

# Guidelines for the Preparation of Coastal Management Plans



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Environment,  
Land, Water  
and Planning

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# 1. What is a Coastal Management Plan?

A Coastal Management Plan (CMP) provides direction for the future management of an area of coastal Crown land and helps maximise benefits from available funds and resources through strategic planning and development.

CMPs may be prepared for a wide range of coastal reserves, some large and complex, others relatively small in area or simple in nature. It is envisaged that CMPs will be developed for the extent of Victoria's coastline. A CMP is prepared for a period of up to 10 years. It must be reviewed and updated every five years, at least, and must contain a business plan for that period.

A CMP can be prepared across multiple coastal reserves. The Department of Environment, Land, Water and Planning (DELWP) encourages land managers to consider planning based on coastal compartments, coastal geology and geomorphological boundaries (see Glossary) rather than on management boundaries.

Based on this model, a CMP can be prepared by a partnership of several delegated land managers.

CMPs are prepared under the *Coastal Management Act 1995*, which provides that they must be consistent with:

- the *Victorian Coastal Strategy 2014*
- any Coastal Action Plan (which includes Regional Coastal Plans) applying to the area
- any relevant Victorian Environment Assessment Council, Land Conservation Council or *Coastal Management Act 1995* recommendation.

Under the Coastal Management Act, a Minister, public authority, Committee of Management (CoM) or municipal council must take all reasonable steps to give effect to an approved management plan applying to the land.

CMPs should also be consistent with the relevant Regional Catchment Strategy.

## 1.1 Why DELWP has prepared these Guidelines

These guidelines have been prepared to help coastal Crown land managers – including CoMs, local Government and Parks Victoria – develop a CMP for the area of coast for which they are the delegated land managers. They provide a consistent framework for the preparation of CMPs across Victoria's coastal Crown land reserves and outline the minimum requirements for such plans.

The aims include:

- helping local coastal managers to think strategically and innovatively on how they manage coastal land over a longer period, particularly in the context of climate change and population growth
- strengthening local community engagement in the development and implementation of CMPs
- enhancing collaboration between neighbouring coastal and waterway managers to achieve agreed objective
- providing a mechanism to streamline approvals for low impact use and developments on the coast
- improving monitoring and reporting of environmental condition across coastal Victoria by ensuring each CMP includes standard environmental condition indicators, with targets for each, and processes for monitoring and reporting upon them
- assisting coastal managers to implement the policies and actions in the *Victorian Coastal Strategy 2014*, Regional Catchment Strategies and Regional Coastal Plans at the local level.

DELWP officers will assist delegated managers to prepare CMPs.

In the context of the Victorian Government's legislative reform agenda for marine and coastal areas (MACA reforms), it is likely that these guidelines will be reviewed when new legislation is passed and new regulations developed. In the meantime, the guidelines form the main reference document for the development of CMPs over coastal Crown land reserves in Victoria.

The guidelines do not apply to areas of coastal Crown land that are managed by Parks Victoria under the *National Parks Act 1975*. For these areas, Parks Victoria's planning framework sets priorities for environmental and cultural protection, visitor access and community engagement. The planning framework is complementary to the CMP content set out in these guidelines.

## 1.2 Why a coastal land manager should prepare a Coastal Management Plan

A Coastal Management Plan (CMP) can demonstrate to the community and the Government how coastal Crown land is managed and highlight a vision for the future. It can show how the land manager is implementing the goals and outcomes identified in the *Victorian Coastal Strategy 2014*, Regional Catchment Strategies and Regional Coastal Plans.

CMPs are planning tools that reflect the purpose for which the land has been reserved and allow for, and are driven by, community aspirations at a local level.

An approved CMP has many benefits for both the delegated land manager and the local community. These include:

- allowing Committees of Management to determine the appropriate use and development of their local area
- encouraging the community to have a say in the future planning and management of the land
- improving the area for future generations to enjoy
- educating the community to develop and enhance their understanding of the value of coastal and marine environments
- enhancing the benefits of the ecosystem goods and services provided by the coastal and marine environments
- providing greater certainty about future projects
- providing an evidentiary basis for grant applications
- attracting greater participation in coastal management
- using the approved plan as an application under the *Coastal Management Act 1995* for global consent for low-impact works
- demonstrating how the vision and outcomes of Regional Coastal Plans and the Victorian Coastal Strategy are being achieved.

## 1.3 The Victorian coastal planning framework

When preparing a CMP, it is important to understand its context in the broader planning framework.

### **Coastal Management Act 1995**

The *Coastal Management Act 1995* was established to provide for the strategic planning and management of the Victorian coast through the preparation of planning documents such as the *Victorian Coastal Strategy 2014*, Coastal Action Plans and Coastal Management Plans. The Act also provides for a coordinated approach to approvals for the use and development of coastal Crown land. Coastal Management Plans are approved under section 30 of the Act.

### **Victorian Coastal Strategy 2014**

The *Victorian Coastal Strategy 2014* (VCS) sets a long-term vision of 'A healthy coast, appreciated by all, now and into the future'.

The VCS sets the policy framework for planning and management of the Victorian coast, guided by an overarching hierarchy of principles and specific policies and actions to achieve this vision. There is a clear emphasis on the protection of natural coastal resources.

The Strategy's hierarchy of principles is:

- **Value and Protect** – Ensure protection of significant environmental and cultural values.
- **Plan and Act** – Undertake integrated planning and provide clear direction for the future.
- **Use and Enjoy** – Ensure the sustainable use of natural coastal resources.

These three principles set the benchmark for planning and decision making on the coast, and are fundamental considerations when preparing a CMP.

A copy of the VCS can be found at [www.vcc.vic.gov.au/page/victorian-coastal-strategy-2014](http://www.vcc.vic.gov.au/page/victorian-coastal-strategy-2014).

### **Coastal Action Plans and Regional Coastal Plans**

Regional Coastal Plans (RCPs) are the key statutory mechanism available to the Regional Coastal Boards to implement the VCS at the regional scale. The RCPs:

- identify and articulate key regional values, issues and priorities
- set the regional vision, guiding principles and strategic directions to guide local management
- build on existing regional and local plans and strategies
- make linkages, and identify and address gaps
- include effective regional coordination and implementation arrangements, including monitoring, evaluation and reporting.

The RCPs have been prepared as Coastal Action Plans (CAPs) under provisions of the *Coastal Management Act 1995*.

Copies of the three Regional Coastal Plans are available at the following websites:

- Gippsland: [www.gcb.vic.gov.au](http://www.gcb.vic.gov.au)
- Central: [www.ccb.vic.gov.au](http://www.ccb.vic.gov.au)
- Western: [www.wcb.vic.gov.au](http://www.wcb.vic.gov.au)

In some areas, other CAPs deal with sub-regional areas or specific issues. These include Boating and Estuary CAPs in each Regional Coastal Board area.

### **Coastal Management Plans**

Coastal Management Plans are planning tools that allow for, and are driven by, community aspirations at a local/community place level. CMPs provide direction for the future planning and management of coastal Crown land.

### **Related planning**

#### **Regional Catchment Strategies**

There are five Regional Catchment Strategies along the south of Victoria – East Gippsland, West Gippsland, Port Phillip & Westernport, Corangamite and Glenelg Hopkins. The Regional Catchment Strategies are developed under the provisions of the *Catchment & Land Protection Act 1994*. They are reviewed regularly in consultation with regional communities and approved by the Victorian Government. They generate an integrated and community-based approach to natural resource management in each region and identify priorities for future work.

CMPs should integrate catchment processes and issues that have an impact on the coast.

Current RCSs were approved in 2013–14 and can be accessed from the following links:

- Corangamite – [www.ccma.vic.gov.au](http://www.ccma.vic.gov.au)
- East Gippsland – [www.egcma.vic.gov.au](http://www.egcma.vic.gov.au)
- Glenelg Hopkins – [www.ghcma.vic.gov.au](http://www.ghcma.vic.gov.au)
- Port Phillip and Westernport – [www.ppwcm.vic.gov.au](http://www.ppwcm.vic.gov.au)
- West Gippsland – [www.wgcma.vic.gov.au](http://www.wgcma.vic.gov.au)

#### **Local planning**

The development of a CMP must be compatible and consistent with any relevant local government policies, strategies and plans and consider them as integral parts of the coastal planning framework. This could include urban design frameworks; local planning scheme provisions, zones and overlays; or any other statutory planning frameworks.

Planning scheme information is available at: [planning-schemes.delwp.vic.gov.au](http://planning-schemes.delwp.vic.gov.au)

**Other legislation and key documents**

Following is list of other legislation and documents that link to, or are required to be considered, when planning for use and development on the Victorian Coast. A CMP must consider these when providing direction for any potential use or developments which could be subject to additional requirements or approvals.

