



Review of Coastal Action Plans

in Victoria's Western Coastal Region

June 2012

Published by the Western Coastal Board
© The State of Victoria, June 2012

This publication is copyright. No part may be reproduced by any process except in accordance with the provisions of the *Copyright Act 1968*.

ISBN 978-1-74287-086-1 (online)

For more information contact:
Western Coastal Board
PO Box 103 Geelong VIC 3220
Phone: 03 5226 4008
www.wcb.vic.gov.au

DISCLAIMER

This publication may be of assistance to you but the State of Victoria and its employees do not guarantee that the publication is without flaw of any kind or is wholly appropriate for your particular purposes and therefore disclaims all liability for any error, loss or consequence which may arise from you relying on any information in this publication.

This report has been prepared by the Western Coastal Board, an independent advisory body established under the *Coastal Management Act, 1995*. The views expressed in this document are those of the Western Coastal Board and have not been endorsed by the Victorian Government.

Acknowledgement of Country and Indigenous Australians

The Western Coastal Board respectfully acknowledges the original custodians of the Western Coastal Region of Victoria; their rich culture, deep affinity with the land and spiritual connection to it.

Cover Photo:

Integrated Coastal Zone Management requires a birds-eye view and the ability to operate across tenures and jurisdictions: a key strength of Coastal Action Plans. Warrnambool from the air (*Photo by Warrnambool City Council*)

It has not been possible to identify the owners of photographs in all instances. We would like to thank and acknowledge those whose photos appear in this report and are unattributed.



Review of Coastal Action Plans

in Victoria's Western Coastal Region

June 2012

Table of Contents

Chair's Foreword	6
Executive Summary	7
1. Introduction	10
2. CAP Review Scope and Methodology	14
2.1 CAP Effectiveness – Review of Status of CAP Actions (Quantitative)	14
2.2 Review of Coastal Action Plan Impact (Qualitative)	14
2.3 CAP Consultation	14
2.4 Limitations of the Review	15
3. CAP Review Responses and Results	16
3.1 Responses	16
3.2 Status of CAP Actions (Quantitative Assessment)	17
3.3 Limiting Factors for Implementation of Actions	18
3.4 Qualitative Feedback (Responses to Questionnaires)	20
3.5 Discussions with Stakeholders on Preliminary Recommendations	20
4. Specific CAP Review Findings and Recommendations	21
4.1 Local CAP Review Findings and Recommendations	21
4.1.1 Anglesea CAP 1999	21
4.1.2 Lorne CAP 1998	23
4.1.3 Warrnambool CAP 1999	25
4.1.4 Moyne CAP 2001	27
4.1.5 Skenes Creek to Marengo CAP 2001	29
4.1.6 Glenelg CAP 2004	31
4.1.7 General Local CAP Review Findings	33
4.2 Regional and Estuaries CAP Review Findings and Recommendations	35
4.2.1 Interim Reviews of Regional and Estuaries CAPs 2005	35
4.2.2 South West Regional CAP 2002	36
4.2.3 Central West Regional CAP 2003	38
4.2.4 General Regional CAP Review Findings	40
4.2.5 Revised Regional CAPs	42
4.2.6 South West Estuaries CAP 2002	43
4.2.7 Central West Estuaries CAP 2005	45
4.2.8 General Estuaries CAP Review Findings	47

5. General CAP Review Findings and Recommendations	48
5.1 Successes and Challenges across all CAPs	48
5.2 CAPs and the Delivery of Key Legislation and Policy	50
5.3 The Role of CAPs within Planning Systems	51
5.4 CAPs and On-Ground Activities	54
5.5 CAP Implementation	56
5.6 CAP Evaluation	60
5.7 CAP Mechanics	60
6. Conclusions	62
7. Priority Recommendations	64
Appendices	66
Appendix A – CAP Review Process	66
Appendix B – CAP Implementation Processes	67
Appendix C – Summary of May 2010 Additional Consultations with Key Stakeholders	68
Appendix D – Status of CAP Actions	Available at www.wcb.vic.gov.au

Common abbreviations

CAP	Coastal Action Plan
CMA	Catchment Management Authority
CMP	Coastal Management Plan (coastal Crown land management plan)
DSE	Department of Sustainability and Environment
EMP	Estuary Management Plan
GCB	Gippsland Coastal Board
ICZM	Integrated Coastal Zone Management
MSS	Municipal Strategic Statement
NRM	Natural Resource Management
VCC	Victorian Coastal Council
VCS	Victorian Coastal Strategy
VWMS	Victorian Waterway Management Strategy (formerly VSHREW)
WCB	Western Coastal Board

Chair's Foreword

The Western Coastal Board (the Board) is pleased to provide its statutory review of Coastal Action Plans (CAPs) in the Western Coastal Region. The Review assesses how CAPs have been implemented, provides recommendations to improve and strengthen both CAPs and coastal management in the region, and identifies emerging issues to be considered in developing a second generation of CAPs.

It has long been recognised that Victorians love their coast. Recent research conducted by the Victorian Coastal Council (VCC) shows that an increasing number of people plan to work, live or recreate at their favourite beach, caravan park, fishing spot or coastal reserve. And it has long been recognised that the increasing expectation by Victorians and others to be able to enjoy a diversity of coastal recreation and lifestyle options, and business and tourism opportunities, creates pressures on communities, infrastructure and coastal, estuarine and marine environments. Ensuring the coast is able to continue to play its leading role in delivering regional prosperity and well-being is essential.

Victoria is fortunate to have a *Coastal Management Act 1995* (the Act) to provide a robust framework for managing the coast for current and future generations and prescribe a hierarchy of coastal planning. The Victorian Coastal Strategy (VCS) 2008, Government's policy for sustainably managing coastal and marine areas, provides the policies to manage competing issues and conflicting demands. It identifies that many people, agencies and organisations, including local government, have a role in managing the coast.

CAPs provide a regional interpretation of the VCS 2008 and provide an essential bridge between State level policies and local planning. They are well placed to work in parallel with other regional planning approaches to ensure coastal issues are integrated with other plans. CAPs inform the development and implementation of coastal Crown land Management Plans (or Coastal Management Plans) which detail specific approaches to on-ground issues and are developed by Committees of Management (CoMs).

The Board embarked on an ambitious program of CAP development in 1997, resulting in Victoria's first: the Lorne CAP 1998. Since that time, a total of eleven (11) CAPs have been developed in the Western Coastal Region. This Report is the outcome of the Board's statutory review of ten of those CAPs – with the exception of the Western Victoria Boating CAP 2010.

This review commenced in 2009, with the Gippsland and Central Coastal Boards commencing their CAP reviews in 2010. A Summary Report of all CAP Reviews has been presented to the Minister for the Environment and Climate

Change by the VCC and the Board is now presenting its Review Report to the region. While much data collection and discussion occurred in 2009, further stakeholder consultation and data validation occurred through 2010. The recommendations presented in this report are based on this information. As a result, the Board expects that a number of CAP actions will have progressed, such as the preparation of Coastal Management Plans, improving the implementation performance of the CAPs. However, it is also expected that while some challenges facing Integrated Coastal Zone Management (ICZM) will have progressed, others will have been made more complex.

The Board agrees with the Review's key findings:

- CAPs have been very successful and have provided an important process for planning and implementation to deliver ICZM. This is evidenced by 82% of all CAP actions being completed, underway or incorporated into core business for lead agents.
- Stakeholder feedback confirms that CAPs provide a valuable mechanism for collaboration and planning across public and private land with the many agencies, authorities and landholders responsible for coastal zone management.
- Despite perceptions that the currency and content of the early CAPs has been superseded by the VCS 2008 and other strategic regional plans, many strategic directions remain highly relevant.

The Board recommends a process to revise Regional CAPs commence as soon as possible to deliver the outcomes sought by regional stakeholders, the community and the VCS 2008. This will require extensive community consultation. Until this revision occurs, it is important to note that the existing CAPs remain effective. The Board also notes that the recently released VCS Mid-term Review 2012 recommends further support for, and strengthening of the use of, CAPs as a regional planning tool for implementing the VCS.

On behalf of the Board I would like to thank the individuals and organisations who assisted with this CAP Review. The Board looks forward to working with all coastal stakeholders to ensure that the revised Regional CAPs play a constructive role for the region's communities, economy and coastal environments.



Sue Mudford
Sue Mudford
Acting Chair
Western Coastal Board



Executive Summary

What This Report Does

This report describes the findings of the statutory five (5) year review of Coastal Action Plans (CAPs) in the Western Coastal Region of Victoria, which includes the coastline from the South Australian border to Breamlea and includes the municipalities of Glenelg, Moyne, Warrnambool, Corangamite, Colac-Otway and Surf Coast.

This review has found that CAPs have been very successful and have provided a valuable cross-jurisdictional mechanism for stakeholder collaboration, planning and implementation to deliver Integrated Coastal Zone Management (ICZM) on the west coast of Victoria. The findings and recommendations outlined in this review reveal the key successes of and learnings from the CAP process and conclude that a second generation of revised Regional CAPs is required to deliver ICZM and facilitate the implementation of the Victorian Coastal Strategy (VCS) 2008.

This CAP Review Report examines the status of all CAP actions, as well as the successes and the challenges associated with current CAPs, within a structured qualitative and quantitative review process. The review translates the knowledge of the Western Coastal Board (the Board) and regional stakeholders gained from the lessons of CAP implementation, into 31 distinct recommendations to ensure future coastal planning and management practices respond effectively to the range of issues outlined in the VCS 2008.

What is a Coastal Action Plan?

As outlined in the VCS, CAPs are the primary tool for the planning and management of significant coastal, estuarine and marine areas or issues in Victoria (VCS p68). CAPs are a unique planning mechanism for the delivery of ICZM and are enabled by the *Coastal Management Act 1995* (the Act). The delivery of CAPs in Western Victoria has been led by the Board since 1996 with significant input and support from governments and regional stakeholders.

CAPs in the Region

There are currently eleven (11) CAPs in operation in Western Victoria, all of which were developed between 1997 and 2010. They include six (6) Local CAPs, four (4) Regional CAPs and the Western Victoria Boating CAP. This review applies to all CAPs except the Western Victoria Boating CAP and includes:

- Lorne CAP 1998
- Warrnambool CAP 1999
- Anglesea CAP 1999
- Moyne CAP 2001
- Skenes Creek to Marengo CAP 2001
- Glenelg CAP 2004
- South West (SW) Regional CAP 2002
- South West (SW) Estuaries CAP 2002
- Central West (CW) Regional CAP 2003
- Central West (CW) Estuaries CAP 2005

It should be noted that:

- The ten CAPs specify a total of 519 actions across the region, and each CAP generally assigns lead agent responsibility and priority to each action.
- Extensive consultation with members of the community, interest groups and all relevant local councils and agencies was undertaken during the preparation of the ten CAPs subject to review.
- The Lorne, Anglesea and Warrnambool CAPs were reviewed in full in 2005 and their progress is updated through this report.

The Review Process

The Act requires CAPs to be reviewed at least every five (5) years or when directed by the Minister for the Environment and Climate Change. The overarching purpose of the CAP Review process is to determine if CAPs are working towards their objectives and delivering the outcomes of the Act and the VCS.

Most CAPs were subject to either a full five (5) year or interim review in 2005, and the methodology of this current review built on that prior process. Through this review,

stakeholder consultation was undertaken to establish the status of CAP actions and generate feedback on the performance of CAPs. Data was collected during 2009, and discussions on the preliminary findings and draft recommendations were held with key stakeholders and CAP lead agents throughout May 2010.

Summary of CAP Findings and Recommendations

It should be noted that the recommendations in this Review were put forward in 2010, and that progress has already been made in some areas, such as the development of CMPs. Key findings and recommendations arising from this review include:

- There has been a very high degree of implementation of CAP actions with 82% of all CAP actions being completed, underway and/or incorporated into core business for lead agents.
- The SW and CW Regional CAPs have achieved a high degree of implementation with 92% and 78% of respective actions considered complete, ongoing or underway.
- Regional CAPs provide one of the few planning mechanisms at regional scale which can bring different interests together across land tenures and jurisdictions to develop coordinated and integrated programs and approaches. The current Regional CAPs should be revised in partnership with regional stakeholders.
- Most coastal stakeholders support the development of some form of regional strategic coastal planning mechanism to provide cross tenure direction and further integration of the VCS with relevant strategic and organisational planning approaches.
- Adequate guidance for local coastal planning should be provided through revised Regional CAPs.
- Estuaries CAPs have been highly successful with 100% of all key strategic actions within the two Estuaries CAPs complete, ongoing or underway. Their guidance and framework for estuary management planning is regarded as a valuable tool by a range of estuary managers. The Estuaries CAPs should be incorporated into the next Regional Catchment Strategies (RCSs) and the framework should remain available for estuary planning until that time.
- All six Local CAPs have been highly successful with between 73 and 94% of all actions complete, ongoing or underway. The prescriptive nature of the Local CAPs has assisted land managers with on-ground activities, yet the detailed operational actions dilute the value of the CAPs as strategic documents. They are not considered sufficiently strategic in nature to remain as approved CAPs and should be withdrawn upon the approval of revised Regional CAPs. However, the Local CAPs contain a range of strategic directions and actions which remain valid, and these should be incorporated into the revised Regional CAPs, Local CMPs and other relevant planning tools.
- There is a clear need for local coastal planning through coastal Crown land management plans (CMPs).
- Inconsistencies between CAPs and the VCS due to the currency of CAP content, and loss of corporate knowledge within lead agent organisations have resulted in a lack of ownership and interest by some current agency stakeholders.
- CAPs provide a focus for public participation in coastal management and act as an effective vehicle for community engagement. A central benefit of the CAP process is the increased communication and collaboration amongst stakeholders that resulted through CAP development and the implementation of several CAPs. However, support is needed to empower the Board to lead and direct the CAP process, to facilitate engagement of regional stakeholders with the CAP process, and to ensure its success.
- Funding and capacity are key drivers for the successful implementation and ownership of CAP directions and actions, and without this support the effective use and implementation of CAPs is challenged.

Revising the Regional CAPs

A process to revise Regional CAPs is considered essential to deliver the outcomes sought by the Act and VCS 2008. There is clearly potential for two sub-regional CAPs in recognition of the different environments, demographics and economies of the Western Coastal Region that exist generally either side of Cape Otway.

The following opportunities should be considered for a next generation of Regional CAPs in the region:

- An articulation of key regional themes and issues, including the interpretation of the VCS 2008 at a regional scale.
- Guiding principles to deliver ICZM at sub-regional scale.
- A thematic and municipal spatial framework that applies the principles and the necessary guidance to address ICZM issues at a regional and local scale.
- A dedicated section for each municipality to ensure the interpretation of both VCS and regional issues, and provide improved guidance for the development of CMPs. This could provide the integration and coordination between different land tenures, jurisdictions and public/private land.
- Clear relationships between regional and local planning mechanisms, including coastal CMPs.
- Collaborative implementation arrangements.
- Effective monitoring, evaluation and reporting

arrangements.

- The consideration of these and other issues will require a dedicated scoping and revision process.

Importantly, until the process to scope and then develop the next generation of CAPs is complete, the existing CAPs will continue to operate as current coastal planning documents until they are withdrawn by the Minister.

Where content may be dated, the VCS 2008 is expected to provide high level guidance on coastal issues.

