depth and breadth of community views to the CRC.

DBCA will meet with TOs, DPIRD and DMIRS on a regular basis throughout the planning process to seek feedback and adjust the CEP if it is found to not be meeting the needs of the stakeholders or project partners. DPIRD and DMIRS will support the marine park planning process in accordance with their statutory advice and approval responsibilities.

To keep the community informed, relevant information will be made publicly available on the Marmion Marine Park website and by subscribing to receive email updates (via MailChimp) throughout the planning process.

6. Key considerations

Key considerations for the planning process and community engagement include:

- exploring joint management opportunities with Whadjuk Noongar TOs;
- early and ongoing engagement with key stakeholders and interested community members;
- provision of clear guidance on the steps in the marine park planning process and the level of engagement to be undertaken;
- continued opportunities for sustainable multiple use within the Marmion Marine Park including tourism and commercial and recreational fishing;
- any compensation arrangements for commercial fishers (and potentially fishing charter operators) arising from the zoning arrangements in Marmion Marine Park;
- meaningful stakeholder and community input into the planning process, including in the development of zoning and management arrangements to ensure the marine park strikes an appropriate balance between conservation and ongoing sustainable multiple uses;
- gaining an improved understanding and awareness of the area's cultural and heritage values with TOs;
- capturing the extensive information available from long term management and monitoring, together with identifying management issues and knowledge gaps
- ensuring a high level of community understanding about the various values of marine parks.

7. Stakeholders

See Appendix 2 for a list of known stakeholders, which will be regularly updated as the planning process unfolds.

8. Planning Process Participation Model

A proposed engagement model for the marine park planning process has been developed (Appendix 4). The model illustrates the communication channels between Ministers, the Conservation and Parks Commission, government agencies, joint management project partners, the Community Reference Committee, Sector Advisory Groups, and the broader community.

DBCA is the lead agency responsible for the establishment, planning and management of marine reserves under the CALM Act. DBCA provides advice to the Conservation and Parks Commission (the Commission) and government Ministers. DBCA also provides technical background and executive support to the CRC.

DPIRD works in partnership with DBCA when undertaking fisheries stakeholder and community consultation and facilitating fisheries stakeholder input into the marine park planning process.

DBCA and DPIRD have an agreed marine reserve planning approach to align the agencies on the processes and consultation for marine reserve planning. The

approach includes timely information exchange to ensure the views of fisheries stakeholders are taken into consideration during the planning process.

As joint management partners, DBCA, TOs and DPIRD (proposed joint management partner) will:

- consider advice provided by the CRC, SAGs and broader community;
- work with TOs to determine their aspirations regarding the management and conservation of cultural values;
- provide feedback to the CRC, SAGs and broader community as to how their advice has been incorporated into the development of the indicative management plan.

DMIRS will play a key support role to DBCA (working in a joint management partnership with TOs) throughout the planning process when undertaking mining related stakeholder and community engagement during the marine park planning process.

a) Community Reference Committee (CRC):

The CRC will assist DBCA, DPIRD and TOs during the planning process by providing advice and recommendations on the extended Marmion Marine Park and development of an indicative management plan.

The CRC plays a pivotal role in ensuring that the views of the local community and stakeholders are considered during the planning process and that a balanced proposal is developed. The CRC will be established as follows:

- CRC will consist of up to 12 non-representative local community members with relevant knowledge and expertise;
- appointment of CRC members will be via an expression of interest (EOI) advertised through newspaper notices, the website, community noticeboards, social media;
- peak bodies will be invited to encourage local people to nominate for the CRC for their knowledge and expertise, but not as a representative of the peaks;
- CRC members are appointed by the Minister for Environment;
- Important outputs from CRC meetings will be provided to SAGs and the community; and
- DBCA will provide executive support to the CRC.