**Commonwealth**

*Environmental Protection and Biodiversity Conservation Act 1999*

*Native Title Act 1993*

**Victoria**

*Planning and Environment Act 1987*

*National Parks Act 1975*

*Aboriginal Heritage Act 2006 (amendment 2016)*

*Catchment & Land Protection Act 1994*

*Flora and Fauna Guarantee Act 1988*

*Crown Land (Reserves) Act 1978*

*Siting and Design Guidelines for Structures on the Victorian Coast 1998*

*Traditional Owner Settlement Act 2010*

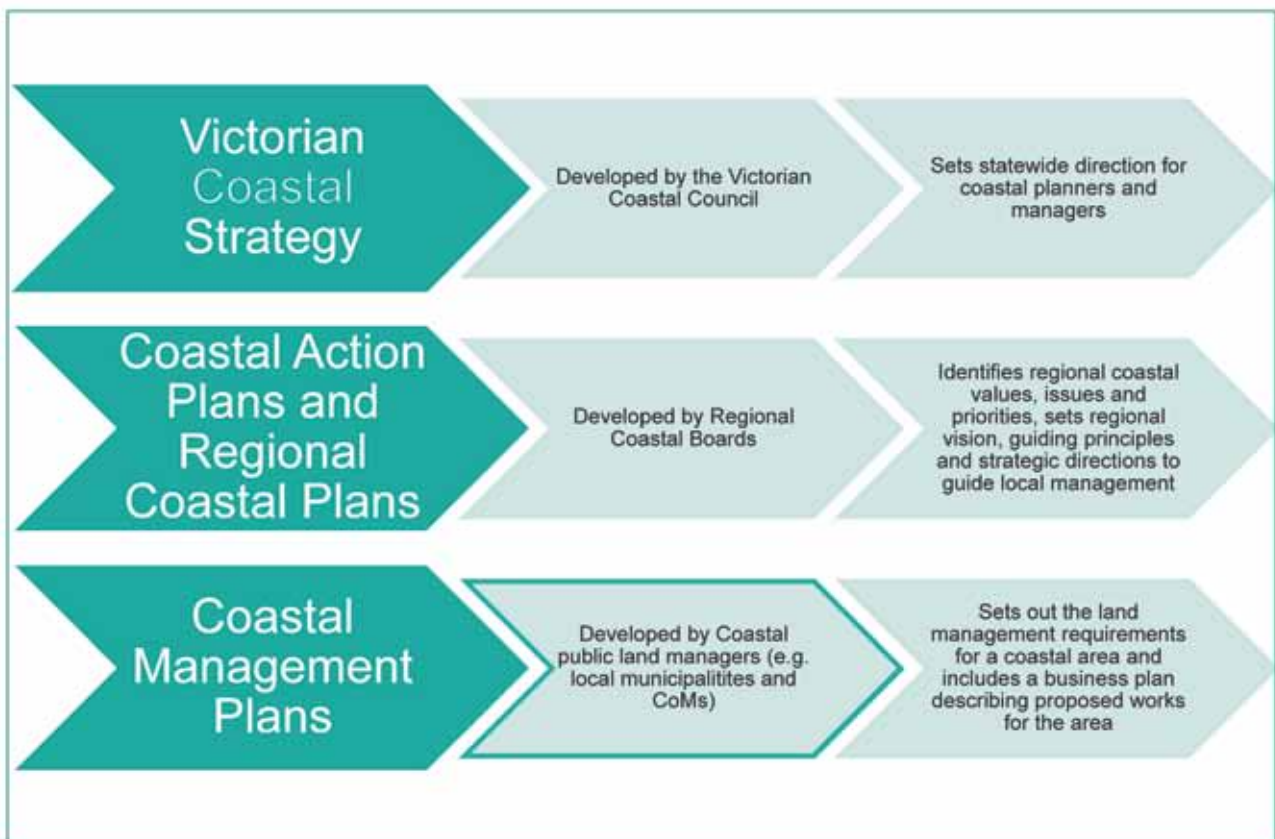
*Traditional Owner Settlement Act 2010 agreements*

*Victorian Coastal Hazard Guide 2012*

*Victorian Coastal Acid Sulfate Soils Strategy 2009*

*Victorian Best Practice Guidelines for Assessing and Managing Coastal Acid Sulfate Soils 2010*

**Figure 1: the Victorian Coastal Planning Framework**





## 2. Preparing a Coastal Management Plan

The steps in preparing a CMP are:

1. Engage with the local DELWP office to obtain support and advice before embarking on a CMP process.
2. Set up the project planning and governance arrangements.
3. Review legislation, strategies, plans and studies that are relevant to the study area.
4. Scope the views of the community and stakeholders.
5. Develop an Issues and Opportunities paper, including a public submissions process and community consultation.
6. Prepare draft Coastal Management Plan, including a public submissions process and community consultation.

### 2.1 Starting the CMP planning process

The first step is for the relevant local land manager/project manager to engage with the local DELWP office to obtain support and advice prior to embarking on the CMP process.

Visit the DELWP website at [www.delwp.vic.gov.au](http://www.delwp.vic.gov.au) for regional office locations or ring DELWP Customer Service on 136186 to be put in contact with your local DELWP staff.

### 2.2 Governance arrangements for developing a CMP

It is important that the process of preparing a CMP provide the opportunity for the community to contribute local expertise, ideas and knowledge to the planning process.

This section provides a governance framework that outlines the roles of each important group involved in preparing a CMP.

#### 2.2.1 Project Control Board/Project Steering Committee

Project Control Boards or Steering Committees are typically appointed to oversee the management of larger and more complex CMP projects. These Boards/Committees are appointed by the project manager in consultation with DELWP officers to take carriage and ownership of the project itself.

The following responsibilities are generally expected of the PCB/SC role:

- organise all contractual arrangements with any consultants
- prepare the scope of the CMP
- lead/advise on preferred consultation process (including a Communications Plan) and directly liaise with any consultants
- decide on inclusions and exclusions of items at all stages of the plan (Issues and Opportunities Paper, draft and final CMPs)
- identify and consult with relevant community reference and focus groups
- ensure consistency and quality assurance of documents (where appropriate)
- provide point of contact for agency feedback from respective agencies.

PCB/SC members should include a representative from each of the following agencies where relevant:

- each land manager with responsibilities to manage land that will be included in the plan
- DELWP (to provide coastal or public land expertise)
- local Government (regardless of coastal land manager status)

- Parks Victoria (if it manages adjoining land)
- port authority/waterway manager (if there is a port or waterway manager)
- Catchment Management Authority (CMA) or Melbourne Water where appropriate
- water authorities (if appropriate).

### 2.2.2 Community reference groups and focus groups

Community reference and focus groups play a key role in the development of a CMP as they provide the opportunity to capture local context and expertise.

These groups generally:

- understand and represent the objectives and views of stakeholder groups through member representation
- provide updates from member representatives to stakeholder groups
- liaise with the PCB/SC and provide advice regarding areas for priority focus
- understand and are respectful of other groups' views and acknowledge the potential need for negotiations on conflicting views
- provide a cohesive community understanding of the plan.

Group members will vary at each location and may include a representative (maximum 2) from the following groups:

- business and tourism associations
- 'Friends of' groups
- Service clubs
- ability/disability groups
- licensees within the scope of the plan
- lease holders within the scope of the plan (surf lifesaving clubs, etc)
- commercial operators
- Traditional Owners (Registered Aboriginal Parties, native title holders)
- other user groups (campers, sporting clubs, etc)
- other service groups (such as schools, hospitals, Victoria Police, VicRoads, CFA).

## 2.3 Community consultation

Effective community engagement is an essential part of preparing and implementing a CMP.

Effective engagement can help gather the necessary support to ensure that the plan achieves its objectives and meets the expectations and aspirations of the local community and other users. Consultation ensures the community has ownership of the plan.

### 2.3.1 Initial consultation

The first phase is for the land manager/project manager to scope the views of the community and stakeholders (scoping consultation) on what they value about the coastal area and to determine how it is used. The community consultation should provide the basis for the development of a CMP.

This is a good opportunity to gauge whether the community is satisfied with the current management of the reserve and what improvements they would like to see. It is also a good opportunity to encourage the community to get involved in managing the reserve and to educate and inform about the current management practices and values of the reserve.

There are a few ways to undertake the initial scoping phase, including:

- surveys (social media/mail/email/post in local shops, cafes, etc)
- community meetings
- drop-in sessions at key locations
- direct consultation with key stakeholders.

Key stakeholders can include organisations such as:

- Department of Environment, Land, Water and Planning (DELWP)
- Local Government (regardless of whether a coastal land manager or not)
- Tenure holders (lease and licences – yacht clubs, lifesaving clubs, restaurants, etc)
- regular user groups such as campers, personal trainers, school groups, friends groups, Landcare groups, Coastcare, recreational boaters and fishermen, etc
- Traditional Owners, Registered Aboriginal Parties and local Aboriginal community
- adjoining residents
- Regional Coastal Boards
- local community.

The scoping phase is a good way to determine the preferred level of engagement of each group in the CMP preparation process.

### 2.3.2 Issues and Opportunities paper

After the initial consultations, an Issues and Opportunities paper is useful to identify areas that require focus and direction.

This can provide the opportunity for positive discussions with the community as this approach will uncover what the broader community wants and doesn't want for the future management and development of the reserve. This is also an appropriate time to examine issues that may have been raised in the community to understand the true community view of how the reserve is to be managed into the future.

The land manager also needs to provide information to the community about its capacity to deliver projects within its budget and those items that may be depend on future funding and resources. Priorities need to be specifically identified for the CMP.

Caution is needed at this stage as there is the potential for unrealistic expectations within the community. Clear guidance is needed at the outset on what is and is not possible, particularly with relation to limits set out in legislation, government policy or other parameters.

The *Victorian Coastal Strategy 2014* identifies a number of key issues that place pressure on the values of the coastal environment, including natural and built assets. The 2015 Regional Coastal Plans identify many regional issues that should be prioritised within each of the three coastal regions and these plans should be the starting point for identifying the issues for prioritisation within each region.

### 2.3.3 Detailed consultation

The purpose of more detailed consultation is to obtain maximum stakeholder input to the review of the Issues and Opportunities paper and to provide feedback for the preparation of the draft CMP.

The level of community consultation undertaken during this stage will depend on several factors, including the scale of the CMP; the interest level of the local and wider community; and whether the plan may be considered controversial.

Examples of consultation methodologies include:

- advertising in the local paper
- community notice boards
- drop-in sessions at key locations
- providing a feedback form on CoM/LGA/DELWP websites

- information sessions with community
- direct consultation with key stakeholders
- attending local events, such as fetes/fairs/markets, with an information stall.

This process can be assisted using graphic and visual prompts, including maps, plans and photographs to identify and illustrate areas and priorities for conservation or development planning.

During the detailed consultation phase, every effort should be made to encourage feedback from the local community and key stakeholders. The initial scoping stage should have provided guidance about the most effective way to communicate with stakeholders and DELWP staff can provide further assistance if required.

All submissions to consultations should be considered when preparing a draft CMP. If the draft plan is significantly different from what was scoped, another round of consultations may be required.