The development of future CAPs presents an exciting

opportunity for the delivery of ICZM in the Western Coastal Region. The pressures on this spectacular part of the Australian coast are expected to increase in their complexity and urgency, and CAPs offer a mechanism to bring together all coastal stakeholders to address these issues in a collaborative manner.

Priority Recommendations

The following priority recommendations have been identified by the Board:

Recommendation 7 (Section 4.1.7)

- a) Regional and local stakeholders should determine which elements of Local CAPs are outstanding and relevant in consultation with the Board, and identify a suitable translation of strategic directions and actions into regional and local coastal planning mechanisms.
- b) The development of revised Regional CAPs should consider the inclusion of a dedicated municipal section to ensure the consideration of both VCS and regional issues, and provide improved guidance for the development of CMPs.

Recommendation 10 (Section 4.2.3)

The process to revise Regional CAPs should:

- a) Consider the inclusion of a scoping study which examines the matters to be addressed by future Regional CAPs and linkages to other strategic planning mechanisms.
- b) Be aligned with the VCS 2008 mid-term review and the development of the VCS 2013.
- c) Ensure adequate capacity is available within the Board and key partners to facilitate the implementation of Regional CAPs once they are developed.

Recommendation 13 (Section 4.3.3)

Retain the planning framework and guidance provided by Estuaries CAPs to support the development of management planning approaches for outstanding and minor estuaries until the Victorian Waterway Management Strategy (formerly VSHREW) is developed and Regional Catchment Strategies and their supporting strategies are revised.

Recommendation 14 (Section 5.2)

- a) Retain Regional CAPs as a central component of the coastal planning framework and refine them to deliver ICZM at a regional and sub-regional scale.
- a) Key stakeholders should work together to improve and clarify linkages between CAPs and the VCS.

Recommendation 16 (Section 5.3.1)

- a) Linkages between CAPs, CMPs and the Act consent process should be clarified and enhanced by key stakeholders to deliver ICZM and the objectives of the Act.
- b) DSE should consider funding the preparation of CMPs to ensure that local levels of prescription are not lost.
- c) Relevant strategic directions and actions in Local CAPs should be incorporated into CMPs following the development of a second generation of CAPs.

Recommendation 20 (Section 5.4.1)

- a) Regional CAPs should be revised to provide sub-regional guidance for the development of coastal Crown land management plans (CMPs) and improved linkages between the VCS, CAPs and CMPs.
- b) DSE and key stakeholders should continue to improve the level of support for the development of CMPs.

Recommendation 28 (Section 5.5.5)

- a) The Board should work with Government, VCC, other RCBs and DSE to ensure that coordination, implementation and advocacy activities for future CAPs are adequately resourced.
- b) Improve capacity for the Board to drive and facilitate CAP implementation throughout the duration of CAP program delivery.

1. Introduction

As outlined in the Victorian Coastal Strategy 2008 (VCS), Coastal Action Plans (CAPs) are the primary tool for the planning and management of significant coastal, estuarine and marine areas or issues in Victoria (p68). CAPs are a unique planning mechanism for the delivery of Integrated Coastal Zone Management (ICZM) and are enabled through the *Coastal Management Act 1995* (the Act). The delivery of CAPs in Western Victoria has been led by the Western Coastal Board (the Board) since 1996 with significant input from regional stakeholders.

This report documents the need for, the methodology and the findings of a review of the CAPs in effect in the Western Coastal Region of Victoria in 2010 by the Board.

1.1 Purpose of the CAP Review Process

The overarching purpose of the CAP Review process is to determine whether CAPs are working towards their objectives and delivering the outcomes of the Act and VCS 2008.

Section 28 of the Act sets out the requirements for the Review of CAPs. In essence, the Act requires:

- That a CAP must be reviewed by a Regional Coastal Board (RCB) at any time on the direction of the Minister or Victorian Coastal Council (VCC), at any time with approval of the VCC, or at the end of 5 years following endorsement.
- Consultation with any affected Minister or public authority, municipal council, land owner, other persons or local organisations.
- The taking of any appropriate steps to involve the community in the review.

The way in which these requirements have been met are outlined in section 2.

Importantly, this review provides additional consideration of ICZM on Victoria's west coast and the learnings that have arisen from the CAP review process. Whilst the main purpose of this review is to consider the performance of current CAPs, the Board has seen this review as an opportunity to outline a range of challenges and opportunities for regional ICZM into the future.

The VCC revised the Guidelines for Preparing, Implementing and Reviewing CAPs in 2005 (the CAP Guidelines) to provide assistance to RCBs and stakeholders and build on the guidance provided by the Act. The Guidelines provide for an interim review of a CAP which can further inform implementation and assist stakeholders to determine whether CAPs are working towards their stated objectives. The Guidelines state that VCC approval and the Minister's endorsement are required for the outcome of the statutory CAP review and outline possible outcomes of a review as:

- Repeal the CAP in its entirety due to it being completed.
- Review and re-release the CAP with updated contents and strategic directions (see below).
- Amalgamate the CAP with other CAPs or other regional strategic planning documents.

1.2 The Western Coastal Region

The Western Coastal Region includes the Victorian coastline from the South Australian border to Breamlea and includes the municipalities of Glenelg, Moyne, Warrnambool, Corangamite, Colac-Otway and Surf Coast. Figure 1 shows the spatial extent of the region.

The Victorian coastline is defined in the VCS 2008 as all coastal waters (i.e. the sea and seabed to the state limit three nautical miles offshore), all private and coastal Crown land directly influenced by the sea or indirectly influencing the coastline.

To ensure consistent coverage of the open ocean coast for all of western Victoria, the CW CAPs include the coastline to Point Lonsdale, including the open coast of the City of Greater Geelong and the Borough of Queenscliffe, both of which are located in the Central Coastal Region.

1.3 CAPs under the Coastal Management Act 1995

The Act provides for the governance, contents, preparation, endorsement and review of CAPs.

Under Section 22 of the Act, a RCB:

- a) may prepare a CAP for its region or any part of its region; and
- b) must prepare a CAP at the direction of either the Minister for the Environment and Climate Change or the VCC.

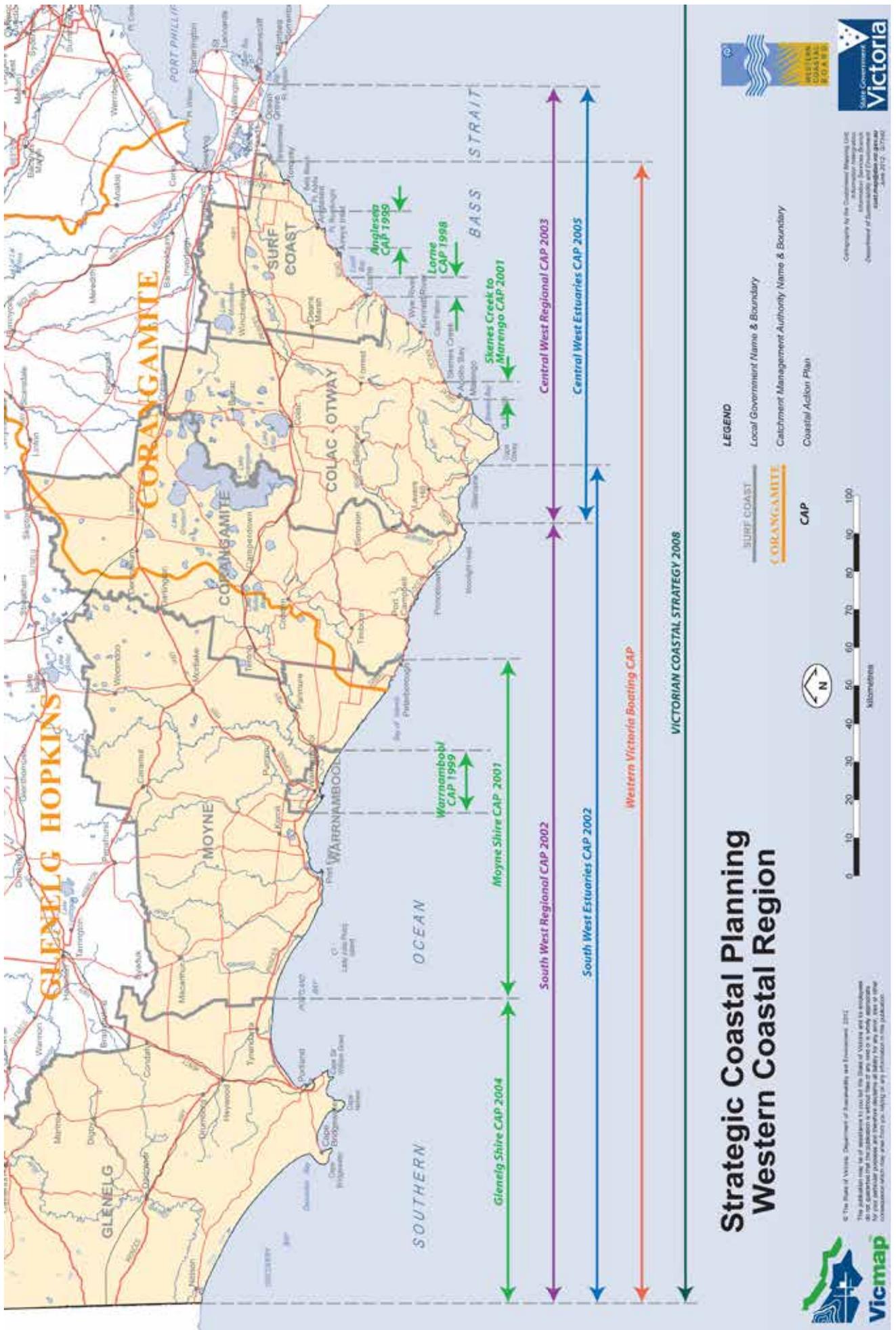


Figure 1: Strategic Coastal Planning in the Western Coastal Region

Section 23 of the Act sets out the contents of a CAP and states that a CAP:

- a) must identify strategic directions and objectives for use and development in the region; and
- b) must provide for the detailed planning of the region or part of the region
 - i) to facilitate recreational use and tourism; and
 - ii) to provide for protection and enhancement of significant features of the region’s coast, including the marine environment.

Sections 24-28 establish the CAP preparation, approval, endorsement and review processes.

The hierarchy of planning mechanisms provided through the Act as shown in Figure 2, intended that CAPs should provide regional strategic planning direction to enable stakeholders to deliver the VCS and provide guidance for the development of Coastal Management Plans (CMPs) for areas of coastal Crown land.



Figure 2: Planning hierarchy

1.4 CAPs in the Region

There are currently eleven (11) CAPs in operation in Western Victoria which were developed between 1997 and 2010. They include six (6) Local CAPs, four (4) Regional CAPs and a Western Victoria Boating CAP (November 2010). This review applies to the following CAPs, as shown in Figure 1.

- Lorne CAP 1998
- Warrnambool CAP 1999
- Anglesea CAP 1999
- Moyne CAP 2001
- Skenes Creek to Marengo CAP 2001
- Glenelg CAP 2004
- South West (SW) Regional CAP 2002
- South West (SW) Estuaries CAP 2002
- Central West (CW) Regional CAP 2003
- Central West (CW) Estuaries CAP 2005

In addition, a Draft Bells Beach to Red Rock CAP was placed on public exhibition in 2002-03 prior to being abandoned in 2004. A range of other planning documents being developed at the time were considered to render this CAP

unnecessary.

The 10 CAPs that are the subject of this review collectively prescribe 519 individual actions, which increase in number to 686 actions when allocated individually to the multiple lead agents listed for many of the actions. Each CAP generally assigns lead agent responsibility and priority to each action. The preparation of the CAPs involved extensive consultation with members of the community, interest groups and all relevant agencies.

While the CAPs in the region apply at a range of scales, they all seek to facilitate the implementation of the VCS. Further detail on each CAP subject to review is provided in Section 4 of this Report.

1.5 CAPs Subject to Review

The history of the current CAPs adds a complexity to the review process. The Review applies as follows:

- This Review includes those seven (7) CAPs which were either subject to an interim review in 2005-2006 or not reviewed in 2005.
- The Lorne, Warrnambool and Anglesea CAPs were fully reviewed in 2005, resulting in recommendations from the Board to the VCC that these CAPs remain in place until outstanding strategic actions could be incorporated into revised Regional CAPs in 2007-08. This recommendation was accepted by the VCC. As such, an update on status is provided in this Review.
- The Review does not include the Western Victoria Boating CAP.

Table 1: CAPs in the Western Coastal Region included in the Review

Coastal Action Plan	Status with respect to this review
Local CAPs	
Lorne CAP 1998	Fully reviewed in 2005. Progress report provided in this Review.
Warrnambool CAP 1999	Fully reviewed in 2005. Progress report provided in this Review.
Anglesea CAP 1999	Fully reviewed in 2005. Progress report provided in this Review.
Moyne CAP 2001	Interim review 2005 and subject to full Review
Skenes Creek to Marengo CAP 2001	Interim review 2005 and subject to full Review
Glenelg CAP 2004	No interim review 2005 and subject to full Review

Regional CAPs

South West Regional CAP 2002	Interim review 2005 and subject to full Review
South West Estuaries CAP 2002	Interim review 2005 and subject to full Review
Central West Regional CAP 2003	Interim review 2005 and subject to full Review
Central West Estuaries CAP 2005	Interim review 2006 and subject to full Review

1.6 Full and Interim CAP Reviews in 2005–2006

In 2005 and 2006 the Board embarked on a process to undertake full and interim reviews of CAPs as shown in Table 1. The review process comprised:

- Full review of those CAPs greater than five (5) years old: the Anglesea, Lorne and Warrnambool CAPs, in 2005.
- Interim reviews of other CAPs in 2005, with the exception of the Glenelg CAP and CW Estuaries CAPs due to their recent gazettal.
- Interim review of the CW Estuaries CAP in 2006.

The process involved a review of the status of actions, and factors limiting their implementation, along with a series of questions and interviews designed to elicit the qualitative aspects of CAP implementation. The Board has retained the core of this methodology for the 2009-10 reviews so that progress and findings can be compared.

1.7 CAP Implementation

Following the reviews in 2005, the Board sought to promote the implementation of CAPs through a program which included:

- The establishment of Implementation Committees (ICs) for the Regional CAPs tasked with the development and monitoring of Implementation Plans.
- Drafting Implementation Plans for the relevant Local CAPs, including the Moyne CAP and Skenes Creek to Marengo CAP.
- Seeking the support of key lead agents to progress the implementation of priority actions which had yet to be implemented.

1.8 Changes to the Operating Environment Over the Life of the CAPs

The current CAPs were progressively developed over several years from 1997 to 2005. Since that time, the operating environment has changed considerably, with key changes as follows:

The Evolution of Coastal and NRM Policy, including:

- The original 1997 VCS has been reviewed and revised in 2002 and 2008.
- A VCS Implementation Plan has been developed.
- State natural resource management policy, such as the release of the Land and Biodiversity White Paper in December 2009.
- Increasing complexity of coastal planning and management through evolving strategic and policy requirements, and compounded by the emergence of climate change as a mainstream issue.