Local government representatives, as well as relevant Government agencies and SAGs representatives, will be invited as observers or advisors to the CRC meetings and the CRC may choose to invite guest speakers, including SAG representatives to present at appropriate stages in the planning process. The CRC will have the option to hold private sessions to ensure sensitive matters can be discussed openly and that independent advice can be provided to the project partners.

b) Sector Advisory Groups (SAGs):

The SAGs (Appendix 3) will provide advice from the various sectors to the CRC, DBCA, DPIRD and TOs during the planning process and will be led by relevant peak bodies or community leaders from each sector.

SAGs will be a critical pathway for information flow to the CRC and from the community and will be comprised of representatives of broad interest groups and the local community (i.e., science, commercial fishing, recreational fishing, tourism/commercial operators, conservation, industry, water sports, local government).

The SAGs will be given the opportunity to:

- attend every CRC meeting as sector advisors;
- present to and have a direct audience with the CRC at the first meeting;
- have a standing agenda item at the start of each meeting to present their sectoral views on CRC outcomes;
- provide presentations and submissions to the CRC that represent the aspirations, concerns, views, and contributions from their sectors regarding the planning of the proposed marine park; and
- be informed of how the proposal is changed as a result of public submissions.

SAGs will be provided with the outcomes of each CRC meeting and be responsible for disseminating CRC outcomes to their sector and for collating the comments for provision back to the CRC. In this way, the CRC gets timely and relevant local community feedback on the proposal which can be considered during its development.

c) Broader community:

DBCA and joint management partners will facilitate knowledge exchange and information sessions for community members at appropriate times during the planning process. Community members will also be able to put their views forward via the SAGs.

A series of community information sessions will be held prior to establishing the CRC and SAGs to raise community awareness about:

- the State Government's commitment to extend Marmion Marine Park and review the existing management plan;
- the purpose and benefits of marine parks;
- the process for review and extension of the marine park and how community members can get involved; and
- the importance of local knowledge, engagement, and support to ensure successful management of Marmion Marine Park into the future.

It will be the responsibility of DBCA to ensure the community has ample opportunity to provide feedback throughout the planning process and are made aware of outcomes at all stages of the process.

Once an indicative management plan has been finalised it will be released for public comment for a statutory period of at least three months. Stakeholders and local communities will have an opportunity to make further submissions regarding the indication management plan, including zoning and management arrangements during this time.

9. Communication plan

An internal communication plan will provide details for the exchange of information and engagement activities. This will include:

- information sessions;
- social media and website;
- radio and newspaper;
- educational materials (i.e., Q&As, FAQs)
- advertising
- forums and workshops,
- direct correspondence (e.g., email, phone calls, letters)

DBCA with support from DPIRD will engage directly with stakeholders, including fisheries related stakeholders, and local communities regarding the proposal, including preparing and delivering community information sessions and engagement activities, with support from the respective local governments.

10. Agency commitments

DBCA will:

- commit to a whole of government approach to the extension of Marmion Marine Park and review of the management plan;
- commit to the principles as provided in the *DBCA and DPIRD Agreed Marine Reserve Planning Approach* document;
- provide clear guidance to stakeholders on the steps in the marine park planning process and the level of engagement to be undertaken;
- as per this CES, commit to early, inclusive, and ongoing stakeholder engagement throughout planning process; and
- ensure the management plan will be developed in conjunction with stakeholders to best meet community aspirations, consistent with the statutory purpose and objectives for marine parks.

Joint management partners and supporting agencies will:

- listen to community stakeholders to hear and respond to their aspirations and concerns;
- provide clear and accurate information to stakeholders and local communities regarding the marine park proposal, including communicating key messages;
- meet and engage with stakeholders and local communities, primarily through the CRC, to provide updates on the planning process, including evidence based/reasoned response to feedback;

- promote the science supporting the role marine parks may play to conserve marine biodiversity, but also acknowledge limitations and areas of uncertainty;
- maintain an open mind and genuinely consider feedback, respond to key concerns, and reflect these as changes where appropriate;
- be honest and transparent and provide the rationale and justification behind decision-making;
- address misinformation where possible; and
- work within the legislative framework, limitations of budget and PfOP timelines.