Where there is a lot of interest in the CMP, it may be beneficial to provide a summary of the issues raised during the consultation phase and how these issues have been addressed in the plan.

### 2.3.4 Draft CMP stage

A draft CMP is drafted by the land manager/project manager. It should identify and test the vision, objectives and the specific uses and priorities that were developed through the community consultation processes.

This is a good opportunity to inform the community of the results of the consultation process on the Issues and Opportunities paper, and what has been included and excluded from the plan.

It is not expected that a business plan be released to the community at this stage. However, it is recommended the draft CMP state whether the proposals outlined in the plan are funded or not and if they are considered aspirational proposals (dependent on a range of factors) or realisable in the shorter-term. The community will need a sense of what proposals they are likely to be implemented once the plan has been endorsed by the Minister. This is largely about managing stakeholder and community expectations.

Any feedback from the PCB, community reference group or other key stakeholders or the community from this stage can help finalise the CMP.

### 2.3.5 Final CMP stage

At this stage, version control is critical to ensure that the final version of the CMP has been formally endorsed by the PCB. It is important that any specific issues and actions that were raised by the community be included in this version.

The DELWP representative on the PCB can help clarify any questions on policy or processes to help ensure the CMP responds to relevant requirements.

If any new or controversial policy issues have arisen during the development or consultations of the draft CMP, the DELWP representative may seek policy advice or clarification from the relevant areas of DELWP or other government agencies. Any changes that are required will be discussed with the PCB to inform the draft and/or final plan.

## 2.4 Coastal Management Plan approval process

After endorsement from the PCB, the DELWP representative will refer the proposed CMP to the Minister (or delegate) for endorsement and gazettal.

There are several steps prior to Ministerial approval of the CMP. These include:

- The final CMP and business plan are endorsed by the Project Control Board.
- The final CMP is endorsed by the local municipality and other key stakeholders.
- DELWP prepares a brief to the Minister (or his/her delegate) for the approval of the CMP, business plan and low-impact works.

The approval process for individual plans may vary slightly depending on project governance requirements.

### 2.4.1 Municipality endorsement

Municipal Council involvement in the CMP process is an important factor, as coastal communities readily associate municipalities as having a shared vision for the area, regardless of the land tenure. The council is also the Responsible Authority for the administration of the Local Planning Scheme and planning permit process.

*Under the provisions of the Coastal Management Act 1995: In carrying out a function involving the management of coastal Crown land, a Minister, public authority, committee of management of the land or municipal council must take all reasonable steps to give effect to an approved management plan applying to the land.*

In this context, it is sensible to include municipal representatives on the PCB and to maintain their involvement throughout the process.

Once the Final Draft CMP has been completed and endorsed by the PCB, municipal endorsement of the plan should be sought either via a letter of support from the municipality's CEO or through formal endorsement by the full council.

### 2.4.2 Ministerial approval

Typically, the approval of most CMPs has been delegated by the Minister to the Regional Director of the relevant DELWP Coastal Region. This delegation is subject to change from time to time, reflecting changes in organisation and titles. The local DELWP office can provide contact details for the correct delegate.

Coastal Management Plans by Category 1 Committees of Management (CoMs) must also be considered by the Minister/delegate.

DELWP will manage the approval process, including briefing the Minister (or delegate). DELWP's involvement in the PCB throughout the preparation of the plan will help to minimise delays in the approval process. If any unforeseen delays arise, the DELWP representative on the PCB will keep the PCB informed.

Once the Minister (or delegate) has approved the CMP, it will be processed for gazettal in the Victorian Government Gazette. The CMP takes effect from the date of its gazettal.

CMPs for areas of coastal Crown land managed by Parks Victoria are approved by the Chief Executive consistent with its Board and delegations.

## 2.5 Consent for low-impact use and development

Use and development of the coast, including many actions within a CMP (or master plan), require the consent of the Minister (or delegate) under the *Coastal Management Act 1995*. DELWP has streamlined this process for approving low impact use and developments as much as possible. Information about a general (or maintenance) consent is available at: [www.coastsandmarine.vic.gov.au/coastal-management/information-for-coastal-managers](http://www.coastsandmarine.vic.gov.au/coastal-management/information-for-coastal-managers).

The intent of this general consent is for land managers to gain approval for day-to-day operating activities that are considered routine or replacement of like-for-like assets.

These could include low-impact works such as:

- replacement of existing toilet blocks, barbecue shelters, etc (like-for-like)
- upgrade of existing footpaths (same alignment)
- signage
- mowing of grass (not native veg removal)
- picnic tables, barbecues, rubbish bins.

The relevant land manager/project manager should identify such low-impact works in the CMP for assessment by DELWP officers. Approval for these works will still be subject to any conditions DELWP might include and any other approvals required. The advantage of this process is that several low-impact works can be approved in advance through a single process. This is an advantage to both the Committee of Management (CoM) and DELWP, as it significantly reduces the administration process for both parties and provides CoMs with greater certainty in implementing their plans.

The relevant DELWP officer will assess the proposed works, based on the statutory process in the *Coastal Management Act*. While CoMs may nominate works for inclusion in this single approval process, DELWP will be the final arbiter of what is included. It may be necessary to assess some works separately.

Some other use and development within a CMP may be approved 'in principle', depending on the nature of the proposed use or development and pending further information.

More significant use and developments proposed in the plan may require separate assessment for consent under the *Coastal Management Act* once more detailed proposals are developed.

Parks Victoria operates with *Coastal Management Act* consent for use and development of coastal Crown land under their management.

## 2.6 Implementation

Once the CMP has been endorsed by the Minister, it is advisable that the relevant land manager/project manager establishes an implementation committee to monitor the progress of actions set out in the CMP.

The implementation committee usually includes members from the PCB and the community reference group (if there are specific actions for user or community groups). This is a mechanism by which the CoM can stay in contact with the stakeholder groups and make sure there is continued community support for implementation of actions.

It is recommended that the implementation committee meet at least twice a year to monitor progress. Each action should have an identified lead and other stakeholders' support.

Some actions will have an 'ongoing' status and may not be completed within the life of the plan.

## 2.7 Reviewing Coastal Management Plans

The land manager must begin reviewing a CMP no more than three years after the plan has been approved by the Minister (or delegate) or as stated in legislative requirements.

If the vision, objective and actions of the CMP have been thoroughly tested through the process and are strategic in nature, the review phase should not be onerous or cumbersome. The review does not require the CMP to be rewritten.

The focus of the review is to consider whether the vision, objective and actions:

- are still relevant to what the community want to see on the coast
- provide enough direction for good decisions to be made on the coast
- provide clarity around appropriate use and development and specific areas identified for certain activities.

Other key questions to consider are:

- Do changes need to be made considering policy or government changes?
- Are there things that haven't worked? How can they be improved?
- Does the CMP meet stakeholders' needs?
- Do management actions need review considering budget changes, grants received?
- Does the Business Plan need review? Is it still relevant to the current Plan?

Ideally, the review should also include feedback from key stakeholders or agencies associated with the initial plan, the broader community, and community user groups. Obtaining this feedback may be facilitated through the implementation committee or undertaken through a separate process.

### 3. The Coastal Management Plan content

**Table 1 The content of a Coastal Management Plan**

Type of coastal manager	Small volunteer Committee of Management – (Category 2)	Large volunteer Committee of Management (Category 1)	Local Government	Integrated, multi-manager plans Joint management plans
Extent of management responsibility	Manages the coastal areas generally surrounding one coastal community/ township	Manages a large coastal area with multiple coastal communities and or townships	Manages coastal areas, generally across multiple communities and townships within their municipality	Neighbouring coastal managers work together to jointly plan for multiple communities/ townships, e.g. based on coastal geology and geomorphological boundaries rather than management boundaries.
<b>Coastal Management Plan Inclusions</b>				
Vision	Yes	Yes	Yes	Yes
What do we have?	Yes	Yes	Yes	Yes
Objectives/ Targets	Yes	Yes	Yes	Yes
Challenges	Yes	Yes	Yes	Yes
Impacts	Yes	Yes	Yes	Yes
Management options	Identify precincts, recreational and activity nodes	Precinct plans, master plans, vegetation management plans, etc.	Precinct plans, master plans, vegetation management plans, etc	Precinct plans, master plans, vegetation management plans, etc
Actions	Works program for maintaining the reserve, asset replacement, public safety requirements	Works program and/or strategic actions	Strategic actions – detailed actions in precinct and master plans	Strategic actions – detailed actions in precinct and master plans
Resourcing	Business plan 3-5 years  Revenue in and out, where it will be spent and where to seek grants to implement the works program.	Business plan 3-5 years  Revenue in and out, where it will be spent and where to seek grants to implement the works program. Prioritised actions and assets replacement plans. Category 1 CoMs will require detailed accounting reports	Business plan 3-5 years  Prioritised actions strategic or other. Sets timeframes. Explains dependence on the Local Government act for financial reporting	Will need to have a business plan 3-5 year.  Will be a combination of requirements of the various land managers.