State and Regional Planning

- The Victorian planning system has evolved, including significant changes to local planning schemes of the region's municipalities.
- Significant new policy has been developed and investigated through initiatives such as Coastal Spaces 2006, the Great Ocean Road Region Strategy (GORRS) 2004, the Regional Strategic Planning Initiative and Amendment VC66, Victoria's Nature-Based Tourism Policy 2008-2012, Victorian Best Practice Guidelines for Assessing and Managing Coastal Acid Sulphate Soils, and the formation of the Coastal Climate Change Advisory Committee.

Funding and Capacity

- The capacity of some amalgamated land managers, such as the Otway Coast and Great Ocean Road Coast Committees of Management (CoMs) has significantly increased.
- In contrast, the capacity of some other coastal land managers, such as some local governments, appears to have diminished.
- Initial funding associated with the implementation of CAPs was significant, as demonstrated by the \$17m of State funding received for the Waterfront Geelong CAP and \$1.2 million for the Lorne CAP.
- Significant shifts in emphasis for Commonwealth and State funding for strategic planning, including the abolition of the Commonwealth Coastal and Marine Planning Program which underpinned the development of several CAPs and the associated products that supported them.
- An evolving natural resource funding paradigm that is moving towards projects which deliver on State and Commonwealth priority issues.

2. CAP Review Scope and Methodology

The 2009–10 Review process has sought to build on the methodology employed for the 2005–06 Review process. It utilises three key components:

- A review of the status of implementation of CAP actions to ascertain the effectiveness of the CAPs, and referred to as the quantitative component of the review.
- A review of the impact of the CAPs, including their usefulness and the experiences of the agencies and organisations involved in implementation, and referred to as the qualitative component of the review.
- Stakeholder consultation as required by the Act.
- Dedicated meetings with stakeholders to discuss the recommendations in the Preliminary Draft CAP Review Report.

The CAP Guidelines outline a statutory review process for CAP Review as shown in Appendix A. It focuses on the status of actions, the continuing validity of strategic directions and outstanding actions, and whether the outstanding actions can be addressed by another mechanism. The process employed in this review is consistent with the Guidelines.

In addition, the methodology was applied to the Warrnambool, Anglesea and Lorne CAPs to ensure that an accurate update on CAP effectiveness and impact could be developed.

2.1 CAP Effectiveness – Review of Status of CAP Actions (Quantitative)

Through consultation with lead agents, the quantitative element of the Review sought to establish:

- Status of actions and the degree to which they have been implemented.
- Limiting factors to implementation of actions.
- Progress to date.
- Future intentions.

The status of actions and limiting factors are detailed in Sections 3.2 and 3.3.

Each lead agency was approached to provide this information and the collated feedback is shown in Appendix D, which is available from the Board's website. In those instances where fields were left blank, a response has been deduced based on the written information provided

through progress to date and future intentions.

2.2 Review of CAP Impact (Qualitative)

The second element of the assessment involved a questionnaire to elicit responses from stakeholders regarding CAP usefulness and the experiences of the agencies and organisations involved in implementation.

The questionnaire directed respondents to issues relating to CAP planning, implementation, scope, improvements and the future of strategic coastal planning. The questionnaire contained thirty-one questions, and respondents were encouraged to provide a response specific to each CAP. Responses were sought from all CAP lead agents, and actively sought from those responsible for four or more actions across all CAPs.

The results of the questionnaire are shown in graphic form in Section 3 of this report, and referred to throughout Section 4: CAP Review Findings and Recommendations.

2.3 CAP Consultation

As noted earlier, the Act and the CAP Guidelines outline requirements for consultation in the review of CAPs.

The statutory consultation process sought to generate feedback from organisations with lead and partner responsibilities for implementation of CAP actions, as well as regional stakeholder organisations with an interest in the coast, and community members. The statutory consultation process for this review has comprised:

- Distribution of relevant spreadsheets of actions and the questionnaire to all lead agents for updating and response.
- A series of open stakeholder meetings in each municipality in the region to assist organisations understand the Review process and prepare submissions.
- Dedicated interviews with key stakeholders and agencies to support submissions.
- Public advertising in all regional newspapers along the coast between 26 January and 26 February 2009. This was done to advise members of the public about the review consultation period and how they could access relevant documentation.

- Extensive promotion of the Review process through email and community networks.

In addition to the statutory requirements undertaken in 2009, the Board convened a total of 19 meetings with local governments, Catchment Management Authorities (CMAs) and other stakeholders to discuss the implications of the preliminary recommendations outlined in the Preliminary Draft Report during May 2010. These discussions have influenced changes in this report and the development of Section 4.

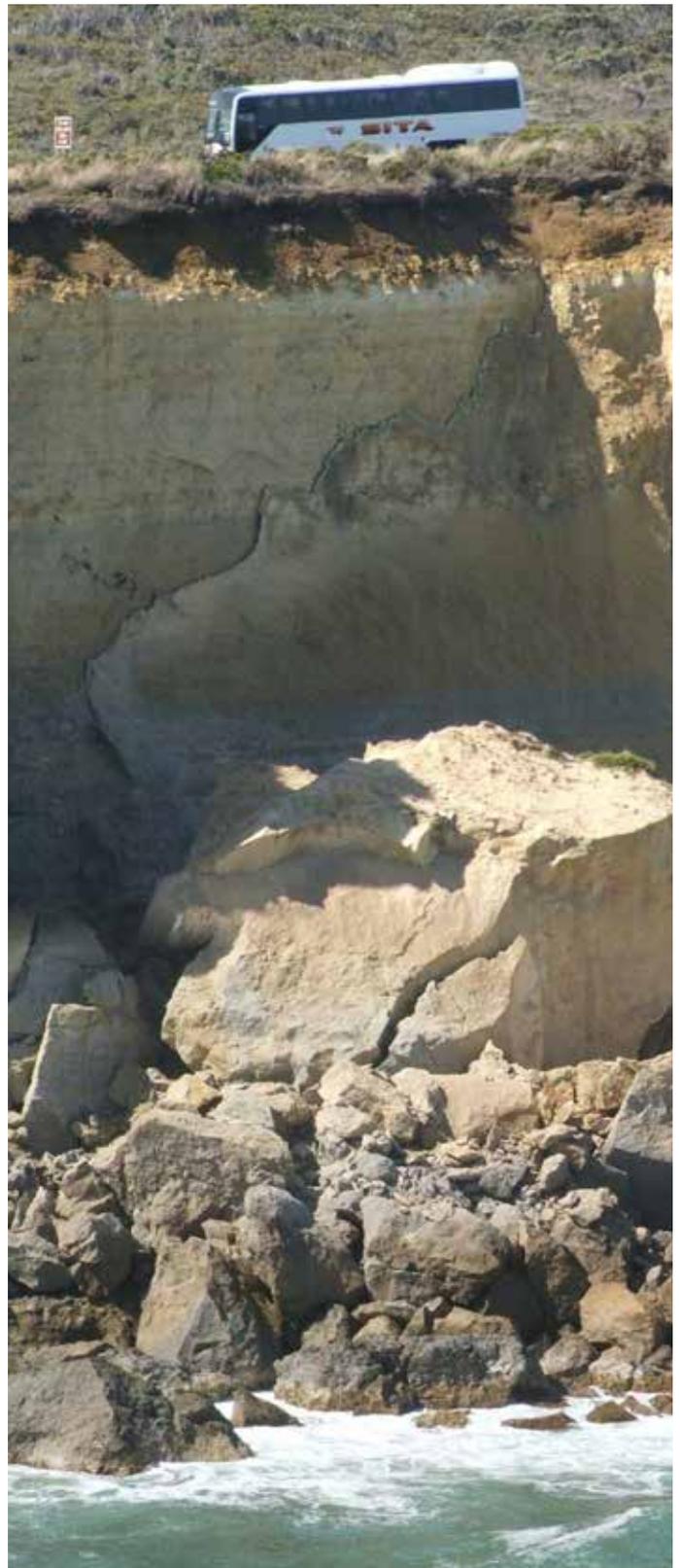
2.4 Limitations of the Review

The limitations of the Review include, but may not be limited to, the following:

- The timescale over which the Review has been conducted (see below).
- The ability to compare current results against the 2005-06 Review process due to evolution of the evaluation method and the engagement of different staff from lead agencies and the WCB in the process.
- The subjective nature of some responses from lead agents.
- The re-assigning of priority for several CAP actions through the implementation process.
- The lack of a recognised process to assess triple bottom line outcomes for the coast given the explicit aim of the VCS to facilitate ecologically sustainable development on the coast.

Timespace of Review

A significant limitation of the qualitative review arises through the time that has elapsed since CAP development and the Review process. While the CAPs were developed several years ago, the feedback incorporated in the Review has been received from staff in organisations in early 2009 to mid-2010. Most respondents were not in their current roles when the CAPs were developed, thus illustrating the challenges of business continuity and corporate knowledge through the phases of CAP development, implementation and review. This limitation is an important issue when considering the qualitative section of the report and has implications for future coastal planning.



Coastal management is complex and challenging, and requires integration and coordination.

3. CAP Review Responses and Results

The Review generated a significant amount of information through both the quantitative and qualitative processes outlined in Section 2 – CAP Review Scope and Methodology.

This section outlines:

- The scale of responses received.
- Broad results regarding the status of CAP actions.
- Broad results regarding the limiting factors for implementation of CAP actions.
- General findings regarding the qualitative aspects of the review.
- Summary feedback regarding draft Review recommendations.
- Appendix D presents the collated feedback from lead agents and others on the effectiveness of the CAP and the status of actions as outlined in *Section 2.1*, including:
 - Status of actions and the degree to which they are implemented;
 - Limiting factors to describe the primary reason why the particular action is not complete;
 - Progress to date; and
 - Future intentions.

3.1 Responses

In January-February 2009, the Board sought feedback on the status of actions in CAPs and responses to the questionnaire, as outlined in *Section 2.3 Consultation*. The majority of organisations with lead agent responsibilities for actions provided updates on the status of actions and many provided responses to the questionnaire.

All lead agents responsible for greater than four actions in the CAPs have provided updates on the status of the actions in CAPs. In total, seventy-nine (79) coastal land managers, representatives, planners, ecologists and engineers provided or contributed to quantitative updates and qualitative responses. Table 2 shows the breakdown of these responses for each CAP considered in this Review. In many cases, organisations are lead agent for actions in multiple CAPs.

Table 2: Number of Responses to the CAP Review

Coastal Action Plan	Individuals Responding	Organisations Responding
Central West – Regional and Estuaries	16	5
South West – Regional and Estuaries	18	6
Glenelg	13	6
Moyne	6	4
Skenes Creek to Marengo	12	4
Anglesea	4	4
Lorne	3	3
Warrnambool	7	6
Total	79	38

While responses were sought from organisations, a number of responses were provided by individual officers within those organisations and efforts have been made to confirm that those officers' responses are representative of the organisations' views. As mentioned in Section 2.4, it is important to note that there has been a significant staff turnover in many of the lead agencies involved in the development and implementation of the CAPs, and many individuals with ownership of the CAPs are no longer involved in coastal management or have left the Western Coastal Region.



The Japanese Kelp (*Undaria*) infestation at Apollo Bay requires ongoing effort to eradicate it (Photo by Mark Rodrigue)

3.2 Status of CAP Actions (Quantitative Assessment)

This section of the report seeks to consider the success of implementation in the context of the proportion of actions reported to be complete, underway or on-going, to those actions planned, not commenced or which did not attract a response.

The Review recognises that the satisfactory completion of an action does not necessarily result in improved coastal condition or management practices.

The status of CAP actions is described by the following codes:

C – action complete

OG – action is ongoing

UW – action is underway/ in progress

P – action is planned for commencement

NC – action has not commenced

NR – No response

The 10 CAPs in the Western Coastal Region subject to review collectively prescribe 519 individual actions; which increase in number to 686 when allocated individually to multiple lead agents listed for many of the actions. Table 4 provides a summarised breakdown of action status for each CAP.

None of the CAPs have all actions completed, although the two Estuaries CAPs were implemented to a very high degree. A significant number of actions are ongoing and therefore are unlikely to be fully completed.

Figure 3 illustrates the total actions and the status of actions as a proportion of the total number of actions.

Table 3: Status of Actions in all CAPs

CAP	Number	C	OG	UW	P	NC	NR
Anglesea	96	39	30	11	1	15	0
Lorne	48	27	11	7	0	3	0
Warrnambool	80	31	21	16	4	8	0
Moyne	67	5	27	17	0	18	0
Skenes Creek to Marengo	79	11	12	37	1	15	3
Glenelg	58	8	26	12	0	12	0
South West Regional	25	9	11	3	1	1	0
Central West Regional	45	7	12	16	4	6	0
South West Estuaries	11	9	0	1	0	1	0
Central West Estuaries	10	9	1	0	0	0	0
Total Actions	519	155	151	120	11	79	3
% of Total Actions		30%	29%	23%	2%	15%	1%

Key Results:

- A total of 426 actions (82%) are complete, ongoing and underway.
- 79 actions (15%) are not commenced
- 11 actions (2%) are planned, and
- There was no recorded response to 3 actions, (less than 1%).

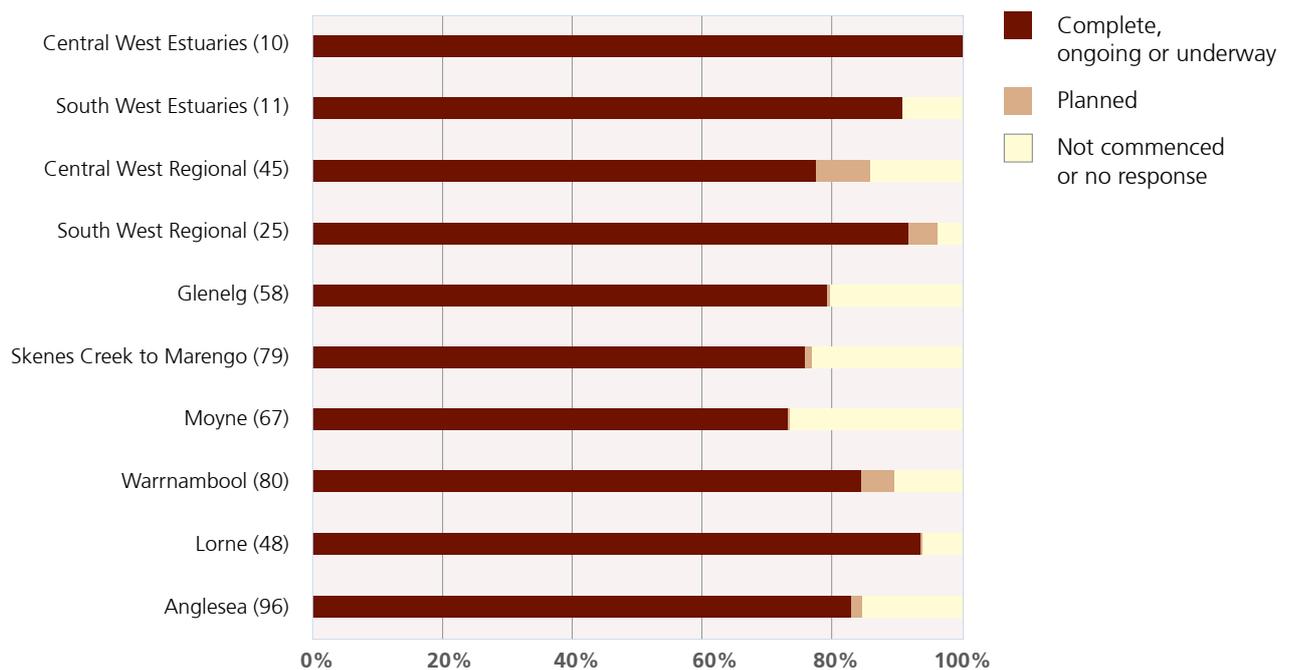


Figure 3: Status of CAP actions

3.3 Limiting Factors for Implementation of Actions

Respondents reported a variety of reasons for delays in the implementation of CAP actions. These have been described as 'primary limiting factors' for lead agencies on CAP implementation. In many cases, combinations of limiting factors are likely to increase the complexity around implementation, particularly where multiple lead agents are responsible.