11. Evaluation and review

The effectiveness of this CES will be evaluated against the stated goals (section 3). Specific success criteria will be included in the CEP that will be developed as part of implementing this strategy.

12. Budget

The project is funded through the State Government's PfOP initiative.

13. Timeline

The proposed planning process including community engagement timeline (subject to change).

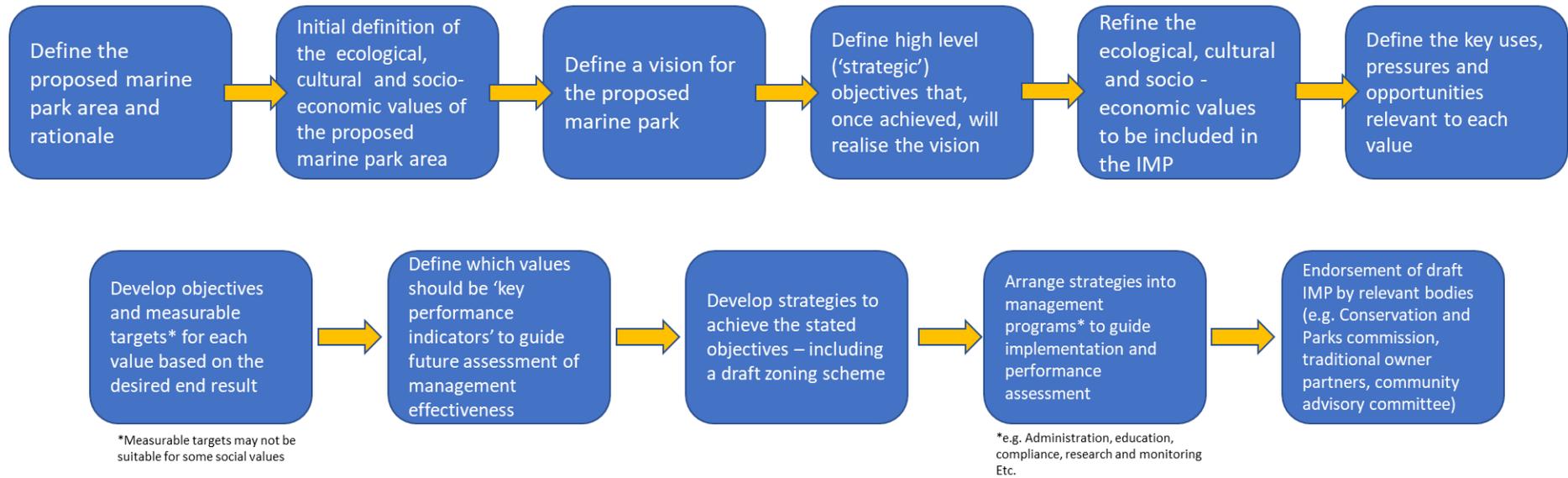
Phase/steps*	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Jan-24	Feb-24
1. Project establishment	Light Blue																													
2. Preparation of draft IMP							Light Green																							
3. IMP approvals & formal consultation																								Yellow	Yellow	Yellow	Yellow	Grey		
4. Management plan approval and gazettal of marine park																											Pink	Pink	Pink	Pink

Appendix 1 Planning steps

General legislated steps in the marine park planning process:



Steps to prepare an indicative management plan:



Note: Further advice from the CRC will be required following the release of the indicative management plan and analysis of public submissions, prior to the finalisation of the management plan and creation of the marine park.