Type of coastal manager	Small volunteer Committee of Management – (Category 2)	Large volunteer Committee of Management (Category 1)	Local Government	Integrated, multi-manager plans Joint management plans
Extent of management responsibility	Manages the coastal areas generally surrounding one coastal community/ township	Manages a large coastal area with multiple coastal communities and or townships	Manages coastal areas, generally across multiple communities and townships within their municipality	Neighbouring coastal managers work together to jointly plan for multiple communities/ townships, e.g. based on coastal geology and geomorphological boundaries rather than management boundaries.
Implementation	Committee of Management, friends groups and other volunteers	Committee of Management and community reference group	Local Government and community reference group	Representative from each CoM and Local Government and a community reference group
Monitoring and reporting	<p>Report financially to DELWP</p> <p>Report to DELWP on the three coastal management indicators (see p.29 in these Guidelines)</p> <p>Monitor the implementation of actions and report annually</p> <p>Biannual photographs of beach profile</p>	<p>Report financially to DELWP and Consumer Affairs Victoria</p> <p>Report to DELWP on the three coastal management indicators (see p.29 in these Guidelines)</p> <p>Monitor the implementation of actions in annual report</p> <p>Biannual photographs of beach profile</p>	<p>Report to DELWP on the three coastal management indicators (see p.29 in these Guidelines)</p> <p>Report of finances in the annual report under the Local Government Act</p> <p>Biannual photographs of beach profile</p>	<p>Undertake regular monitoring.</p> <p>Report to DELWP and the relevant CMA on the progress of the coastal management indicators (see p.29 in these Guidelines). Include an aggregate report for the entire area under the CMP.</p> <p>Report on finances to DELWP, Local Government Act (Vic) and/or Consumer Affairs Victoria.</p> <p>Provide annual report to the community on implementation of actions in the CMP.</p> <p>Biannual photographs of beach profile.</p>



The content of Coastal Management Plans (CMPs) can be as varied as the Victorian coast itself. This section provides guidance on some important questions that, as a minimum, should be addressed in every CMP:

1. What is the agreed Vision for this area of coastal land? What will be there in 20 years?
2. What is the scope of the plan? The study area. Existing conditions.
3. What are the values of the reserve? (Environmental, social – including cultural and heritage, economic)
4. What are our objectives to protect those values?
5. What challenges and issues should we consider? How will these challenges and issues affect the coastal area? (Coastal hazards, climate change, pollution and contaminants, pests, weeds and vegetation management, conflicting uses, population change)
6. What actions do we need to implement to achieve the objectives?
7. How will we implement the actions? (Precinct planning, priority recreation and activity locations (nodes), master plans, operational planning)
8. How will we resource implementation of these actions?
9. How do we monitor whether we are achieving our vision and objectives?

### 3.1 What is the vision for this area of coastal land?

The vision for the reserve does not need to address specific issues, but should be a guiding statement for the entire reserve. The vision can be as short as a sentence and as long as a paragraph. Identifying the vision is an essential step in preparing a CMP as all other actions and strategies within the plan align with this single vision.

A long-term vision (20-50+ years) should identify the current values (existing conditions) of the reserve and consider the needs and values of the environment and the local community (future conditions). For this reason, the vision should be informed by some type of community consultation.

The vision should clearly articulate and explain what the reserve will look like when the plan is implemented and should be aligned with the hierarchy of principles within the VCS. It should:

- consider environmental values and ecosystem services and how these values will be protected
- reference other key values of the reserve (social, economic and cultural)
- provide a direction for the future of the reserve that includes sustainable development sensitive to the surrounding environment
- provide guidance as to how the reserve is and will be used and managed, now and in the future
- provide the community with a sense of the future character or theme of the area of land
- consider the community culture and their aspirations.

## 3.2 What is the scope of the plan?

### 3.2.1 The study area

The area included as the CMP study area should be based on some logical boundaries considering:

- the area the delegated land manager is appointed to manage
- logical linkages and integration with surrounding land managers, especially where there may be similar landscapes and pressures/issues
- issues to be included in the plan and their location (including linkages with private land and on-water activities)
- how far the plan may need to extend into the marine environment.

The most successful CMPs consider relationships with the adjoining land (including both public and private land) and the current management status and style of the surrounding catchment and coast.

The reserve cannot be considered in isolation from the surrounding land; it needs to integrate land use and management regimes across tenure (i.e. consider linkages between private land and water-based activities and how they might align with the vision of the future state of the coastal Crown land foreshore).

Land and waters for consideration include:

- marine and coastal waters
- the estuarine environment
- coastal Crown land
- freehold land abutting any of the above.

### 3.2.2 The land managers, stakeholders and user groups

By identifying the study area, the land managers and user groups can be determined. User groups will include neighbouring land managers, local government, private land holders, lease and licence holders, community action groups, friends of groups and Parks Victoria.

The identification of managers and users of the coastal Crown land foreshore reserve at the start of the process allows for early involvement of user groups and for the inclusion of appropriate persons in community reference or focus groups.

Specific details on the land size, boundaries and type of tenure of land users on the foreshore can be sourced from local Councils and DELWP officers.

### 3.2.3 Existing conditions

As a starting point, it is important to ascertain the current condition of the reserve. This step ensures that the current state of the reserve is understood and helps identify those areas that require priority attention.

The following items will help describe the current condition of a reserve:

- character of the area
- topography and landscape features
- vegetation and animal diversity and coverage
- types of current uses (recreational/commercial)
- infrastructure locations (services, car parking, seawalls, boat ramps, etc)
- existing coastal risks
- cultural heritage
- ecosystem services
- Regional Catchment Strategies
- Local Planning Schemes.

### 3.3 What are the values of the reserve?

Victorians place high value on the natural and cultural environment of the coast. Preparing a CMP is one of the many ways these values are identified and protected. Understanding the benefits and associated values of a reserve is essential for balanced, effective decision-making. How these values relate to each other is a key step in planning the future management for any area.

When determining the values of the reserve, it is important to consider all relevant information. The project managers should review past plans and assessments and determine their relevance for inclusion in the CMP.

#### 3.3.1 Environmental values

A CMP should identify and quantify areas within the reserve that contain natural values and, where possible, should evaluate the condition of these values. DELWP officers can assist with establishing these values.

The natural environment's health will influence how well it can resist pressures such as a changing climate, erosion, private development and increased use.

Natural values include the following:

- Terrestrial ecosystems – salt marsh, mangroves, coastal wetlands, sand dunes and beaches, coastal cliffs and escarpments, rocky headlands, coastal woodlands, coastal heathlands, native animals and listed species.
- Marine ecosystems that support fish, crustaceans through to large mammals such as dolphins and whales (reef systems, seagrass beds, kelp forests, sponge gardens, intertidal rock platforms, bays, inlets and estuaries). These ecosystems are unlikely to form part of the reserve, however, the values need to be considered, including the impact of land uses and developments on the adjacent land.

Once the values within the reserve have been identified, it will be important to determine the current health of these values. This can be done by a survey undertaken by a suitably qualified professional or can be based on existing general/local information. Whichever method is used, the plan must clearly identify the source of information.

If gaps in this information are identified, the CMP should incorporate strategies and actions to more accurately determine the health of the natural environment.

Once specific values have been identified, specific, measurable targets for these values and management objectives to protect them can be identified. Aims/strategies relating to these values must be consistent with the vision for the reserve (see Section 3.4).

#### 3.3.2 Social and cultural values

Many aspects of Victoria's coastline have social and cultural significance. Some are embodied in tangible objects such as buildings, landscapes, shipwrecks, places of cultural and heritage significance and artefacts. Some cultural values, however, are intangible and include connections to place-based tradition. A CMP should identify these places and objects and describe their significance.

Social values can be thought of in two categories: heritage values, including both European and Aboriginal cultural heritage, and the more general social values people enjoy when entering the reserve.

Once the social values are known, it is important to determine the health of these assets. The health of social values may include a description of the physical condition of a built asset such as a jetty or, in relation to intangible assets, might describe the emotional attachment of the local and wider community; how often these sites are enjoyed; and whether these sites are considered valuable to the local and/or wider community.

Some broad management objectives can be provided that are designed to protect the social and cultural values that have been identified and to ensure their continued enjoyment by future generations. These objectives will guide specific actions in the plan related to social values.

#### Cultural values

The Victorian coastline is known to have cultural significance to Aboriginal Australians. The remains of past use can be seen in sites of significance such as middens and places that are spiritually significant. The importance of the coast to Aboriginal Australians should be referenced and information about the Traditional Owner groups for the area must be included. Native title holder rights must also be identified and documented.

Further advice on native title determination and future act requirements can be provided by DELWP.

Cultural Heritage Management Plans (CHMPs) may be required in some coastal areas. While the trigger for the preparation of a CHMP is dependent on the proposed use or development of a particular site, it is wise to identify all sensitive cultural heritage areas through the CMP process, to avoid any potential conflicts.

One of the key resources for determining sites of significance to Aboriginal Australians is the Office of Aboriginal Affairs Victoria (OAAV). The OAAV is within the Department of Premier and Cabinet (DPC) and provides a range of resources to assist with the identification and protection of Aboriginal heritage objects and sites. Further information is available at [www.dpc.vic.gov.au/index.php/aboriginal-affairs/about-the-office-of-aboriginal-affairs-victoria](http://www.dpc.vic.gov.au/index.php/aboriginal-affairs/about-the-office-of-aboriginal-affairs-victoria)

### **Heritage values**

Local knowledge gained through community consultation should identify areas of heritage significance within the reserve. These can be specific sites and objects, such as lookouts and jetties; a particular area that has local significance for the community; or even remnants of important European heritage.

One of the resources available to determine the heritage significance of an area is the local planning scheme, which can be checked to determine whether a heritage overlay applies to the reserve. Where a heritage overlay is in place, the planning scheme provides details of why an area is determined to have heritage significance and the measures that must be taken to protect its heritage values. Planning schemes can be accessed at [delwp.vic.gov.au/planning/planning-schemes](http://delwp.vic.gov.au/planning/planning-schemes).

### **Social values**

Our foreshore areas provide many social values to coastal communities and visitors to the area. Coastal areas provide more than just visual amenity for people using foreshore reserves. There are many links with people's lifestyle choices and their connection to the coast.

Victorian coastlines provide social and recreational opportunities including:

- fishing
- boating, kayaking, surfing
- golf courses
- football and cricket fields
- running/jogging/walking on the beach and foreshore
- meeting with family and friends
- swimming
- nature-based sightseeing
- beach games
- sunbathing.

Urban foreshore areas experience high visitation for a range of purposes, reflecting the importance that the community and tourists place on the social value of foreshore reserves.

Feedback from community consultations will help identify the reasons that people enter, use and enjoy the reserve. These reasons can be a general enjoyment of the reserve or specific to an asset or place, such as a car park or boat ramp. The plan can provide directions on the important social values that need to be maintained, upgraded or replaced.