Primary limiting factors and their respective codes (code indicated by capital letter references) considered for this and previous Reviews include:

DD – Dependent on other Documents (including strategies, plans, etc) being developed or implemented
RP – Priority of this action is under review by lead agent (Reviewing Priority)
LF – Limited by available funding and resources (Lack of Funding)
SD – Discussions with relevant stakeholders are underway (Stakeholder Discussions)
RR – Responsibility for leading this action is under Review
LS – Lack of Skills and capacity
U – Unclear and none explicitly identified
NA – None Apparent or identified as action is complete, ongoing or underway

Table 4 and Figure 4 illustrate the primary limiting factors for CAP actions as identified by lead agents. From the information received, it appears that a dependence on other documents is the main key limiting factor, and possibly relates to the initiatives in the CAP being overtaken by other processes. However, the statistics do show large variances in limiting factors across the CAPs.

The most significant limiting factors across CAPs include:

- DD - dependence on other documents
- SD - stakeholder discussions
- LF - lack of funds and
- RP - reviewing priority

Key points to note include:

- In their responses, lead agents did not identify limiting factors for complete actions, hence the domination of the NA column which accounts for 45% of responses.
- For those actions considered 'planned' or 'not commenced' (17% of actions), the primary limiting factor was the dependence on other documents being developed or implemented.

Table 4: Primary limiting factors for all CAP actions

CAP	Number	DD	RP	LF	SD	RR	LS	U	NA
Anglesea	96	15	12	5	4	2	0	1	57
Central West Estuaries	10	0	0	1	0	0	0	0	9
Central West Regional	45	20	2	4	7	2	0	2	8
Glenelg	58	17	4	5	19	4	0	0	9
Lorne	48	9	3	5	4	0	0	0	27
Moyne	67	16	8	9	21	3	0	5	5
Skenes Creek to Marengo	79	8	4	21	0	2	0	4	40
South West Estuaries	11	0	1	1	0	0	0	0	9
South West Regional	25	3	0	0	1	2	0	1	18
Warrnambool	80	3	12	4	8	0	4	0	49
Total Actions	519	91	46	55	64	15	4	13	231
% of Total Actions		18%	9%	11%	12%	3%	1%	3%	45%

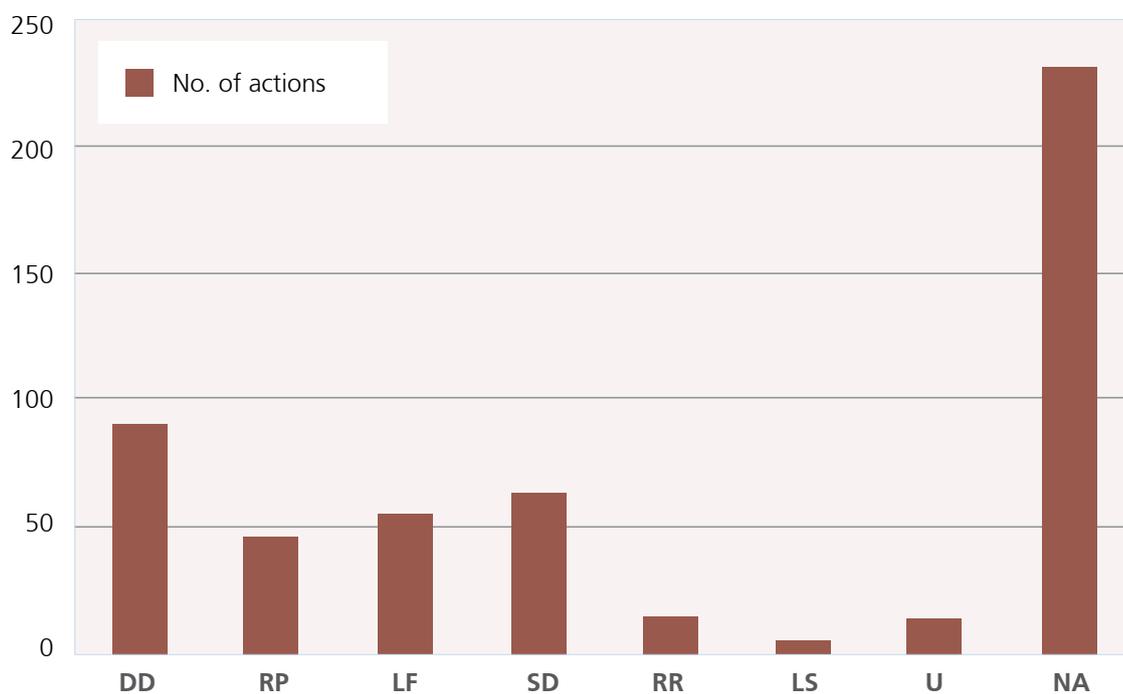


Figure 4: Primary limiting factors for all CAP actions

3.4 Qualitative Feedback (Responses to Questionnaires)

The experiences and expectations of staff from agencies and organisations involved in CAP development and implementation was sought to gauge perceptions of the effectiveness and usefulness of the CAPs. This was undertaken through a questionnaire and interviews, and the Board is most appreciative of the efforts of those organisations and individuals who contributed.

The information generated through responses to the qualitative questionnaire has been integrated into the Findings and Recommendations of this Report. As mentioned earlier, it is difficult to gain a clear picture of the qualitative aspects of CAP implementation across the lifespan of the CAPs due to turnover of people working on coastal issues. However, the perceptions of all people involved are important for future management of the coast and require consideration.

Importantly, the questionnaire included a rating of expectations for, and perceptions of, actual support for several aspects of CAP delivery (Q1 and Q2 Appendix A – CAP Review process as outlined in CAP Guidelines). This Review considers that to ensure CAP objectives can be met, an understanding of the support and capacity of the following key stakeholders and their programs is required:

- Victorian Coastal Council.
- Western Coastal Board.
- Local Government.
- Local community groups.
- State and regional agencies.
- Investors and their investment programs capable of supporting CAP implementation and development.

In addition, questionnaire responses indicated that land managers, local government, community groups and other agencies involved in coastal planning and management had strong expectations for support for the implementation of CAPs and CAP actions during the development of CAPs that have generally not been met. Key issues include:

- Respondents indicated that the availability of human resources and funding did not meet these expectations as projects progressed.
- The commentary in responses suggests that the expected availability of public funds and direct assistance from Government through the VCC and Board was not available throughout the duration of CAP delivery.

- Corporate knowledge and understanding of early CAP expectations is understood to influence responses regarding current expectations. The expectations of current respondents are considered to differ in many cases to the expectations of those respondents who participated in the development of CAPs. Nevertheless, the current expectations are important and need to be addressed in future coastal planning and management.

3.5 Discussions with Stakeholders on Preliminary Recommendations

The information generated through the stakeholder discussions in May 2010 has been highly valuable and is incorporated in Section 4. The information collected through the May discussions is collated and summarised in Appendix C.

The discussions provided an opportunity to explore the range of issues affecting the coast and for complexities to be recognised beyond the scope of the initial surveys in 2009. In many cases, limiting factors were explored and explained, and issues affecting the life of the CAP were able to be discussed.

As a result of the discussions, the Board has a high degree of confidence in the nature and ownership of the recommendations in the Report. In addition, the discussions provided valuable opportunities to progress coastal planning issues with those parties who disagreed with preliminary draft recommendations. The Board has strong relationships with all stakeholders and is confident that these differences can be progressed in a constructive way.

4. Specific CAP Review Findings and Recommendations

This section details the specific findings and recommendations relating to each local, regional and estuaries CAP as a result of the review completed in 2010. There are many issues common to each category of CAP and across all CAPs, and these are outlined in Section 5 to minimise duplication within the report.

This section is structured as follows:

4.1 Local CAPs – Findings and Recommendations

- An update on the three (3) Local CAPs which were fully reviewed in 2005:
 - Lorne;
 - Warrnambool; and
 - Anglesea.
- Findings and recommendations for the full Review of three (3) Local CAPs:
 - Moyne;
 - Skenes Creek to Marengo; and
 - Glenelg.
- General recommendations specific to Local CAPs given the consistency of feedback and experience with Local CAPs.

4.2 Regional and Estuaries CAPs – Findings and Recommendations

- Outlines the general findings and recommendations of interim Reviews of Regional and Estuaries CAPs in 2005 and 2006
- Presents specific and general findings and recommendations from the full Review of the Regional CAPs:
 - South West Regional CAP 2002 (SW Regional CAP); and
 - Central West Regional CAP 2003 (CW Regional CAP).
- Outlines a potential model for investigation in the revision of Regional CAPs.
- Presents specific and general findings and recommendations from the full Review of the regional Estuaries CAPs:
 - South West Estuaries CAP 2002 (SW Estuaries CAP); and
 - Central West Estuaries CAP 2005 (CW Estuaries CAP).
- General findings across all CAPs and recommendations are presented in Section 5.

It should be noted that the recommendations in this Review were put forward in 2010, and that progress has already been made in some areas, such as the development of Coastal Management Plans.

4.1 Local CAP Review Findings and Recommendations

The Board and partners embarked on a progressive program of Local CAP development following the creation of the Act and the preparation of the first Victorian Coastal Strategy. The Lorne CAP 1998 was the first Local CAP gazetted for the region, with the Glenelg CAP 2004 the final Local CAP to be developed.

4.1.1 Anglesea CAP 1999

The Anglesea CAP applies to the coast from Red Rock, towards Point Addis and north-east of Anglesea, to Urquhart Bluff, near Aireys Inlet to the south-west of Anglesea. It includes the Anglesea River and town centre, Coogoorah Park, the Great Ocean Road, the foreshore reserve, the Anglesea Lookout Reserve and the Eumeralla Scout Camp. Private property adjoining the coastal and riverine reserve was considered where it impacts upon the management of these areas.

Intent

The CAP sought to set strategic direction for future coastal management and development and to ensure a balanced approach to protection and use of the area's natural assets consistent with the implementation of strategic priorities from the VCS 1997.

Prior Reviews

The Board conducted a final statutory five (5) year review of the Anglesea CAP in 2005 and recommended the withdrawal of the Anglesea CAP to the VCC and to the Minister for the Environment. There were outstanding strategic activities which were recommended to be incorporated in a revised CW Regional CAP and remaining operational actions would be delegated to local management operational plans.

The 1999 document was seen as being very prescriptive in nature and it was recognised that strategic coastal planning needs had evolved whereby the level of prescription in the CAP was considered inappropriate for a CAP. The Board encouraged the Great Ocean Road Coast Committee (GORCC) and Surf Coast Shire Council to produce management plans to address outstanding operational issues and intended to develop an Anglesea Coastal Zone Implementation Plan in partnership with the GORCC and Shire Council.

Status of Actions

No.	C	OG	UW	P	NC	NR
96	39	30	11	1	15	0

Of the total 96 actions, 80 (83%) were complete, ongoing or underway in 2009. 17% were planned or have not been commenced.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
96	15	12	5	4	2	0	1	57

Limiting factors were not identified for 60% of actions. Of the 39 actions where a limiting factor was identified, the primary limiting factors (DD and RP) were related to the currency of the document and relationships with other documents and priorities.

Implementation

The Anglesea Foreshore Committee (AFC) was responsible for implementing the vast majority of the Plan's actions. In mid-2004, five Committees of Management were merged to form GORCC and to manage coastal Crown lands in the Surf Coast Shire not managed by the Shire Council or Parks Victoria. Both the AFC and GORCC have been actively involved in the CAP's implementation.

The intended Coastal Zone Implementation Plan foreshadowed following the 2005 review did not eventuate largely due to the commencement of the GORCC's Environment and Land Management Plan (ELMP) process in 2006. Many environmental and reserve-oriented actions were incorporated into this plan, though a number of other issues remain outstanding.

Success

The key successful outcomes in this CAP include:

- A high degree (83%) of actions either complete, ongoing or underway.
- Inclusion of the Anglesea CAP as a reference document in 21.11 Anglesea Strategy in the Municipal Strategic Statement (MSS) of the Surf Coast Shire Planning Scheme.
- Implementation of a wide range of projects, such as the improvement of facilities on the western side of the Anglesea River to relieve pressure on more sensitive areas of the Anglesea coast. These improvements included the implementation of the Shire's Paths and Linkages Plan and the Anglesea Riverbank Master Plan. This included improvement of tourist amenities, such as, a new toilet block and visitor information centre, car parking and fishing platforms.
- Effective use of the document by DSE in the Act consent process.

- The level of prescription has provided explicit direction for issues and works, and assisted in the resolution of other issues.

The issue of coastal vulnerability, including beach recession, erosion and flooding were highlighted and the need for monitoring identified.

Key Challenges

- As noted earlier, while the level of prescription has assisted land managers, it is not considered appropriate for a strategic planning tool such as a CAP. The large number of operational actions dilutes the strategic value of the Anglesea CAP. It is recommended that these more prescriptive actions should be addressed in CMPs prepared by land managers, as outlined in the Act.
- The CAP contains a number of old actions that require updating.
- The Great Ocean Road Discovery Centre, although identified as a high priority in the original CAP process, was unable to be delivered.
- Several actions in the CAP appear to be relevant for the continuing implementation of the VCS 2008 and do not appear to be included in the GORCC's ELMP. Further work is required to reconcile the ELMP with CAP actions and identify appropriate delivery mechanisms for these actions.
- Coordination of the implementation and continuing ownership of the CAP has proved difficult since the CAP was developed, due to changing priorities and staff within lead organisations.

Conclusions

- A high degree of implementation was achieved for the Anglesea CAP and it has assisted in addressing a range of land management issues at Anglesea.
- The prescription of actions provided by the CAP has assisted land managers and the Act approval process.
- The level of prescription and detailed management actions are not considered appropriate for a CAP and the 2005 recommendation from the Board to withdraw the Anglesea CAP subject to revision of the CW Regional CAP is supported.
- A number of strategic directions and actions appear to remain relevant. Following a process of negotiation with lead agents, these should be included in a dedicated

management plan for the coastal areas of the Surf Coast

Shire and other regional and local planning mechanisms.

Recommendation 1

The Anglesea CAP should be withdrawn subject to the revision of the CW Regional CAP and the inclusion of relevant strategic directions and actions from the Anglesea CAP in a CMP for the Surf Coast Shire.

4.1.2 Lorne CAP 1998

Scope

The Lorne CAP covers the area generally bounded by the Great Ocean Road, the State three mile nautical limit, the St George River mouth to the south-west and Cathedral Rock to the north-east.

Intent

The VCS 1997 identified Lorne as an Activity Node. The major role of the Lorne CAP was to build on existing plans and to develop, through a proper consultative process, a framework for the future direction of the development and management of the Lorne coast. It clearly identifies funding sources and implementation responsibilities for specified actions.