Appendix 2 Stakeholders

Sector	Stakeholder	Sector	Stakeholder
Conservation	Australian Marine Conservation Society	Fishing	West Coast Angling Club (Inc)
Conservation	Conservation Council of Western Australia	Fishing	Western Rock Lobster Council
Conservation	Pew Charitable Trusts	Government	Department of Primary Industries and Regional Development (DPIRD)
Conservation	Save Our Marine Life	Government	Department of Transport
Conservation	Stirling Natural Environment Coastcare (Inc)	Government	The Heritage Council of Western Australia
		Government	Water Corporation
Conservation	WA Naturalists Club Inc	LGA	City of Joondalup
Conservation	Wilderness Society (WA)	LGA	City of Stirling
Conservation	World Wildlife Fund	LGA	City of Wanneroo
Conservation Community	Friends of Marmion Marine Park (FOMMP)	Recreation	Hillarys Yacht Club
Conservation Community	Friends of North Ocean Reef - Iluka Foreshore (FoNORIF)	Recreation	Kite Boarding West Australia
Conservation Community	Friends of Sorrento Beach and Marmion Foreshore	Recreation	Paddle Wa
Conservation Community	Friends of Trigg Beach	Recreation	Recreational divers and diving clubs
Conservation Community	Friends of Trigg Bushland (FoTB)	Recreation	Surfing WA
Conservation Community	Joondalup Community Coastcare Forum (JCCF)	Science	Australian Coral Reef Society Inc.
Conservation Community	Mullaloo Beach Community Group	Science	Australian Institute of Marine Science
Conservation Community	Quinns Rocks Environmental Group (QREG)	Science	CSIRO
Archaeology Community	Maritime Archeology Association of WA	Science	Marine Futures, UWA
Development	Chamber of Minerals and Energy	Science	Oceans Institute UWA
Development	Department of Mines, Industry Regulation, and Safety (DMIRS)	Science	School of Biological Sciences
Development	Department of Planning, Lands and Heritage (DPLH)	Science	Western Australian Marine Science Institution (WAMSI)
Fishing	Abalone Industry Association	Science Community	Reef Life Surveys
Fishing	Australian Anglers Association (WA)	Tourism	Adventure Out Australia
Fishing	Australian Underwater Federation	Tourism	AQWA - The Aquarium of Western Australia

Sector	Stakeholder	Sector	Stakeholder
Fishing	Bluewater Freedivers of WA	Tourism	CTOs (Whalewatching, Rottnest Fast Ferries, fishing, diving, jet board)
Fishing	Coastal Angling Club of WA (Inc)	Tourism	CYAL8TA Adventure Tours
Fishing	Commercial fisheries - Licence holders in the west coast abalone fishery	Tourism	Down Under Discoveries
Fishing	Hillarys Yacht Club (Angling)	Tourism	Experience Perth
Fishing	Marmion Angling and Aquatic Club	Tourism	Luxury Outback Tours
Fishing	Ocean Reef Sea Sports Club	Tourism	Marine Tourism WA
Fishing	Offshore Angling Beach Club	Tourism	Odyssey Expeditions
Fishing	Perth Game Fishing Club	Tourism	Pelican Charters
Fishing	Perth Offshore Boat Angling Club of WA Inc.	Tourism	Perth Diving Academy Hillarys Pty Ltd
Fishing	Quinns Rock Fishing Club	Tourism	Perth Ocean Dive
Fishing	RecFishWest	Tourism	Perth Tours WA Pty Ltd
Fishing	Surf Casting and Angling Club	Tourism	Shaw Horizons/Western Australian Roping School
Fishing	Two Rocks Tightliners Fishing Club	Tourism	Thomson Coachlines
Fishing	WA Fishing Industry Council	Tourism	Western Blue Dive Charters
Fishing	WA Game Fishing Association	Tourism	Whale Watch Western Australia
Fishing	West Coast Abalone Divers		Whale Watching WA Pty Ltd
Tourism Fishing	Perth Fishing Safaris	Tourism	Why Not Travel Pty Ltd
Tourism Fishing	Mills Charters Pty Ltd	Tourism	
Tourism	Whale Watching WA Pty Ltd		

Note: Whadjuk Noongar TOs are joint management partners, not stakeholders.

Appendix 3 Sector Advisory Groups

Sector	Advisory Group lead
Commercial Fishing	WAFIC
Recreational Fishing	RFW
Conservation	PEW
Community Conservation	FOMMP
Science	WAMSI
Recreational water sports	SLSWA

Appendix 4 Proposed engagement model