### **3.3.3 Economic values**

The economic value of an area can be determined in a few ways. It can be derived from direct revenue sources (e.g. camping, lease and licence fees) or through an assessment of the economic impact the reserve generates for the surrounding area.

For example, increased tourism to Victorian beaches can have economic benefits for the local and wider community, including:

- commercial uses and assets – recreation, coastal tourism (eco-tourism), commercial boating, oil and gas, commercial fishing/charters, aquaculture
- supporting infrastructure – on-water fuelling, marinas, commercial enterprises, yacht clubs, cafes, etc.

The economic effect of the reserve on the wider community should be discussed in the plan to inform the community about the reserve's benefit and encourage a more holistic, cross-boundary approach to management.

Key economic values of the reserve can be identified by considering assets (both natural and built) that draw people to the area; whether assets within the reserve provide a direct financial gain to assist in the management of the reserve; and whether there are assets within the reserve have economic benefit to the wider community.

The health of the overall economic value of the reserve can be considered using a range of factors, such as whether the use of the reserve is considered cost effective, revenue neutral, or incurs costs. If the reserve provides an important revenue source, the period over which revenue is received and sustained should be noted.

These factors should be considered separately and then all the values combined to determine whether the revenue as a whole is adequate to meet basic management objectives. This process is required to develop the business plan.

The potential for the reserve to become financially self-sustaining should also be considered. It will be important to identify future economic values and resources that can be investigated to help meet future management objectives and capital works programs.

At this point, broad management objectives to protect/improve the economic health of the reserve should be determined. These objectives will be used to guide specific actions within the plan (see Section 3.4).

### 3.4 What are priority objectives for protecting values?

Using the vision statement as a starting point, it is important to set specific, measurable objectives or targets for the plan. This will involve understanding the community's aspirations for the future of the reserve and managing expectations for the delivery of actions in the plan.

These objectives will guide specific actions in the plan relating to the protection of identified environmental, social and economic values.

Other objectives relevant to a CMP could include:

- protect the natural coastal dune system and enhance the natural values of the reserve (including retaining remnant vegetation)
- ensure that use and development of the foreshore demonstrates a net community benefit and identified demand
- provide direction and opportunities for appropriate and sustainable development in specific locations considering the impacts of climate change
- manage coastal assets in consideration of the need to adapt to coastal hazards
- ensure the cultural and historic values are protected and enhanced where appropriate
- plan for access and enjoyment of the coast by the public and define these through activity and recreation nodes
- ensure the provision of ecosystem goods and services is maintained or improved.

### 3.5 What challenges and issues should be considered?

There are a variety of challenges and issues for every foreshore area in Victoria. The *Victorian Coastal Strategy 2014*, Regional Catchment Strategy and Regional Coastal Plans are good starting points to identify the challenges and issues that are relevant to the reserve.

The CMP should identify the challenges and then the strategies and actions to manage them to achieve the vision and objectives. The challenges will vary for each reserve and DELWP staff can help identify the likely challenges the CoM might face. These Guidelines outline the most common challenges.

#### 3.5.1 Coastal hazards

The Victorian coastline is dynamic in nature and is regularly influenced by tides, wind, waves and weather systems. Where these coastal processes are likely to adversely affect life, property or aspects of the natural environment, they create coastal hazards.

Coastal hazards are an issue for all coastal land managers. With climate change the challenges will increase. The high social, economic and environmental value that we place on our coastline means that the hazards produced by coastal processes affect Victorians beyond those just living and working on the coast.

There are several coastal hazards that may have an impact on current and future use and development opportunities, and should be considered in preparing a CMP. The *Victorian Coastal Hazard Guide* is a useful resource to provide advice on dealing with specific coastal hazards such as:

- shoreline erosion and accretion
- inundation
- storm surge
- coastal acid sulfate soils.

If possible, a CMP should identify areas within the study area that may be subject to coastal hazards in the short (0–10 years), medium (10–50 years) and long term (50–100 years).

DELWP officers can provide further advice on how to plan for coastal hazards and incorporate the appropriate information into the CMP.

More information: [www.vcc.vic.gov.au/assets/media/files/Victorian-Coastal-Hazard-Guide.pdf](http://www.vcc.vic.gov.au/assets/media/files/Victorian-Coastal-Hazard-Guide.pdf)

### 3.5.2 Climate change

The impacts of climate change will increase the effect of these hazards, and may determine prioritisation of investment on the foreshore reserve.

For example, coastal inundation due to sea level rise will have an impact on public foreshore areas before reaching private land. Infrastructure and other assets should be designed and located in a way that either the asset life will expire or the infrastructure can be removed/relocated if it is at risk of inundation or access could become dangerous.

Climate change may have an impact on the distribution and types of native vegetation in an area. There is the potential for die-back and the need for revegetation with alternative species. There may also be increased fire risk in some areas due to reduced rainfall patterns and higher temperatures.

Information is available on the predicted extent of climate change impacts up to 2100. The Future Coasts state-wide coastal inundation dataset can be used as a starting point to provide general information about whether parts of the reserve could be subject to rising sea levels and the combined influence of storm surge.

Coastal hazard assessments have been prepared for four pilot locations in Victoria – Port Fairy, Bellarine Peninsula, Western Port and Gippsland Lakes. These assessments provide detailed coastal mapping and information for each of these areas. This information will help Victorians understand and plan for climate change risks along the coast by providing better information on storm surges and possible sea level rise impacts. Information from these assessments should be used if it is relevant to the location of the foreshore reserve.

In many cases, other information is also available to the coastal Crown land manager. This could include specialist advice provided by a qualified professional, such as a coastal engineer; or general advice for the area included in Regional Coastal Plans or local coastal hazard assessments. Information based on local or traditional information about historical changes to the coast or on aerial and satellite imagery may also be available.

Considering the identified impacts of a changing climate and the options for response, some overarching management goals applicable to the reserve can be determined. The actions should be consistent with the resources and skills available to the land manager.

**Table 2: Ways that climate change will affect the coast** (Source: Victorian Coastal Hazard Guide)

Sea level rise	<ul style="list-style-type: none"> <li>More frequent and extensive inundation of low lying areas</li> <li>Cliff, beach and foreshore erosion</li> <li>Altered saltmarsh and mangrove habitats</li> <li>Damaged infrastructure, e.g. seawalls, jetties, roads, walking tracks</li> <li>Loss of and damage to private property</li> </ul>
More frequent and extreme storm events	<ul style="list-style-type: none"> <li>Intense and destructive flooding of land and buildings</li> <li>Loss of and damage to private property</li> <li>Cliff beach and foreshore and erosion</li> <li>Pollution from sewer overflows</li> </ul>
Changing sea temperatures	<ul style="list-style-type: none"> <li>Species distribution shifts</li> <li>Spread of invasive species and diseases</li> <li>Increased sea surface temperatures and altered currents</li> <li>Changes in phenology such as phytoplankton blooms</li> </ul>
Altered patterns of wet and dry periods	<ul style="list-style-type: none"> <li>Changed salinity, nutrient and sediment flows</li> <li>Changes estuaries, greater extremes of high and low freshwater input</li> <li>Reduced water clarity</li> <li>Increased frequency and intensity of fires on land, with impacts beyond</li> </ul>
Ocean acidification	<ul style="list-style-type: none"> <li>Declining shellfish and other species</li> <li>Impacts on early life stages of species</li> <li>Loss of plankton base for food webs, affecting fisheries</li> </ul>
Vegetation changes	<ul style="list-style-type: none"> <li>Loss of species and habitat</li> <li>Ecological shifts</li> <li>Increased fire risk</li> </ul>

Examples of such objectives/actions are:

- continue to monitor the impacts of a changing climate on the reserve
- ensure that all future infrastructure proposals will consider the impacts of climate change
- seek the advice of a professional when planning infrastructure projects
- use the natural environment as the first line of defence against coastal hazards
- investigate the relocation of coastal infrastructure and assets that are/will be subject to coastal hazards
- engage a coastal engineer to determine the impacts of climate change on the reserve in the near and distant future.

### 3.5.3 Pollution and contaminants

Pollution from direct human interactions such as litter and spill events are easy to identify and can be dealt with through appropriate waste management practices. There are a number of other pollutants that are not as readily understood or considered and can often be significant issues when planning for future development and uses.

Some of these pollutants/contaminants include:

- coastal acid sulphate soils (naturally occurring – if disturbed they can be a hazard)
- spoil material from dredging
- stormwater run-off
- salt water intrusion
- contamination from past uses and development
- waste grey water
- rubbish disposal
- sewerage and hygiene products.

A CMP should consider whether these pollutants may be an issue for the reserve and develop strategies to manage them. The Environmental Protection Agency (EPA) provides a number of documents and publications that provide advice in dealing with pollution and contaminants. These documents should be used as a starting point and used in conjunction with other policies and plans that are provided by your local municipality.

More information: [www.epa.vic.gov.au](http://www.epa.vic.gov.au)

### 3.5.4 Pests, weeds and vegetation management

Invasive species (flora or fauna) threaten native biodiversity due to their invasive ability to change and destroy habitats and ecosystems.

A CMP should recognise pest and weed issues in the reserve and plan actions to reduce their impact on the values of the reserve. The Department of Economic Development, Jobs, Transport and Resources (DEDJTR) plays a key role in relation to animal and plant pests and advice from this department is required for the consideration of control techniques.

Invasive species generally affect areas outside the boundaries of individual reserves and can readily invade from adjoining land where eradication works have not been undertaken. Coastal Crown land managers are strongly encouraged to work with adjoining land owners and managers to develop a cross boundary pest and weed management strategy. The purpose of this strategy is to ensure that species are targeted at the same time to save costs and provide a better coverage of treated areas.

Maintaining native vegetation can also be problematic for coastal communities as the process of retaining native vegetation to a high standard is resource intensive in this harsh coastal environment.