Prior Reviews

The Board conducted a final statutory five (5) year review of the Lorne CAP in 2005, and subsequently recommended to the VCC and to the Minister for the Environment the withdrawal of the Lorne CAP, subject to revision of the CW Regional CAP. Outstanding strategic activities would be incorporated in a revised CW Regional CAP and remaining operational actions would be delegated to local management operational plans.

Similar to the Anglesea CAP, the Lorne CAP was seen as very prescriptive in nature, more akin to a management plan or development plan than a strategic planning document. The Board was aware of the many strategies and plans produced since 1999, which (to varying degrees) negate the need for a new Lorne CAP. Therefore, the Board encouraged the GORCC and Surf Coast Shire in 2005 to produce management plans to address outstanding operational issues for the area between Torquay and Lorne.

The Board recognised that some priority actions remained outstanding in 2005 and intended that they be the focus of a Lorne Coastal Zone Implementation Plan designed to maintain the momentum of the implementation of actions listed in the 1998 document prior to the revision of the CW Regional CAP in 2007/2008. The Board intended to produce this in partnership with GORCC and the Surf Coast Shire Council.

Status of Actions

No.	C	OG	UW	P	NC	NR
48	27	11	7	0	3	0

The Lorne CAP achieved a very high degree of implementation with 94% of the actions complete, ongoing or underway in 2009. Only 6% of actions were not commenced.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
48	9	3	5	4	0	0	0	27

Limiting factors were not identified for 55% of actions. Of the 21 actions where a limiting factor was identified, the primary limiting factors appear related to the currency of the document, relationships with other documents and priorities, and a lack of funding available.

Implementation

An Interim Committee, comprised of members of the Lorne Foreshore CoM, was appointed with the primary task of implementing the CAP. The CAP attracted in the order of \$1.2m investment from the State government for implementation of key actions in 1998. In mid-2004, the GORCC was appointed and assumed coordination of CAP implementation.

The Coastal Zone Implementation Plan did not eventuate largely due to the commencement of the GORCC's Environment and Land Management Plan 2006. Many reserve-oriented actions from the Lorne CAP were incorporated into this plan, however the scope of CAP actions was beyond the scope of the ELMP and as a result several actions remain outstanding and relevant.

Success

- The Lorne CAP has achieved a high degree of implementation of actions.
- Significant funds were provided for implementation of key actions, such as, the relocation of the bowling club and improvements to the central foreshore early in the implementation phase and led to significant interest in the CAP, and added to its overall success.

Key Challenges

- Those actions not commenced are largely the result of changing priorities by the land manager and the CAP being superseded by other planning initiatives.
- Partners report challenges for partnerships and WCB leadership for implementation.



View over Lorne and beautiful Louttit Bay (Photo by Alain Purnell)

Conclusions

- The Lorne CAP has achieved a high degree of implementation and has assisted in addressing a range of issues around and within Lorne.
- The prescription of actions provided by the CAP has assisted land managers and the Act consent process.
- The level of prescription and detailed management actions are not considered appropriate for a CAP and the 2005 recommendation from the Board to withdraw the Lorne CAP subject to revision of the CW Regional CAP is supported.
- A number of strategic directions and actions appear to remain relevant. Following a process of negotiation with lead agents, these should be included in a dedicated management plan for the coastal areas of the Surf Coast Shire and other regional and local planning mechanisms.

Recommendation 2

The Lorne CAP should be withdrawn subject to the revision of the CW Regional CAP and the inclusion of relevant strategic directions and actions from the Lorne CAP in a CMP for the Surf Coast Shire.

4.1.3 Warrnambool CAP 1999

Scope

The Warrnambool CAP covers the area bounded generally by the lower Merri River corridor, Hopkins Point Road to the Bay of Islands Coastal Park and the State three nautical mile limit to Levy Point.

Intent

The VCS 1997 identified Warrnambool as an Activity Node. The CAP sought to provide strategic guidance for the use and management of coastal land within the municipal area. The major role of the Warrnambool CAP was to build on existing plans and to develop, through a proper consultative process, a framework for the future direction of the development and management of the Warrnambool coast.

Prior Reviews

The Board conducted a final statutory five year review of the Warrnambool CAP in 2005 and recommended the withdrawal of the Warrnambool CAP to the VCC and to the Minister for the Environment. Outstanding strategic directions and actions were to be incorporated in a revised CW Regional CAP and remaining operational actions would be delegated to local management operational plans.

Similar to the Lorne 1998 and Anglesea 1999 CAPs, the Warrnambool CAP was seen as being very prescriptive in nature and it was recognised that strategic planning needs had evolved to no longer require that level of prescription. The Board encouraged the Warrnambool City Council to produce a management plan to address outstanding operational issues and intended to develop a Warrnambool Coastal Zone Implementation Plan with the City.

Status of Actions

No.	C	OG	UW	P	NC	NR
80	31	21	16	4	8	0

By 2009, the Warrnambool CAP had achieved a high degree of implementation with 85% of the actions complete, ongoing or underway. Only 10% of actions were not commenced.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
80	3	12	4	8	0	4	0	49

The high degree of success resulted in limiting factors being identified for only 31 (39%) actions. Of these actions, the main limiting factor was the reviewing of priority, generally as a result of the age of CAP actions.

Implementation

- Warrnambool City Council (WCC) was allocated primary responsibility for implementation of the CAP and its actions, and supported by DSE (then NRE).
- The CAP has been implemented across the Planning Department and the Infrastructure Department within the WCC.
- The Coastal Zone Implementation Plan foreshadowed following the 2005 review did not eventuate, largely due to a lack of capacity within the WCC, DSE and WCB.

Success

The CAP was included as a Reference document in several sections of the Local Planning Policy Framework of the Warrnambool Planning Scheme. These included:

- 22.01 *Housing*: 22.01-3 South Warrnambool Village Precinct, 22.01-4 Warrnambool Foreshore Precinct;
- 22.01-5 Lake Pertobe Precinct, 22.01-6 Breakwater Harbour Precinct, 22.01-7 Escarpment Park Precinct; and
- 22.02 *Environment*: 22.02-9 Wild Coast Precinct.
- While strategic planning needs have changed, the prescriptive nature of this early CAP provided agreed initial plans and priorities for on-ground works and actions, many of which have been implemented.
- The Merri River Strategy was completed and adopted by WCC in early 2004. The Strategy focuses on WCC - managed land from Woodford to the river mouth.
- The Warrnambool Environmental Sustainability Strategy 2008-13 progresses many issues from the Warrnambool CAP and identifies key actions to implement the current CAP and work with partner agencies to redevelop a new CAP.

- WCC and DSE investigated ways of expanding environmental education programs at Warrnambool, and WCC works with Coastcare to educate the public during the festivals held in Warrnambool, and through educational brochures and workshops.
- A flood study covering all of Warrnambool has been carried out by WCC in partnership with GHCMA.
- The Mahogany Shipwreck Trail has been substantially progressed.
- The protection of Logans Beach as a dedicated whale watching area has been completed. Actions undertaken included improvements to the car parking area and viewing areas, revegetation works and provision of interpretive signage.
- The Warrnambool rifle range site has been relocated to Lake Gilliar. Rehabilitation is occurring naturally and progress is being monitored.
- Pest animal and environmental weed strategies were prepared in 2004.

Key Challenges

- The designation and promotion of the Hopkins Point Corridor as a scenic landscape entry into Warrnambool via Allansford, or as an extension of the Great Ocean Road, was considered to be in conflict with proposed residential development identified in the Draft Structure Plan Report - Coastal/Hopkins River Environment.
- Ongoing beach cleaning issues and community perceptions of seaweed present challenges to Council.



The Warrnambool CAP provided direction for the development and use of the foreshore and its relationship to the urban area

(Photo by John Sherwood)

- The continued growth of Warrnambool requires a coordinated approach to balancing the impacts of population growth with coastal values across the triple bottom line. WCC has endeavoured to respond to these issues and, as a result, the CAP has lost relevance as some elements have been superseded, and emerging issues were not addressed within the CAP.

Conclusions

- The Warrnambool CAP has achieved a high degree of implementation and has assisted in addressing a range of coastal issues in the Warrnambool municipality.
- The prescription of actions provided by the CAP has assisted land managers and the Act consent process.
- However, the level of prescription of some actions is not considered appropriate for a CAP and the 2005 recommendation from the Board to withdraw the Warrnambool CAP subject to revision of the SW Regional CAP is supported.
- A number of strategic directions and actions appear to remain relevant. Following a process of negotiation with lead agents, these should be included in a dedicated management plan for the coastal areas of the Warrnambool municipality and other regional and local planning mechanisms.

Recommendation 3

The Warrnambool CAP should be withdrawn subject to the revision of the SW Regional CAP and the inclusion of relevant strategic directions and actions from the Warrnambool CAP in a CMP for the Warrnambool municipality.

4.1.4 Moyne CAP 2001

Extent

The Moyne CAP covers the entire length of coastline in the Moyne municipality (approximately 90km) bounded by the Great Ocean Road and Princes Highway to the north, the State three nautical mile limit to the south, the Curdies River inlet at Peterborough in the east, and Boundary Road at Tyrendarra East in the west.

Intent

The major purpose of the CAP is to minimise environmental impacts on the coastline, while identifying opportunities and constraints in relation to recreation, tourism and development.

Prior Reviews

The five year lifespan of the Moyne CAP concluded in 2006 and the Board conducted an interim review of the Moyne CAP in 2005. Key points from that review include:

- Moyne Shire Council found the CAP to be useful as a support for funding bids, but not in providing strategic direction for on-ground coastal management.
- Over half the actions had been completed, or are in the process of being undertaken.
- Continuing with the CAP process is worthwhile but the usefulness of the CAP could be improved through the preparation of an Implementation Plan to attract additional funding until the next five-year Moyne CAP is developed.

Status of Actions

No.	C	OG	UW	P	NC	NR
67	5	27	17	0	18	0

By 2009, the Moyne CAP had achieved a high degree of success with 49 actions (73%) complete, ongoing or underway, and 18 (27%) had not been commenced.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
67	16	8	9	21	3	0	5	5

Limiting factors were identified for 62 actions (95%). The primary limitations included continuing stakeholder discussions (31%) and a dependence on other documents (24%). Changing priorities and lack of funds limited the implementation of 28% of actions.

Implementation

- Following the 2005 interim review, an Implementation Plan was drafted by WCB in partnership with Moyne Shire Council. While discussions continued between the WCB and Council, the Plan was not finalised due to capacity issues.
- There is no dedicated team allocated or responsible within Council for implementing the CAP. Individual staff members incorporate CAP implementation actions into a wide range of other management responsibilities and ongoing programs wherever appropriate.

Success

- The CAP has been used as an important document for strategic coastal planning and development proposals. The CAP has helped strengthen local policy and planning, and has driven significant changes to the planning scheme. These include:
 - In 2009, the C21 Amendment introduced significant elements of Local and Regional CAPs to several parts of the scheme, the MSS and Schedule 1 of the Environmental Significance Overlay; and
 - The Moyne CAP is a reference document in the MSS of the Moyne Shire planning scheme.
- A Management Plan for Yambuk Lake and the surrounding floodplain and reserve has been prepared and is being implemented, including upgrades for visitor facilities and amenities, and provision of environmental and cultural interpretation.
- Habitat management planning has been undertaken for the Moyne River upstream to the Belfast Lough, e.g. to protect Orange-Bellied Parrot (OBP) habitat.
- The CAP has been used for Council-based coastal project development and project funding applications.



Inappropriate development of primary dunes to the east of Port Fairy was prevented in 2010 (Photo by James Pevitt)

Key Challenges

- The Moyne Shire is coastal manager in the municipality and has a very small operating budget and limited capacity for coastal management.
- Community ownership has changed considerably over the life of the CAP, largely due to the lack of engagement following initial development of the CAP.
- Regional and local strategic planning tools have evolved considerably since the creation of the CAP and, while the strategic directions have provided assistance for strategic planning issues, the relevance of many specific and/or on-ground actions is limited.
- The CAP does not have clear linkages to climate change or population growth pressures.

Conclusions

- The Moyne CAP has achieved a high degree of implementation and has assisted in addressing many issues in the Moyne municipality.
- The prescription of actions provided by the CAP has assisted land managers and the Act consent process.
- While many of the strategic issues and actions in the Moyne CAP remain valid, the level of prescription of some actions is not considered appropriate for a CAP.
- A number of strategic directions and actions appear to remain relevant. Following a process of negotiation with lead agents, these should be included in a dedicated management plan for the coastal areas of the Moyne Shire, a revised SW Regional CAP and other regional and local planning mechanisms.

Recommendation 4

The Moyne CAP should be withdrawn subject to the revision of the SW Regional CAP and the inclusion of relevant strategic directions and actions from the Moyne CAP in a CMP for the Moyne Shire.

4.1.5 Skenes Creek to Marengo CAP 2001

Extent

The Skenes Creek to Marengo CAP covers the area from the foothills behind the coast to 3 nautical miles offshore. The coastline involved stretches from just southwest of Marengo to just northeast of Skenes Creek.

Intent

The CAP was intended to provide a strategic planning framework for the future protection and development of the coast and near-shore waters. The CAP was prepared as part of a broader strategic planning program, which included the Apollo Bay and Marengo Structure Plan, and the Apollo Bay Harbourside Development Plan, to facilitate coordination between these planning processes.

The CAP provided context and recommendations across both issues and spatial areas, and included maps showing works to be undertaken in the foreshore area.

Prior Reviews

The Skenes Creek to Marengo CAP was subject to an interim review in 2005. That review noted issues arising from:

- The number of actions, their repetition and that a number were obsolete.
- Level of prescription of many actions being inconsistent with the recommended elements of a CAP.
- Confusion regarding priority and timelines for implementation.

Status of actions

No.	C	OG	UW	P	NC	NR
79	11	12	37	1	15	3

By 2009, the Skenes Creek to Marengo CAP had achieved a high degree of success with 60 actions (76%) complete, ongoing or underway and 15 (19%) not commenced. One action was planned for commencement and no response was received from lead agents for the remaining three actions.

Limiting factors

No.	DD	RP	LF	SD	RR	LS	U	NA
79	8	4	21	0	2	0	4	40

Limiting factors were identified for a total of 39 actions. The primary limiting factor was a lack of funds (54%), followed by dependence on other documents (21%). Other limiting factors included reviews of priority and lead agent responsibility.

Implementation

- Following the interim review in 2005, the Board anticipated establishing an Implementation Plan for outstanding and relevant actions and wrote to the Apollo Bay Kennett River Public Reserves Committee of Management (now Otway Coast CoM) and Colac Otway Shire.
- An initial meeting of an Implementation Committee comprising CAP lead agents was convened by the Board in 2007 but could not be progressed due to capacity constraints within the Board. While further progress on a formal implementation process has not been made since that time, CAP actions continue to be pursued by lead agents and relevant land managers.