Removing native vegetation generally requires some level of approval from local Council and an experienced contractor will be required to conduct the works. An action through the development of the CMP should focus on preparing a Vegetation Management Plan over period of time.

Caution is needed with the thinning or removal of vegetation in areas where soils are identified as unstable. This vegetation provides a natural form of soil stabilisation through the binding action of plant/tree root systems which assists with erosion prevention.

Removing vegetation for coastal views is not supported, and this principle should be applied to all areas of the Victorian coast.

### 3.5.5 Conflicting uses

Foreshore land is valued by all Victorians and used in many ways. Some uses can be incompatible with others and may require controls, such as regulations or tenure agreements, to ensure the safety and wellbeing of all foreshore users.

A CMP should identify current uses of the foreshore as well as any past conflicts or likely points of conflict in the future. Strategies and actions that aim to minimise these conflicts should also be identified.

It is advantageous to develop these strategies in consultation with the relevant user groups and the wider community.

#### Events

Coastal Crown land is often the desired location for events and festivals (generally short-term use) as it provides a highly visual and cost-effective option compared with private land alternatives. As a principle, coastal Crown land should only be used for these types of activities where private land is unavailable.

There are two types of events that generally occur on coastal Crown land: community events and commercial events.

**Community events** are those associated with not-for-profit groups such as Lions Club markets and not-for-profit sporting events where the entry fee is generally very low or free, e.g triathlons with a gold coin donation.

**Commercial events** may involve community groups but the primary purpose is to generate revenue. Examples are music festivals and carnivals.

The suitability of the reserve to host these events will depend on several factors, including community support for the proposal and potential impacts on the land and values of the area. Event spaces should be identified in the CMP, with criteria (consistent with the *Victorian Coastal Strategy 2014* – page 66) outlining appropriate uses for that area and the process for approving events.

A commercial lease arrangement for these types of events is an appropriate tool that to formalise the tenure of the proposed site and for the proponent to meet their risk management objectives and obligations.

Coupled with these tenure arrangements, an appropriate lease fee should be charged for the exclusive use of this site over the period of occupation.

To avoid competition with established local businesses, a lease process is recommended, with appropriate fees that are consistent with rentals in the retail shopping or other local commercial operations in the area.

#### Integrating land uses

In developing a CMP, it is important to recognise the relationship between private land, public land and the water (including the marine environment). Every effort should be made to consider the following land types when setting directions on the future use of the coastal reserve:

- private freehold land (including private freehold council reserves)
- Crown land reserves (including adjoining non-foreshore reserves and National Parks)
- water catchments (rivers, estuaries, bays and marine environment).

#### Private land

Private freehold land that adjoins foreshore reserves could be of a residential or commercial character, depending on the location. The private – public land interface is an important consideration. Often, the adjoining private land will have a high financial value due to its coastal location.

Commercial competition to occupy buildings on private land adjacent to the foreshore is consistently high as these areas are a focal point for tourism and visitation and provide businesses with the opportunity of capitalising on this passive marketing.

Road infrastructure and utilities can also affect the adjoining foreshore, with stormwater and sewerage networks often on the reserve.

Consideration should be given to the impact on the foreshore of private land use and development. Such impacts could include:

- stormwater infrastructure (urban run-off)
- sewerage network
- car parking and access
- retail hubs (seafood shops, supermarkets, etc)
- road networks.



### Other Crown land reserves

Other Crown land reserves that adjoin the foreshore may also influence future planning for the coastal reserve. These reserves often provide for and service a range of community activities. While the CMPs cannot make recommendations for these reserves, opportunities to enhance access and circulation between reserves should be considered where appropriate.

National Parks or reserves managed by Parks Victoria (PV) are common in areas that adjoin coastal Crown land. PV usually manages these reserves due to their high environmental values. The spread of invasive species and impacts of use and development on land managed by PV is a high risk. Where such reserves adjoin the coastal foreshore reserve, there could be opportunities to collaborate on linear treatment of land for issues like pests and weeds.

It is important to consider whether the CMP should include adjoining Crown land in its scope, particularly if that land forms part of a geomorphological coastal compartment. It is recommended that the CMP consultation process involve PV and adjoining Crown land managers at an early stage to identify and understand where there are opportunities to plan together or work together on future projects.

### Water

The foreshore is often the access point for water-based activities, such as fishing, boating and skiing. Facilities are often provided for a range of activities and uses that occur outside of the reserve. These activities and uses will require supporting, land-based infrastructure, such as access points, boat ramps, etc.

Marine environments support a diverse range of goods and services that deliver benefits to all Victorians including fisheries, aquaculture, tourism, recreation, natural coastal defences and carbon storage. The health of these goods and services is largely dependent on the management of coastal land.

A CMP should describe both the positive and negative impacts that the reserve may have on the marine environment. These can include direct impacts, such as dredging to facilitate recreational boating, or indirect impacts, such as run-off from car parks and pathways flowing into the marine environment and the foreshore.

### 3.5.6 Population changes

Coastal Crown land managers must consider the needs of the increasing population and the ability of the land to cater for those needs.

Generally, high levels of service are best concentrated in resilient areas, such as designated activity and recreation nodes. It is also important to consider access to alternative facilities and service opportunities in the surrounding area. For example, not all reserves can accommodate a large-scale boat harbour but there may be one within a reasonable distance from the reserve.

It is also important to consider seasonal variation in demand. For areas with a large influx of people during the peak summer period, the coastal reserves may not be immediately equipped to accommodate a temporary increase in demand.

Methods other than development can be employed to reduce the impact of seasonal variation, such as park and ride schemes, increased rubbish collections and increased cleaning of amenities.

Opportunities also exist for temporary uses to cater for seasonal increases in demand. These could include 'pop-up' cafes and restaurants, portable toilets, etc. However, such temporary uses must be considered in the context of commercial competition to adjoining local businesses and be required to pay an appropriate commercial fee for the use of the reserve.

The Australian Bureau of Statistics (ABS) can provide information about the demographics of the local population. This information can be derived from previous census data and is available by navigating to the census data and analysis section of the Australian Bureau of Statistics website at [www.abs.gov.au](http://www.abs.gov.au).

Tourism Victoria is also a good source of visitor information for an area. It can be accessed at [www.tourism.vic.gov.au/research.html](http://www.tourism.vic.gov.au/research.html)

This information can be used to identify how a reserve is being used now and how changes in demographics may alter its future use. Examples of this include an increase in young families, which may place a greater demand on facilities such as playgrounds, or an ageing population that may require increased levels of access for all.

### 3.6 What actions need to be implemented to achieve the objectives?

Actions to manage the reserve should be specific, measurable, achievable, realistic and structured in a clear timeframe. Actions align with the objectives of the plan, and ultimately play a part in achieving the vision for the future of the coastal reserve. Actions will need to be reviewed and updated regularly to ensure they remain relevant and achievable.

Some of these actions could specifically address common objectives listed in section 3.4.

For example:

- revegetate the landward section of the dune system between the surf lifesaving club and the camp ground, using native species that will provide erosion protection to the area within 12 months
- work with the waterway manager to determine land requirements for the proposed marina and agree on the outcome within three years
- identify under-utilised urban or grassed areas of the coastal reserve that could be used for an events space
- prepare an events/festival policy for the reserve that clearly provides direction on what types of activities are acceptable, and the fees structure that will be applied to these types of land uses
- talk with relevant stakeholders and a coastal engineer to develop options to treat erosion in specified locations.

#### 3.6.1 Approaches to identify actions

This section provides information on different approaches that can be used in a CMP to clearly identify the actions through which the plan will address its vision and objectives.

It is important to represent the area spatially as a map or illustrated aerial photograph both for clarity and to guide the development of actions and strategies. Defining nodes and precincts and developing detailed master plans and operational plans are mechanisms that can achieve this.

Not all of these tools are needed in every case. For instance, for a simple CMP it may be sufficient to manage the reserve as a whole, or to simply define recreation or activity nodes.

#### Defining nodes

Nodes are areas that define a specific activity in the greater reserve. Nodes can be used to define areas to be protected from use or development due to the values they hold (natural/conservation node) or to define areas that may require upgrading, expanding, or definition as areas suitable for new development.

The definitions of activity and recreation nodes within the *Victorian Coastal Strategy 2014* may assist:

**Activity nodes:** Activity nodes within existing coastal settlements provide a focus area for access to the coast, services, and social interaction within coastal settlements and coastal urban areas, and link and integrate the public and private realms within this area.

**Recreation nodes:** Recreation nodes are areas on coastal Crown land, outside of activity nodes and existing settlement, which exhibit a high level of use and visitation for recreation and water-related activities.

Further description and a visual representation of activity and recreational nodes can be found in the *Victorian Coastal Strategy 2014* – page 56.

Resilient areas that can recover from seasonal changes should be the focus for recreational or activity nodes. This information can be used to determine areas for designation as activity and recreation nodes.

Areas that are more vulnerable due to coastal processes, dynamic dune systems, unstable cliffs, or the presence of rare and endangered vegetation should be designated for minimal access and thought given to management measures such as fencing, removal of structures, etc.

An example of how to use nodes in a CMP would be to divide the reserve into separate management units – nodes:

- name the node for ease of reference (i.e. urban, natural, passive, recreation, cultural)
- highlight the key values and threats for each node (this can be done visually on maps, etc)
- list the overall objectives/aims for each node
- provide a list of key actions that will be undertaken within the node over the life of the plan.

The size of the node will depend on the size of the overall reserve and the complexity of management actions attaching to it.

Larger reserves may find broad nodes of larger scale are more appropriate. These nodes should be displayed visually within the CMP and can be used to assist public consultation and engagement.

If relevant, the following items could be identified:

- environmental, social and economic values
- area unsuitable for development and/or use
- coastal hazards
- coastal infrastructure
- access points and car parking
- infrastructure
- walking paths.

Management aims should be identified for each node. These aims can be based on the identified values and threats and/or capability of the precinct to accommodate further development/expansion. These management aims will lead to individual management actions that are consistent with the vision and objectives for the reserve and the management aims within the rest of the plan.

### **Master plans**

A master plan shows an overall development concept that includes urban design, landscaping, infrastructure, service provision, circulation, present and future land use and built form. It consists of plans, 3D images, text, diagrams, statistics, reports, maps and aerial photos that describe and graphically illustrate how a specific location will be developed. It is a structured approach that creates a detailed plan for developing a specific area. Master plans may be appropriate for inclusion in some CMPs, especially for large development projects.

A master plan is generally only required for more complex and larger reserves (Category 1 committees) where large capital works are planned.

### **Operational plans**

Operational plans are used to identify the area of the reserve that requires a series of on-ground works that are prioritised based on available funds. These operational plans identify short-term priorities for the day-to-day management of the land, including maintenance activities or minor enhancements to the reserve.

## **3.7 How will implementation of these actions be resourced?**

The business plan is the component of the CMP that outlines how and when the actions will be resourced and includes details of funds generated from the reserve.

A three-year business plan must be included in a CMP for it to be considered for approval under the *Coastal Management Act 1995*. More successful CMPs align their business plans with the life of the CMP itself.

The plan should consolidate all the actions in a list of priorities that are then linked to the CMP and identify lead agencies and resourcing to deliver the action (including project management).

A business plan should include:

- funding estimates against each of the actions identified in the plan (including items that are already funded or are yet to be funded)
- prioritisation of actions to obtain funding

It should also include detail on the following for the life of the plan:

1. Income (may include):

- fees charged for use and other income derived from the reserve
- camping fees
- other permits
- charges for events (commercial).

2. Grants received (community, Local and State Government).

3. Grants/or income (co-investment) required for future works and actions.

4. Expenditure (may include):

- utilities (gas, water, electricity, sewerage, council rates)
- pest control (animals and weeds)
- insurance
- maintenance costs of each activity node (grounds, vegetation and infrastructure)
- plant and equipment
- office-related expenses
- waste management (bins, etc)
- employees and contractors.

- 5. Future liabilities, such as asset life expectancy (seawalls, toilet blocks, barbecues, etc)
- 6. Asset maintenance/replacement program (Plan in place to ensure the gradual upgrade of facilities)
- 7. If some components identified in the plan are aspirational (beyond the funding outlined in the business plan) they should be clearly identified and listed separately from costed actions.

### 3.8 How is performance against the plan to be monitored and evaluated?

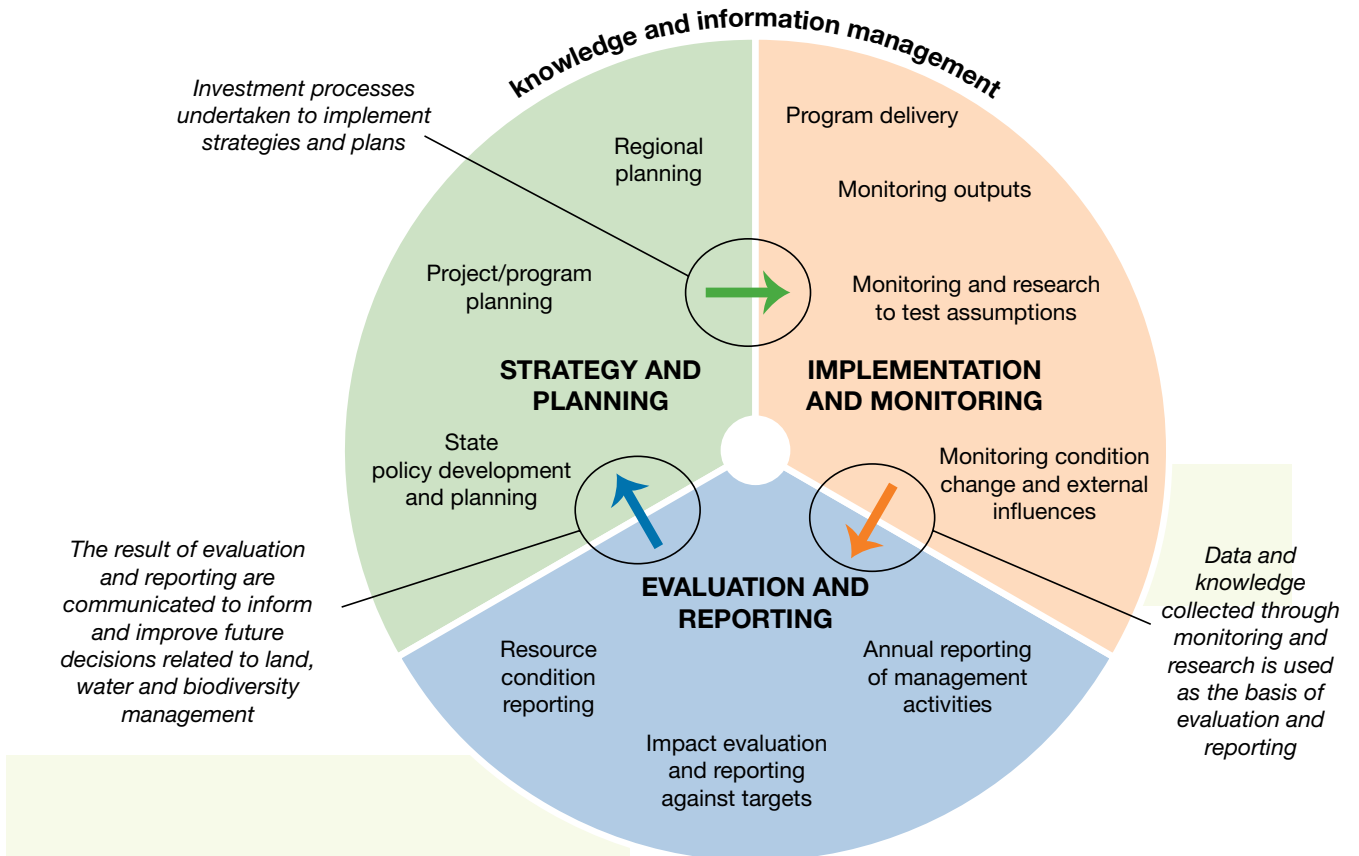
It is important to know what is working, what is not and why. Regular monitoring, evaluation and reporting on the CMP help keep it on track and can clearly demonstrate that the CMP vision and objectives are being met. Monitoring and evaluating also help with project revision and adaptation if things are not going as expected.

Ultimately, monitoring, evaluating and reporting will help the CMP succeed and communicate its success.

It is important to plan for monitoring and evaluation when developing the CMP to facilitate data collection and reporting on progress during the implementation phase of the CMP.

Monitoring ensures that key objectives are being met, actions are being implemented and to provide information on what changes have occurred over time.

Evaluation assesses the efficiency, effectiveness and appropriateness of actions in meeting the CMP vision and objectives.



**MER and key elements of the adaptive management cycle.**

**Table 3: Indicators proposed for Coastal Planning Framework MER**

VCS Hierarchy	Category	Indicator
Value and Protect	Health of the natural environment	The proportion of CMP area retaining native vegetation.
		The percentage of reserve area that is actively managed.
Plan and Act	Community participation	Volunteer hours dedicated to foreshore management.
		Hours of effort by land managers managing and enhancing the reserve.
Use and Enjoy	Investment on the coast	Dollars spent on management / development of the coast.

The need for ‘before and after’ information is often a key requirement for evaluation. Evaluations might also assess reactions of project participants; changes in knowledge, attitude and skills; or behavioural change. Depending on the type of evaluation, quantitative or qualitative data may be required.

Some monitoring and evaluation is costly and time consuming. The amount and type of data collected for evaluation should be tailored to the particular purpose such as the decision making that it will inform.

The CMP should also identify trigger points for actions that are informed by monitoring. This can be done via a risk assessment using the identified values of the reserve and an assessment of the likelihood and consequence of influences that may impact on their health. Triggers can be identified and values regularly monitored for both positive and detrimental reactions. This will then be used to prioritise the initiation of remedial or other works.

Best practice monitoring, evaluation and reporting (MER) is informed by the adaptive management cycle. Knowledge and information management underpin this cycle and are crucial for ensuring comprehensive and effective MER. Information is generated, collected, collated and transferred at various stages in the cycle.

MER in a CMP must link to the vision and objectives of the CMP, which in turn should reflect the principles and policy statements within the *Victorian Coastal Strategy 2014*, the relevant Regional Coastal Plan and any relevant Coastal Action Plan.

The PCB or implementation committee has a key role in engaging the community and user groups on the prioritisation, progress and review of the actions being undertaken to implement the CMP.

Land managers are required to review their progress against the management actions in the CMP, at least twice a year, in order to monitor performance against the plan and to enable reporting to the community and stakeholders.

### 3.8.1 DELWP MER process

In addition to reporting by CMP implementation committees, DELWP is establishing a MER process to assist in determining the condition of the Victorian coast and to measure the effectiveness of strategies and actions outlined in the *Victorian Coastal Strategy 2014*, Regional Coastal Plans and CMPs.

Coastal Crown land managers are constantly collecting data as part of their normal operations and to provide information to both DELWP and the wider community about their operations and management effectiveness.

In order to generate a holistic view of the management of the Victorian coast, it is proposed that all coastal Crown land managers report on the same indicators as a part of the MER framework for their CMP (see Table 3). These indicators are strongly linked to the *Victorian Coastal Strategy 2014* and Regional Coastal Plans. Committees of Management will be asked to report on these indicators as a part of their normal reporting process to DELWP.

The use of six monthly photographs of the coast to monitor changes in the landscape (including pest management, erosion, etc) is encouraged. A site/s should be identified in the plan at which photographs are taken. This will provide data that can be recorded to help determine long-term trends, such as any potential ecosystem changes. These visual cues will also help inform the future priorities of the reserve and to attract funding.

In addition to this monitoring across the whole Victorian coast, a framework is being established by DELWP and the Commissioner for Environmental Sustainability (OCES) to monitor the ‘State of the Bays’. Collectively, this data will provide a more comprehensive perspective of the state of coastal management in Victoria.