Apollo Bay is one of Victoria's most popular coastal holiday destinations (Photo by Colac Otway Shire Council)

Success

- The high implementation of actions has arisen largely due to the prescriptive nature of actions and alignment with the core business of the CoM as the land manager.
- The CAP assisted in support for the protection of the Little Henty Reef area as a Marine Sanctuary.
- A shared pedestrian/bike trail along the coast, consistent with the DSE (1991) "Bay Walk" concept and the Otway Bicycle Strategy was partially completed between Apollo Bay and Wild Dog Creek.
- Protection of the landscape values of the coastline and foothills through the introduction of planning controls, as follows:
 - A Settlement boundary for Apollo Bay, as nominated in the township Structure Plan, was included in the Colac Otway MSS via Amendment C55 in June 2009; and
 - A Significant Landscape Overlay covering the foothills of Apollo Bay, in accordance with the Great Ocean Road Region Landscape Assessment Study findings.
- A Significant Landscape Overlay covering Apollo Bay, which permits only low visual-impact structures, consistent with the recommendations of the Apollo Bay Structure Plan.
- This CAP recognised issues arising from climate change and sought to address them in a local context.
- Respondents indicate strong support for this CAP, although it has been used primarily as a management plan.
- The Otway Coast CoM was formed in 2009 through the amalgamation of several smaller CoMs and has instigated a process to develop a CMP. It is expected that this plan will address relevant outstanding actions from the CAP.

Key Challenges

- The issues that the CAP sought to address remain largely relevant yet the CAP actions and strategic context is quite dated.
- The prescriptive nature of this CAP provided substantial support for on-ground actions on the coast, yet was more constrained in its application to broader strategic planning issues.
- The action to identify the extent and consequences of the coastal hazard zone and to develop planning strategies and controls was not able to be completed. However, the Future Coasts project will accurately identify the coastal hazard zone. Council has indicated that once the Future Coasts Project is complete, planning mechanisms and relevant VCS recommendations will be considered.

- The development of clear environmental management and design guidelines for car parks on the coast (including access for a range of users, including the disabled) was largely addressed through Draft Access Guidelines for the West Coast of Victoria. However, these Guidelines remain in Draft form following submission of Draft Guidelines by the WCB to the VCC for approval in 2007.

Conclusions

- The Skenes Creek to Marengo CAP has achieved a high degree of implementation and has assisted in addressing many issues in the CAP area.
- The prescription of actions provided by the CAP has assisted land managers and the consent process.
- While many of the strategic issues and actions in the Skenes Creek to Marengo CAP remain valid, the level of local prescription is not considered appropriate for a CAP.
- The Skenes Creek to Marengo CAP should be withdrawn subject to revision of the CW Regional CAP.
- Outstanding and relevant strategic directions and actions from the CAP should be included in a revised CW Regional CAP, Otway Coast Management Plan and other regional and local planning mechanisms.

Recommendation 5

The Skenes Creek to Marengo CAP should be withdrawn subject to the revision of the CW Regional CAP and the inclusion of relevant strategic directions and actions from the Skenes Creek to Marengo CAP in a CMP for the Colac Otway Shire.

4.1.6 Glenelg CAP 2004

Scope

The CAP covers the length of the coastline of the Glenelg Shire, from the boundary with the Moyne Shire in the east, to the South Australian border to the west. It extends inland to the Portland – Nelson Road to the west of Portland, and to the Princes Highway eastwards of Portland.

While the CAP focuses on the coastal zone, primarily beaches, foreshore parks and reserves, estuaries and the near shore marine environment, it considers areas and issues which have an impact on the coastal, marine and estuarine environments of the Shire. These issues include catchment activities which can have an impact on estuarine and marine environments through urban stormwater and agricultural land runoff.

Intent

The CAP was intended to be an important strategic coastal planning tool to guide the future use, development and management of the coastal and marine areas of the Shire.

The Glenelg CAP is the most recently developed Local CAP and sought to provide stronger strategic direction, while still including local level detail. The structure included:

- Sections to introduce the CAP, the strategic planning context and the scope of the document.
- The consultation process leading to the final document.
- Issues and recommended actions for ten key issues spanning most aspects of ICZM.
- Implementation, including responsibilities and predicted allocation of resources.
- An Evaluation framework, including key questions.

Prior Reviews

The Glenelg CAP was not reviewed in 2005 and is now the subject of full review. The five year lifespan of the Glenelg CAP was reached in 2009.

Status of Actions

No.	C	OG	UW	P	NC	NR
58	8	26	12	0	12	0

By 2009, the Glenelg CAP had achieved a high degree of implementation with 79% of the actions complete, ongoing or underway. Only 21% of actions were not commenced.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
58	17	4	5	19	4	0	0	9

Limiting factors were reported for 49 actions (85%). The main limiting factors include dependence on other

documents (DD) and stakeholder discussions (SD) and account for almost 75% of limiting factors. Feedback suggests that this was due to issues of local and regional ownership.

Implementation

- The WCB is responsible for facilitating the implementation of the CAP, while Glenelg Shire Council has primary responsibility for the majority of CAP actions.
- There was widespread support for the role this CAP played in bringing stakeholders together, and a Coastal Reference Group was intended to drive the implementation of the CAP. This group was not established due to capacity issues within the GSC and WCB, and an implementation plan was not developed. Strong support remains for this Group to be formed.
- Importantly, the Glenelg CAP intended that CAP outcomes would be integrated into corporate plans of partners on a progressive basis. At the outset of the CAP, implementing agencies provided updates as to the inclusion of actions in work plans and whether budget was allocated, and this was included as Appendix A of this CAP.



Access to the Glenelg coast is a top priority for the community. Yellow Rock beach steps, Discovery Bay Coastal Park.

Success

- While the intended Coastal Reference Group was not able to be formed, community stakeholders expressed keen interest in the future implementation of the Glenelg CAP. It was felt that the process to develop the CAP was invaluable in bringing the diverse views of stakeholders together and generating a shared vision and approach for the Glenelg coast. This community interest needs to be supported in the development of future planning.
- The Portland Bay Coastal Infrastructure Plan was completed in 2008.
- The Glenelg Environment Strategy 2010-2020 has been completed and adopted by Council, and includes a range of matters identified in the Glenelg CAP eg Success measures for Strategy 3.1.7 in the document requires that “the Glenelg CAP and VCS are used to develop guidelines for coastal and marine areas”.
- The Glenelg Shire Planning Scheme is to be upgraded significantly, including the proposed inclusion of the Glenelg Coastal Spaces Landscape Assessment Study and the development of a series of Overlays. The content of a range of sections of the planning scheme have been influenced by both the Glenelg CAP and the SW Regional CAP. The Glenelg Shire MSS includes this objective: “Ensuring that coastal planning is coordinated with the strategies and action plans of the Western RCB”.
- Community education to improve the community’s knowledge and understanding of the values of the marine environment and the activities and processes that threaten those values has been reinforced by Glenelg Hopkins CMA. It remains committed to ongoing delivery of coastal community education through a range of activities, including Coastcare, Waterwatch and Landcare. A range of projects have been developed for State and Commonwealth funding to support such activities, along with a new concept of ‘EstuaryWatch’ which aims to establish a dedicated community monitoring group on major estuaries.
- Glenelg Shire Council initiated a process to examine land use issues along the Old Coach Road between Narrawong and Dutton Way through Development Plan Overlay 7 to the planning scheme. This planning control was removed by the State Government on 6th January 2011. Glenelg Shire Council continues to work with DSE, Wannon Water and other agencies to address issues associated with future land use and development in this area. The Board have recommended that Future Coasts use this area as a case study for resolution of climate change issues.
- The recognition of corporate planning cycles in implementing CAPs is seen as a major success in CAP development.

Key Challenges

- The primary challenge for the Glenelg CAP has been the difficulty in establishing the Coastal Reference Group to drive CAP Implementation. Initial enthusiasm from local government changed shortly after the process to form the Group began, and when local government commitment returned some time later, the WCB did not have sufficient capacity to facilitate the Group.
- Without an implementation plan for the CAP, the actions could not be easily coordinated, particularly within Council. This exacerbated difficulties in developing ownership for the CAP with new Councillors and staff.
- As with most coastal areas, the pressures arising and strategic planning undertaken since the CAP’s establishment have overtaken many of its strategic directions and actions.
- Difficulty has been experienced in advocating the benefits of the CAP and ensuring it is used in the land use planning decision making process. Unfortunately, a number of poor planning decisions were made between 1998 and 2005 through the planning approval process at the Glenelg Shire Council despite the strategic direction set out within the CAP.

Conclusions

- Despite a range of challenges the Glenelg CAP has achieved a high degree of implementation and has assisted in addressing many issues in the Glenelg Shire.
- The structure and intent of the Glenelg CAP represents a significant improvement on the highly prescriptive nature of the earlier CAPs.
- The prescription of actions provided by the CAP has assisted land managers and the Act consent process.
- While many of the strategic issues and actions in the Glenelg CAP remain valid, the level of prescription for operational and on-ground actions in the Glenelg CAP is not considered appropriate for inclusion in a CAP.
- Outstanding and relevant strategic directions and actions from the CAP should be included in a revised SW Regional CAP, a dedicated CMP for the Glenelg Shire and other regional and local planning mechanisms.

Recommendation 6

The Glenelg CAP should be withdrawn subject to the revision of the SW Regional CAP and the inclusion of relevant strategic directions and actions from the Glenelg CAP in a CMP for the Glenelg Shire.

4.1.7 General Local CAP Review Findings

A range of issues relate to all Local CAPs and include:

Local CAP Success

- By 2009, the Local CAPs had all achieved a high degree of implementation with 82% of all actions within the six (6) Local CAPs complete, ongoing or underway.
- Land managers have found the prescriptive nature of the Local CAPs helpful in designing and prioritising on-ground improvements to deliver the VCS. In addition, the Local CAPs identify conflicting and/or competing interests, and provide guidance on addressing those interests.
- While Local CAPs have not typically been positioned as the driver of coastal priority setting, they provide important context and justification which supports local projects and funding applications.
- Local CAPs help staff at referral agencies to direct decisions for coastal development and Crown land consents. Respondents report positive visual changes to landscapes and infrastructure at high visitation foreshore areas at Apollo Bay, Anglesea, Lorne, Warrnambool and Port Fairy.
- Local CAPs provide community members with a strong sense of ownership and influence over local areas through on-going community support and input. This is particularly so for the Glenelg CAP, which members of the local community would prefer to retain into the future.

Local CAP Challenges

- Existing Local CAPs present a combination of operational and strategic actions. The level of prescription provided through detailed operational actions dilute the value of the CAPs as strategic documents for planning and management of the coast. They are more suited to the operational/management plans of land managers, such as, local government, Committees of Management and other agencies with operational responsibilities.
- Since the development of the CAPs, changes at all levels of government have altered the funding and administrative context relevant to CAP implementation. Examples include changes to statutory authority and departmental functions and different funding mechanisms.
- A myriad of plans have been developed in the region since the CAPs were established. Many of these plans include coastal matters and have overtaken earlier CAPs. Examples include revisions of the VCS, RCSs, the Land and Biodiversity White Paper, Regional Strategic Planning Blueprints, Acid Sulphate Soil Mapping, Coastal Spaces and the Great Ocean Road Regional Strategy.

- There is some concern that the removal of Local CAPs could lead to a lessening of local input into management of the coast and result in a lack of community engagement and ownership in relation to localised coastal planning and management. This must be addressed in the development of new CAPs.
- Apart from a small number of cases, the Board has not had sufficient capacity to meaningfully assist lead agents in their implementation of Local CAP actions or provide the coordination for Local CAP implementation between lead agents.

Key Local CAP Findings

- A range of Local CAP strategic directions and actions appear to remain relevant based on feedback from lead agents on their future intentions.
- Local CAPs have proven largely successful due to their high level of implementation and because of their relevance to the on-ground needs of land managers. However, the level of prescription contained in current Local CAPs is too detailed for inclusion in CAPs which need to provide higher level strategic direction.
- All Local CAPs should be withdrawn following the revision of Regional CAPs and preparation of Local CMPs. Prescriptive content and actions should be included in Local CMPs by land managers, such as local government and Committees of Management.

Local CAP Conclusions

- The revision of Regional CAPs needs to be completed before Local CAPs can be withdrawn. As part of that process there is a further need to:
 - Negotiate with lead agents those outstanding and relevant on-ground actions for their inclusion in local management plans (or similar operational tools);
 - Negotiate the translation of outstanding and relevant strategic directions from Local CAPs into revised Regional CAPs;
 - Confirm the future of CMPs with DSE and work with DSE and CoMs to facilitate the development of management plans under the Act. Timelines for CMPs could be aligned where possible with the five year timelines for other related plans, such as, the VCS, CAPs and RCS; and
 - Ensure there is adequate community consultation in the revision of new CAPs.
- The amalgamation of smaller CoMs may lead to increased capacity at the local level and Committees will be expected to broaden their focus to consider regional coastal, estuarine and marine management issues, such as coordinating research projects and funding, and eventually reviewing and revising their Plans to address these issues. This presents an opportunity for coordination and collaboration.

- In recommending the withdrawal of Local CAPs, it is important to ensure that adequate capacity exists in the region to promote coordination and integration for the implementation of revised Regional CAPs, and the preparation of Local CMPs.
- Further consideration should be given to the withdrawal of Local CAPs on a staged basis to ensure that the coordinating agency has the capacity to support the transition process to revised Regional CAPs.

Recommendation 7

- a) Regional and local stakeholders should determine which elements of Local CAPs are outstanding and relevant in consultation with the Board, and identify a suitable translation of strategic directions and actions into regional and local coastal planning mechanisms.
- b) The development of revised Regional CAPs should consider the inclusion of a dedicated municipal section to ensure the consideration of both VCS and regional issues, and provide improved guidance for the development of CMPs.

4.2 Regional and Estuaries CAP Review Findings and Recommendations

This section:

- Outlines the general findings and recommendations of interim reviews of Regional and Estuaries CAPs in 2005 and 2006.
- Presents specific and general findings and recommendations from the full review of the Regional CAPs:
 - South West Regional CAP 2002 (SW Regional CAP)
 - Central West Regional CAP 2003 (CW Regional CAP)
- Outlines a potential model for investigation in the revision of Regional CAPs.
- Presents specific and general findings and recommendations from the full review of the regional Estuaries CAPs:
 - South West Estuaries CAP 2002 (SW Estuaries CAP)
 - Central West Estuaries CAP 2005 (CW Estuaries CAP)

4.2.1 Interim Reviews of Regional and Estuaries CAPs 2005

Interim reviews of the two Regional CAPs and Estuaries CAPs were conducted in 2005 and 2006. The reviews found that there had been significant advancements made towards implementing the CAPs, with a large number of actions being completed or progressed to some degree. However, due to their general low level of awareness and use for their intended purpose, it was considered likely that this progress was a result of factors other than the application of the CAPs themselves.

A number of issues were identified that were considered likely to be affecting the use and effectiveness of the CAPs, such as the wide range and number of other existing strategies, plans, etc; the lack of a strong advocate to facilitate and support implementation of the CAPs; and confusion about the role and purpose of the CAPs.

The reviews recommended:

- Continue the implementation process established for the CAPs.
- Conduct full reviews of the CAPs at the end of their intended lifespans.
- Increase knowledge and awareness of CAPs and commitment to their implementation.
- Reinforce legislative responsibilities for implementing CAPs.
- Facilitate inclusion of CAPs as reference documents in Planning Schemes.



The Twelve Apostles are world famous and a key driver of State and regional tourism and visitation.

- Establish an implementation process early and continue it on an ongoing basis.
- Confirm and communicate role and purpose of CAPs.
- Improve coordination and integration of relevant strategies, plans, etc.
- Improve linkages between CAPs and VCS.
- Provide a strong advocate to lead and facilitate support and implementation of CAPs.