## 4. Frequently asked questions

### **What is a Simple CMP?**

A Simple CMP is intended for a largely natural or recreational area with a limited range of uses. This type of plan will have an operational focus with some straight forward aspirations around the protection and enhancement of the natural area (e.g. large natural dune system and/or with a few walking tracks and /or limited urban activity). The focus of these plans is largely on the maintenance of the reserve now and into the future. Simple CMPs could be represented in part as a visual display of actions (with captions explaining what the change or aspiration might be).

### **What is a Complex CMP?**

A Complex CMP is a plan that covers a large area of coastal land, with multiple competing uses and land managers. This would describe CMPs by most Category 1 Committees of Management (CoMs), plans by joint managers across multiple areas, and plans by those CoMs that have some complex issues associated with their area of management (e.g. adjoining a high use urban area and/or commercial activities occurring on the foreshore and/or number of leases and licences). A Complex CMP may be a high-level document with subordinate master plans or precinct plans that provide more detailed planning for those locations, particularly when there are different communities involved or significantly different management needs. Alternately, there may be a single CMP with a high level of detail if that is suitable.

### **What does a CMP cost to produce?**

There are no documented expectations in relation to the costs associated with preparing a CMP as each area is more or less complex than other areas along the coast. However, it is important to understand that resources used to prepare CMPs along the coast should aim to be as cost efficient as possible, whether a consultant is appointed or whether the CMP is completed internally by the relevant land manager.

To provide some guidance, estimates of the cost of preparing a CMP (based on state-wide averages) are:

- Simple CMPs: \$0–\$60,000
- Complex CMPs: \$60,000–\$300,000 (some up to \$500,000+)
- Review of existing CMPs: \$0–\$10,000.

As these figures indicate, there are a lot of variations that need to be considered. If the upper end of the funds spent on a complex CMP is estimated at the \$300,000 mark, it is recommended that a third party review the scope of the CMP and assess the following:

- Is the scope of the CMP too detailed? Is the plan sufficiently strategically focussed?
- Are there elements of the CMP that could be better dealt with in a master planning process?
- Could we get more 'bang for buck' from redirecting some funding into implementation?

### **Who funds the preparation of a CMP?**

Generally, the coastal Crown land manager is responsible for funding the preparation of a CMP. Any revenue raised from the coastal reserve should be used to maintain the reserve and this could include both the preparation of a CMP for the reserve and funding of works. Land managers may also be able to attract funds from other sources to help with the preparation and implementation of CMPs.

DELWP is not a proponent or primary funder in preparing a CMP. However, DELWP may contribute funding in some cases where appropriate.

## Abbreviations and Acronyms

ABS	Australian Bureau of Statistics
CAP	Coastal Action Plan
CFA	Country Fire Authority
CHMP	Cultural Heritage Management Plan
CMA	Catchment Management Authority
CoM	Committee of Management
DEDJTR	Department of Economic Development, Jobs, Transport & Resources
DELWP	Department of Environment, Land, Water and Planning
EPA	Environment Protection Authority
LCC	Land Conservation Council
LG	Local Government
PCB	Project Control Board
PV	Parks Victoria
RCP	Regional Coastal Plan
RCS	Regional Catchment Strategy
VCS	Victorian Coastal Strategy
VEAC	Victorian Environment Assessment Council
VGS	Victorian Government Statutes

# Glossary

## **Accretion**

Where a boundary between land and water alters so slowly that the change is not readily noticeable, the process is known in Common Law as the 'Doctrine of Accretion'. This Doctrine broadly provides that "gradual accretions of land from water belong to the owner of the land gradually added to and conversely, land encroached upon by water ceases to belong to the former owner" (VGS).

## **Activity Node**

Located within existing coastal settlements and provide a focus area for access to the coast, services and social interaction within coastal settlements and coastal urban areas.

## **Adaptation**

Adaptation is the process of becoming adjusted to new conditions in a way that makes an individual, community or a system better suited or more resilient to its environment.

## **Adaptation planning**

A means to look ahead to the future despite change – giving people a degree of certainty as to what they can expect in the future and a greater ability to cope with change.

## **Catchment area**

An area where water is collected by the natural landscape and that drains to a watercourse, estuary or water body.

## **Catchment Management Authority**

Established under the *Catchment Management and Land Protection Act 1994* to achieve integrated and sustainable catchment management. There are five coastal CMAs in Victoria.

## **Climate Change**

A change of climate attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate vulnerability over comparable time periods.

## **Coast (Victorian)**

Broadly defined to include: the sea and seabed to the state limit three nautical miles (5.5 km); land and inland waters in the coastal catchment.

## **Coastal acid sulphate soils**

Found in low-lying coastal areas, these soils contain high concentrations of iron sulphates. Relatively harmless in their undisturbed (submerged) state, these soils produce and release large quantities of sulphuric acid when exposed to oxygen through excavation, dredging or drainage, having a detrimental impact on coastal and marine environs.

## **Coastal Action Plan (CAP)**

Identifies strategic directions and objectives for use and development in a region or part of a region to facilitate recreational use and tourism, and to provide for the protection and enhancement of significant features on the coast, including the marine environment. Following Ministerial direction in 2012 to develop an overarching Coastal Action Plan (CAP) for each coastal region, these plans are now referred to as Regional Coastal Plans (RCP's). CAPs approved prior to 2014 will continue to be referred to as CAPs.

## **Coastal compartment (sediment compartment)**

Coastal or sediment compartments are spatial units along the coast, based on sediment movement and coastal types.

## **Coastal Erosion**

Occurs when winds, waves and coastal currents act to shift sediments away from an area of the shore, often during a storm. In most locations this is a short-term process and the shore gradually regains sediment

## **Coastal hazards**

The collective term for inundation, coastal erosion and coastal recession.

## **Coastal protection works**

Measures aimed at protecting the coast against coastline retreat, therefore protecting housing, infrastructure, the coast and the hinterland from erosion often at the expense of losing the beach and the dynamic coastal landscape. Coastal protection can be both 'soft' e.g. revegetation or 'hard' e.g. structures such as seawalls or groynes.

## **Coastal recession**

Progressive and ongoing retreat of the shoreline caused by an imbalance in the sediment budget.

## **Coastal geomorphology**

The science of the evolution of coastal landforms and geological formations and the processes that shape them.

## **Coastal Protection**

Measures aimed at protecting the coast against coastline retreat, therefore protecting housing, infrastructure,

## **Committee of Management**

Established under the *Crown land (Reserves) Act 1978*. The role of the CoM is to 'manage, maintain and control' an allocated Crown land reserve on behalf of the Minister. For coastal land, committees are either an agency such as Parks Victoria, Local Government, or community volunteers appointed through an expression of interest process:



CoM (Category 1): a small, volunteer Committee of Management that generally manages the coastal areas surrounding one coastal community/township.

CoM (Category 2): a large volunteer Committee of Management that manages a large coastal area with multiple coastal communities and/or townships.

### **Crown land**

Public land not vested in a public authority, including land temporarily or permanently reserved under the *Crown land (Reserves) Act 1978*.

### **Cultural heritage**

Qualities and attributes possessed by places and objects that have aesthetic, historic, scientific or social value for past, present and future generations.

### **Foreshore**

The coastal fringe; generally the land between the coastal road and the low water mark (LWM).

### **Freehold land**

See 'private land'.

### **General Consent**

Provides approval for a range of uses and development that are considered low risk to remove the need for individual applications.

### **Inundation**

The incursion of ocean water onto low-lying land that is not normally inundated, during a high sea level event such as a storm tide or king tide.

### **Local Port**

A port declared to be a local port by Order in Council under section 6 of the *Port Management Act 1995*.

### **Master plan**

A tool used to provide comprehensive guidance for the long-term use and development of large sites on a broad, strategic level and to ensure the co-ordination of multiple stages of use and development. It is usually supported by further plans that provide detail on components of the master plan.

### **Planning Scheme**

is a legal document prepared by the local council or the Minister for Planning and approved by the Minister under the *Planning and Environment Act 1987*. A planning scheme sets out policy and requirements for use and, development and protection of land. It consists of a written document and any maps and plans to which it refers.

### **Port Authority**

Port of Melbourne Authority, Port of Geelong Authority or Port of Portland Authority.

### **Private land**

Land under freehold tenure (privately owned).

### **Public land**

Unalienated land of the Crown (refer to Crown land) or land vested in a public authority.

### **Recreation nodes**

Area on coastal Crown land, outside of activity nodes and existing settlements which exhibit a high level of use and visitation for recreation and water-related activities.

### **Regional Catchment Strategy**

RCSs are the primary integrated strategic planning mechanism for the management of land, water and biodiversity resources in each region.

### **Regional Coastal Plan**

Identifies strategic directions and objectives for use and development in a region or part of a region to facilitate recreational use and tourism, and to provide for protection and enhancement of significant features on the coast, including the marine environment. Prior to 2014, known as Coastal Action Plans (their statutory name under the *Coastal Management Act 1995*).

### **Settlement**

Development area that can include a regional city, regional centre, district town, town, hinterland town, small town, small settlement, rural centre.

### **Stakeholders**

Individuals or groups with a vested interest in or who are affected by a project or process.

### **Traditional Owners**

People who, through membership in a descent group or clan, have responsibility for caring for particular Country. A Traditional Owner is authorised to speak for Country and its heritage as a senior Traditional Owner, an Elder or, in more recent times, as a registered native title claimant.

### **Waterway Manager**

Appointed under the *Maritime Safety Act 2010*, the role of waterway managers is to:

- manage vessel activities on waters under their control
- allocate and manage moorings and berths
- provide and maintain navigation aids, appropriate signage of water levels, hazards, and rules applying to the waters
- control navigation and vessel movement
- designate areas in which anchorage of vessels is, or is not, permitted
- alter or dredge channels for navigation
- remove or mark obstructions.