4.2.2 South West Regional CAP 2002

Extent

The South West Regional CAP covers the area from the South Australian border in the west to Moonlight Head in the east. This translates to the coastal zone of the Glenelg, Moyne, Warrnambool and Corangamite municipalities.

Intent

The CAP aimed to improve the management of south-western Victoria's coastal and marine region by:

- coordinating and integrating strategic planning, including existing Local CAPs.
- introducing a regional policy to integrate state and local coastal and marine planning policies.
- making consultation and decision making processes between and within agencies and with the community more open and transparent, including clarification of roles and responsibilities.
- fostering partnerships and resource sharing between all sectors.

In addition, the SW Regional CAP included suggested planning guidelines for land-based aquaculture and gas development.

The SW Regional CAP, like the CW Regional CAP, was largely funded through the Commonwealth Coastal and Marine Planning Program. The SW Regional CAP was closely related to the SW Estuaries CAP, and supporting this CAP were a range of documents including:

- Roles and Responsibilities of stakeholders on the Victorian west coast.
- SW Victoria Intertidal Study.
- A Coastal Planning Schemes Review which investigated opportunities to improve the planning schemes of the 4 municipalities to which the CAP applies.

Prior Reviews

The SW Regional CAP was subject to an interim review in 2005 as noted in Section 4.2.1.

Status of Actions

No.	C	OG	UW	P	NC	NR
25	9	11	3	1	1	0

By 2009, the SW Regional CAP had achieved a very high degree of success. Of the 25 actions declared, 23 actions (92%) were complete, ongoing or underway, one was planned and one was not commenced. The action which was not commenced had required the development of Indigenous Land Use Agreements, which have been superseded by the new *Aboriginal Heritage Act* and requirements for Cultural Heritage Management Plans.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
25	3	0	0	1	2	0	1	18

Limiting factors were identified for seven (7) actions (28%). These factors included a dependence on other documents, unclear roles and responsibilities and continuing stakeholder discussions.

Implementation

- The WCB established an IC with representation from all CAP lead agent organisations and the community in early 2005. The Committee met on a regular basis and was chaired by WCB member Sue Mudford.
- While the CAP contained a prioritised list of actions, the Committee re-prioritised them to ensure currency and focus for an Implementation Plan.
- Like the CW Regional CAP, the membership of the Committee was identical to that of the SW Estuaries CAP, and the two committees met back-to-back until the responsibility for Estuaries CAP implementation was transferred to the Glenelg Hopkins Coastal and Marine Technical Working Group in May 2005.
- A Memorandum of Understanding was signed with all lead agents for the CAP in 2005-06 to foster collaboration, support the implementation of the CAP, and to realise the goals and overall intent of the CAP.
- On completion of the Implementation Plan, the Committee met regularly to report on progress, prioritise actions and pursue their implementation. The Committee met seven times up until early 2007 but did not meet again after this due to the Board losing the necessary capacity to convene the Committee.

Success

- A high degree of implementation was achieved for the SW Regional CAP, as evidenced by 92% of actions being completed, ongoing or underway. As with the CW Regional CAP, much of this success can be attributed to the CAP targeting issues of mutual interest to agencies, the provision of guidance and alignment with core business.
- The SW Regional CAP has influenced planning schemes and decisions in the region. It is included as a Reference Document in the MSSs of the Corangamite, Warrnambool and Moyne Shire Planning Schemes. In addition, the South West Victorian Coastal Planning Scheme Review 2001 that was developed to inform the SW Regional CAP is included as a Reference Document Clause 21.10 of the Municipal Strategic Statement of the Warrnambool Planning Scheme.
- The inclusion of the action to define coastal settlements

through planning schemes contributed to the strategic justification for the State Government's Coastal Spaces process.

- The SW Regional CAP implementation process provided a valuable forum to progress key projects and share information on coastal planning and management.

Key Challenges

The challenges for the SW Regional CAP are similar to those applying to the CW Regional CAP and articulated in the General Findings in Section 4.2.4. They relate to:

- Changes to funding for coastal strategic planning across local, State and Commonwealth government programs.
- A lack of capacity within the WCB to facilitate implementation.
- Unclear institutional linkages between CAP lead agents and the strategic directions and actions in CAPs.
- Changes in regional personnel and corporate knowledge affecting CAP awareness and ownership.
- CAPs not keeping pace with the evolution of other strategic planning and policy initiatives.
- Inconsistency in the inclusion of CAPs in planning schemes and the undertaking of actions related to improving planning scheme provisions.
- The fundamental pressures that led to the development of the SW Regional CAP have increased in complexity, particularly due to the issues of climate change and population growth, as outlined in the VCS 2008.

Conclusions

- There is a clear need for integration and coordination across the SW of the region to facilitate the implementation of the VCS 2008.
- The issues contained in the SW Regional CAP continue to have a high degree of relevance for the region.
- A revised SW Regional CAP should address the outstanding issues from the current relevant CAPs and additional issues contained in the VCS 2008. This will require a Scoping Study which examines the matters to be addressed by future Regional CAPs.

Recommendation 8

Revise the SW Regional CAP to implement the VCS 2008, progress relevant outstanding actions from current CAPs, and respond to issues arising from a second generation CAP Scoping Study.

4.2.3 Central West Regional CAP 2003

Extent

The CW Regional CAP covers the area from Moonlight Head in the west to Point Lonsdale in the east. This includes the entire coastal zone of the Colac Otway and Surf Coast Shires, plus the Bass Strait coasts of the City of Greater Geelong and Borough of Queenscliffe. The open coastline from Breamlea to Point Lonsdale which is part of the City of Greater Geelong and Borough of Queenscliffe, are located in the Central Coastal Region.

The CAP applies to almost all the coastal catchments in this area, with the exception of the Barwon River where it extends several kilometres upstream of Lake Connewarre and its associated wetlands.

Intent

- The CW Regional CAP was largely funded through the Commonwealth Coastal and Marine Planning Program of the Coasts and Clean Seas initiative as part of the Natural Heritage Trust.
- The CW Regional CAP was intended to set out the strategic framework for the region and to support and integrate Local CAPs. It sought to provide a regional context for the variety of Commonwealth, State, Regional and local policies and a guide to the development of regional and local policies and strategies, and on-ground works programs.
- The CAP recognised that further strategies and integration were required and cited a range of reasons to support this:
 - This region “tends to focus on economic development without giving due consideration to environment and social factors”;
 - The regional community has had limited opportunity to clearly recognise or prioritise what it values;
 - There are limited resources to manage these values effectively; and
 - Planning and management authorities tend to work largely in isolation.
- A Coastal Planning Schemes Review which investigated opportunities to improve the planning schemes of the four municipalities was undertaken to support the development of the CAP. The issues emerging from this Review played a significant role in the direction of the CAP.

Prior Reviews

The CW Regional CAP was subject to an interim review in 2005 as noted in Section 4.2.1.

Status of Actions

No.	C	OG	UW	P	NC	NR
45	7	12	16	4	6	0

By 2009, the CW Regional CAP had achieved a high degree of success. Of its 45 actions, 35 actions (78%) were complete, ongoing or underway, 4 actions (9%) were planned and 6 actions (13%) were not commenced, as shown below:

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
45	20	2	4	7	2	0	2	8

Limiting factors were identified for 37 actions (82%). The primary limitation was identified as a dependence on other documents (45%). Continuing stakeholder discussions (16%) and a lack of funds were identified as limiting factors for a further 24% of the actions.

Implementation

- The WCB established an IC in November 2004 with representatives from all relevant organisations to direct and oversee the implementation of the CAP.
- A Draft Implementation Plan was prepared to identify priorities and guide activity, effort and resources for achieving the full implementation of the CAP, before its five year review. Following completion of the Implementation Plan, the Committee met regularly throughout the year to report on progress, prioritise actions and pursue their implementation. The Committee was Chaired initially by then Board Chairman Lynn Murrell and then by WCB member Dr Helen Arundel.

The Committee membership was identical to the IC established for the CW Estuaries CAP, and the two committees met back-to-back to maximise efficiency in member time.

- A Memorandum of Understanding (MoU) was signed with all lead agents for the CAP in 2005-06 to foster collaboration, support the implementation of the CAP and to realise the goals and overall intent of the CAP.
- The Committee did not meet after early 2007 due to the Board losing the necessary capacity to convene the Committee.

Success

- CAP actions have enjoyed a high degree of success, as evidenced by 78% of actions being completed, ongoing or underway. Much of this success can be attributed to the CAP targeting issues of mutual interest to agencies, the provision of guidance on these issues and alignment of actions with their core business.

- The CW Regional CAP has contributed to outcomes for land use and settlement planning. It is included as a Reference Document in the MSS of the Colac Otway Shire and Greater Geelong Planning Schemes, and has been used by municipalities to guide a range of strategic policies and controls, such as, structure plans and planning scheme overlays.
- The CAP implementation process provided a valuable forum to progress key projects and share information on coastal planning and management.
- The Western Victoria Coastal and Marine Information Reference web portal was launched in February 2006. This arose through an action targeted at the development of an internet site to provide a summary of information relevant to planning and managing the region's coastal and marine environments. It has subsequently been used as the basis for the Coastlinks website which provides information in relation to all Victorian coastal regions.

Key Challenges

The challenges for the CW Regional CAP are strongly aligned with those applying to the SW Regional CAP and articulated in the General Findings. They relate to:

- Changes to funding for coastal strategic planning across Local, State and Commonwealth governments.
- A lack of capacity within the WCB to facilitate implementation.
- Unclear institutional linkages between CAP lead agents and the strategic directions and actions in CAPs.
- Changes in regional personnel and corporate knowledge affecting CAP ownership.
- CAPs not keeping pace with the evolution of other strategic planning and policy initiatives.
- Inconsistency in the inclusion of CAPs

in planning schemes.

- The fundamental pressures that led to the development of the CW Regional CAP have increased in complexity, particularly due to the issues of climate change and population growth, as outlined in the VCS 2008.

Conclusions

- There is a clear need for integration and coordination across the CW of the region to facilitate the implementation of the VCS 2008.
- The issues contained in the CW Regional CAP continue to have a high degree of relevance for the region.
- A revised CW Regional CAP should address the outstanding issues from the current relevant CAPs and additional issues contained in the VCS 2008. This will require a Scoping Study that examines the matters to be addressed by future Regional CAPs.

Recommendation 9

Revise the CW Regional CAP to implement the VCS 2008, progress relevant outstanding actions from current CAPs, and respond to issues arising from a second generation CAP Scoping Study.



Front Beach, Torquay is a popular place on a summer day (Photo by I. Walton)

4.2.4 General Regional CAP Review Findings

This section outlines the general findings and recommendations that apply to both the SW Regional CAP 2002 and the CW Regional CAP 2003.

Regional CAP Successes

- By 2009, the Regional CAPs had both achieved a high degree of implementation with 85% of all actions within the two Regional CAPs complete, ongoing or underway.
- Regional CAP implementation has generally been aligned with the core business of agencies and, as a result, implementation of actions has been largely successful.
- The Regional CAPs are one of the few mechanisms which are able to deal with cross-sectoral issues and apply across tenures and jurisdictions to implement ICZM.
- The process to develop the CAP provided a valuable basis for regional discussion and capacity building for ICZM. The need for the Regional CAPs and many of the issues contained in them remain relevant.
- Regional CAPs have exerted a positive influence on State planning policy, local planning schemes and progressed the implementation of the VCS.

Regional CAP Challenges

A number of challenges are common to the Regional CAPs:

- The Regional CAPs were developed through a well-resourced process, including substantial Commonwealth funds, and at a time when comprehensive coastal planning had not been undertaken at a regional scale. Large-scale funding programs have evolved considerably since that time and these funds are no longer accessible. In addition, funding priorities at State and local scale have changed considerably.
- The loss of Board capacity to facilitate CAP implementation in early 2007 resulted in the deferment of CAP IC meetings. This resulted in a lack of progress on cross-agency actions through a lack of coordination at regional scale, and a lack of awareness of CAP directions and actions for new staff within lead agency organisations. Board capacity has challenged broader facilitation and promotion of the CAPs.
- There are clear differences in CAP awareness, interest and commitment between many representatives of different organisations who were involved in CAP development and/or implementation processes and those who have engaged with coastal planning and management more recently. This loss of corporate knowledge is a key challenge for the region.
- CAP ownership is diverse across the region. While the

CAPs were developed with the explicit understanding that the Board was to facilitate the CAPs on behalf of the region, and thus all regional organisations assumed responsibility for implementation, this was not enshrined within the lead agent organisation. As a result, many respondents believed that CAPs were the sole responsibility of the Board. This was reflected in differences between agency expectations of both the Board and VCC for facilitation and promotion at the start of the process compared with actual delivery of such. Interestingly, few respondents were engaged at the start of the process.

- While many of the issues in the CAPs have a high degree of relevance, the CAPs have been overtaken in many areas through the evolution of coastal planning and natural resource management arrangements. This has impacted on the perceived relevance of CAPs for lead agents and organisations with coastal responsibilities. It highlights the need for regular facilitation and awareness-raising of CAPs by the Board and lead agents.
- The CAPs have not kept pace with policy and implementation developments, particularly the VCS 2008 and its Implementation Plan. This is a key challenge which impacts on the degree to which coastal matters are able to be interpreted and implemented at regional level, and diminishes the benefits to flow from the alignment of state and regional coastal planning policy. Key planning initiatives in the region, such as, the Great Ocean Road Regional Strategy and the Regional Strategic Planning Initiative (Blueprints), have taken on greater importance than the CAP for some areas of CAP influence. CAPs need to align with such initiatives more effectively.
- While references to the CAPs in various parts of planning schemes are welcome, the manner in which changes to local policy have been undertaken, new planning controls developed and local planning policy has been scrutinised for consistency with the CAPs has been inconsistent. This arises from a lack of Board capacity for both CAP facilitation and promotion.
- While some regional issues that led to the development of the CW Regional CAP have been addressed through various processes, the fundamental issues of pressure on coastal assets, settlements and experiences remains and has become increasingly complex, particularly in the vicinity of major settlements. Climate change and population growth are key drivers of these pressures.

Key Regional CAP Findings

- There is a clear need for integration and coordination across the region to facilitate the implementation of the VCS 2008.
- The Regional CAPs are recognised as one of the few mechanisms which are able to deal with cross-sectoral issues and apply across tenures and jurisdictions to implement ICZM.
- A revised SW Regional CAP should address the outstanding issues from the current CAPs and additional issues contained in the VCS 2008. This will require a Scoping Study which examines the matters to be addressed by future CAPs.

Regional CAP Conclusions

- The regional CAP mechanism is well placed to drive the integration and coordination of activities and planning sought through the Act at a regional scale.
- Regional CAPs should be revised to address a range of outstanding issues from the current CAPs and additional issues contained in the VCS 2008. This concept is further articulated in Section 4.2.4. Key considerations for revising Regional CAPs include:
 - Undertaking a Scoping Study which examines the matters to be addressed by future CAPs;
 - The development of clear alignment between the VCS and CAPs, including aligning the development of revised Regional CAPs to leverage off the mid-term review of the VCS 2008 and add value to a revision of the VCS in 2013; and
 - Revisiting the 2001 work that reviewed planning schemes in the region for consistency with the VCS 2008.
- While implementation of actions has been largely successful, the coordination and ownership of the implementation process has not delivered the potential benefits due to a lack of capacity within all organisations, linkages between CAPs and organisational planning mechanisms and ownership of CAPs.
- The benefits of Regional CAPs will be greater if sufficient resources are provided to facilitate implementation and coordination between all stakeholders.
- An explicit relationship between CAPs and the VCS Implementation Plan is required.
- Improvements would include engagement of lead agents and other stakeholders, consistency with VCS and other strategies, including those at local government level, and improved processes for monitoring and evaluation.

Recommendation 10

The process to revise Regional CAPs should:

- a) Consider the inclusion of a Scoping Study which examines the matters to be addressed by future Regional CAPs and linkages to other strategic planning mechanisms.
- b) Be aligned with the VCS 2008 mid-term review and the development of the VCS 2013.
- c) Ensure adequate capacity is available within the Board and key partners to facilitate the implementation of Regional CAPs once they are developed.

4.2.5 Revised Regional CAPs

As outlined above, the Board believes that the Regional CAPs should be revised and supported by a range of work which develops the evidence base for future coastal planning. The following approach for progressing revised Regional CAPs should be actively considered.

A Second Generation CAP Scoping Study

A process to establish the role of the revised Regional CAPs is essential to deliver the outcomes sought by the Act and VCS 2008. This is expected to include the following:

- Negotiation of the fate of outstanding and relevant actions with lead agents, including opportunities for implementation. This may require the development of an implementation plan of priority actions for each CAP for 2011-12, in a similar fashion to the recommendations of the interim reviews in 2005. This would likely include only those actions which do not fit within another mechanism.
- An analysis of the regional operating environment against the VCS 2008, including strategic linkages across and within organisations and their planning mechanisms. This could include alignment with regional funding opportunities and cycles, including organisational corporate planning and budgeting.
- A business case for the exact niche to be filled by the revised CAPs, and their scale/scope. This should consider a coastal risk assessment and the issues of CAP ownership, legal status and implementation arrangements.
- An investigation of the consistency of coastal planning schemes with the VCS 2008, the capacity and potential projects required to achieve VCS implementation, and an examination of the role of local government and regional stakeholders in future coastal planning and management.
- Opportunities to improve strategic linkages between the VCS, CAPs and CMPs, and to improve the development, implementation and review cycles that operate across these instruments.

A Potential Regional CAP Model

Two sub-regional CAPs are proposed for the region in recognition of the different environments, demographics and economies of the central and south-west coasts of Victoria. The model for the revised sub-regional CAPs is proposed as follows:

- An articulation of key regional themes and issues, including the interpretation of the VCS 2008 at a regional scale.
- Guiding principles to deliver ICZM at sub-regional scale.
- A thematic and municipal spatial framework that applies the principles and the necessary guidance to address ICZM issues at a regional and local scale.
- A discrete section for each municipality to provide the integration and coordination between different land tenures, jurisdictions and public/private land.

- Clear relationships between regional and local planning mechanisms, including coastal Crown land management plans.
- Collaborative implementation arrangements.
- Effective monitoring, evaluation and reporting arrangements.

The Municipal Section

Revised Regional CAPs would require a discrete section for each municipality to provide the overarching guidance for integration and coordination across different land tenures, jurisdictions and public/private land to deliver the VCS. This could provide the necessary level of municipal guidance to integrate coastal Crown land management plans with planning mechanisms applying to other tenures and jurisdictions. Given the many coastal issues and response mechanisms available to deal with them (e.g. planning schemes, local govt, CoMs etc) operate at the local level, it is likely to be inappropriate to provide only settlement level guidance through CAPs, although this should be considered.

The discrete section on each LGA should focus on priority issues from the VCS and particular local challenges and/or opportunities within the context of the VCS. It would identify Activity Nodes and Recreation Nodes, and guide consistent land management across tenures, facilitate agency collaboration and promote integration and coordination of strategy and management. An important opportunity to deal collaboratively with risk management should be explored. It would assist local governments and dedicated land managers to deal with other collaborative issues through specific CAP content.

A revised CW Regional CAP would likely include:

- Surf Coast Shire;
- Colac Otway Shire; and
- The inclusion of the open ocean coast of the City of Greater Geelong and Borough of Queenscliffe, as with current CW CAPs, should be considered and would be subject to negotiation.

A revised SW Regional CAP would likely include municipalities of:

- Corangamite;
- Moyne;
- Warrnambool; and
- Glenelg.

4.2.6 South West Estuaries CAP 2002

Intent and Extent

This CAP was prepared to provide a regional management framework to facilitate the development and implementation of individual estuary management plans for the major river-based estuaries found between Cape Otway in the east, and the South Australian border in the west, including:

- Glenelg River;
- Surrey River;
- Fitzroy River;
- Lake Yambuk and the Eumeralla and Shaw Rivers;
- Moyne River including Belfast Lough;
- Merri River including The Cutting, Kelly Swamp and Saltwater Swamp;
- Hopkins River;
- Curdies Inlet;
- Gellibrand River; and
- Aire River including Lakes Hordern, Costin and Craven.

While these estuaries were specified due to the more significant nature of problems and conflict associated with, and experienced by, the estuaries located along this section of coast, the framework was considered to be applicable to other estuaries.

In addition, the CAP established an implementation process, outlined the status of estuary entrance management arrangements, provided a description of each estuary, described management roles and responsibilities, and put forward Best Practice Management Strategy Options for Estuary Management Plans.

The individual estuary management plans were to be recognised under the CAP and the relevant River Health Strategies prepared by Catchment Management Authorities, so that the policies and actions would be taken into regard by relevant managing agencies.

Prior Reviews

The SW Estuaries CAP was subject to interim review in 2005 as noted in section 4.2.1.

Status of Actions

No.	C	OG	UW	P	NC	NR
10	9	0	1	0	0	0

By 2009, the SW Estuaries CAP had achieved a very high degree of success. Of the ten actions declared, 100% were complete or underway. In addition, a management planning process was underway for the Fawthrop Lagoon in Portland using the framework provided by the CAP.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
11	0	1	1	0	0	0	0	9

Limiting factors were identified for seven actions (28%). These included a dependence on other documents, unclear roles and responsibilities, continuing stakeholder discussions, and a lack of skills.

Implementation

The CAP identified its anticipated implementation through two primary mechanisms:

- The requirement for all public land managers to take all reasonable steps to give effect to a CAP under the Act; and
- Through the land use planning system, noting the Victorian Planning Provisions requiring planning authorities to have regard to CAPs and expecting that the CAP would become a reference document in the planning schemes of the relevant municipalities.
- The Board established an IC in March 2005 to facilitate and support the overall course of the implementation of the CAP. In May 2005, the Committee decided to transfer CAP implementation responsibility to the Coastal and Marine Technical Working Group (GHCM TWG) which had been formed by the Glenelg Hopkins CMA and the Board. This action aimed to improve CAP ownership and efficiency in the process. Following the development of the CAP, the Glenelg Hopkins Catchment Management Authority emerged as the key organisation with responsibility for developing Estuary Management Plans (EMPs) in the CAP area, and used the CAP to support successful funding bids to develop EMPs.

Success

- The CAP enjoyed strong adoption by lead agents resulting in the development of a process for EMPs for all affected estuaries and the completion of almost all plans. The Glenelg Hopkins CMA has completed EMPs for the Glenelg, Fitzroy and Surry Rivers.
- The framework and guidance provided by the CAP were clearly very effective, and were applied to the Fawthrop Lagoon, in addition to those estuaries identified through the CAP.
- The strategic issues identified in the SW Estuaries CAP led to the development of the Estuary Entrance Management Support System which is now established as best practice for estuaries throughout Victoria.
- Lead agents have expressed strong support for the continuing implementation of actions from EMPs.
- The process of developing the CAP provided a valuable capacity-building opportunity and raised awareness of estuary management issues among key stakeholders.

- The SW Estuaries CAP has been included as a reference document in the MSS of the Moyne Shire planning scheme.

Key Challenges

- While the adoption of the CAP was excellent among lead agents, the implementation oversight role of the GH CM TWG diminished over time due to staff turnover at WCB and GHCMA, and a loss of corporate knowledge and capacity.
- A number of other estuaries were not included in the CAP and would benefit from a management approach consistent with the CAP. Estuary Management Plans are required for these estuaries.
- The CAP, like all strategic documents, has been largely overtaken by evolving NRM and land use planning systems. However, the directions of the document remain highly relevant and the challenge exists to ensure that the directions are carried forward in a further evolution of estuary management planning.

Conclusions

- The SW Estuaries CAP has been highly successful with 100% of actions either completed or underway.
- The framework and content on issues provided by the CAP have given relevant managers the guidance required to develop Estuary Management Plans for estuaries nominated in the CAP and other estuaries that require coordinated management approaches.

- The framework should be applied to minor estuaries in the region and should be integrated with other planning mechanisms.
- The framework and guidance provided by the CAP has strong similarities with current river and estuary management planning undertaken by CMAs and identified through the Victorian Waterway Management Strategy (formerly VSHREW) and should be incorporated into these instruments. Once this is complete, the CAP should be withdrawn.

Recommendation 11

Incorporate the SW Estuaries CAP into the next generation of Regional Catchment Strategies (and supporting strategies) and withdraw it once this incorporation is complete.



Concern over the opening of the mouth of the Surry River was a catalyst for the development of the Estuary Entrance Management Support System.

4.2.7 Central West Estuaries CAP 2005

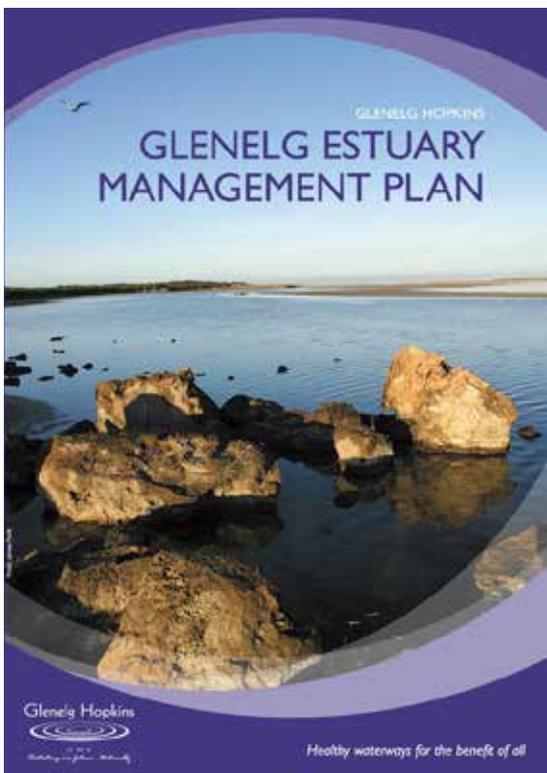
Extent

This CAP applies to the area between Moonlight Head in the west and Point Lonsdale in the east. It mirrors the coverage of the CW Regional CAP and identifies 18 key estuaries in the region. The open coastline from Breamlea to Point Lonsdale is part of the City of Greater Geelong and Borough of Queenscliffe, and is located in the Central Coastal Region.

Intent

The CW Estuaries CAP sought to:

- Bring together a regional planning and management framework and structure, with recommended actions for the improvement of integrated planning and management of estuaries. Like the SW Estuaries CAP, the framework could be applied to minor estuaries as needed.
- Provide a toolkit to assist with individual estuary management plans, assessment of development proposals and 'day-to-day' management.
- Review the application of estuary planning policy, zones and overlays for the Queenscliffe, Greater Geelong, Surf Coast and Colac Otway Planning Schemes, and recommend improvements to achieve a better quality of management and planning for estuaries.



Estuaries CAPs provided the framework and guidance to develop Estuary Management Plans.

In addition, the CAP established an implementation and evaluation process and described management roles and responsibilities.

The individual estuary management plans were to be recognised under the CAP and under the relevant river strategies prepared by Catchment Management Authorities, so that the policies and actions would be taken into regard by relevant managing agencies.

Prior Reviews

The CW Estuaries CAP was subject to interim review in 2006 due to its gazettal in 2005 as noted in Section 4.2.1.

Status of Actions

No.	C	OG	UW	P	NC	NR
10	0	9	1	0	0	0

- There were ten key strategic actions identified in the CAP. Of those actions, 100% are either ongoing or underway due to their strategic nature.
- Of the seven high and medium priority estuaries which require management plans under *Action 4.4.4 – Priority Estuary Management Plans*, two have established planning structures in place.

Limiting Factors

No.	DD	RP	LF	SD	RR	LS	U	NA
10	0	0	1	0	0	0	0	9

Responses indicated that only one action has been subject to a limiting factor. A lack of funding was considered to limit the implementation of the Corangamite River Health Strategy in managing catchment activities which impact upon estuary health.

Implementation

The CAP identified its anticipated implementation through:

- The requirement for all public land managers to take all reasonable steps to give effect to a CAP under the Act; and
- The land use planning system, noting that the State Planning Policy Framework required planning authorities to have regard to any CAP.
- The provision of strategic direction and guidance for the review and development of local policy within planning schemes, Local CAPs and management plans.

The Board established an IC in February 2005 to facilitate and support the overall course of the implementation of the CAP. This Committee included identical membership to the CW Regional CAP Committee and met back-to-back with

that Committee. The Committee met on eight occasions until early March 2007, when the WCB lost its capacity to convene and support the Committee.

Success

- The CAP has resulted in the development of a process for Estuary Management Plans for several high and medium priority estuaries.
- The development of the framework and guidance in the CAP provided an important avenue for community and stakeholder capacity building, and played an important role in raising awareness of estuary management across the region.
- The IC provided a forum for the exchange of information, capacity building and development of stakeholder relationships.
- Lead agents have expressed strong support for the continuing implementation of both key strategic actions from the CAP and the actions from Estuary Management Plans.
- Given the clear synergy between the land use planning system and the coastal planning system, a key success for the CAP was the identification and inclusion of changes to planning schemes for each relevant municipality to improve consideration of estuary management issues. The CW Estuaries CAP is included as a Reference Document in the MSS of the Colac Otway and Greater Geelong Planning Schemes.

Key Challenges

- The development of Estuary Management Plans recommended by this CAP has not occurred as expected, with several high and medium priority estuaries without adequate plans in place.
- The implementation oversight role of the IC diminished over time due to staff turnover at WCB and CCMA, and a loss of corporate knowledge and capacity. This reduced the momentum for estuary planning for the high and medium priority estuaries identified in the CAP.
- Like the SW Estuaries CAP, this CAP has been largely overtaken by evolving NRM and land use planning systems. As with the SW Estuaries CAP, the directions of the document remain highly relevant and the challenge exists to ensure that the directions are carried forward in a further evolution of estuary management planning.
- Accessing adequate funding for the development of Estuary Management Plans in this region is challenging due to the number of estuaries and the evolving and competitive nature of gaining funding for planning work.

Conclusions

- The CW Estuaries CAP has been generally very successful with 100% of key strategic actions either underway or ongoing. However, the uptake of the estuary management framework for high and medium priority areas is of concern.
- The CAP's framework, toolkit and articulation of issues provide land and estuary managers with the guidance required to develop Estuary Management Plans.
- The framework should be applied to all specified estuaries in the region and integrated with other strategic planning mechanisms, including planning schemes.
- The framework and guidance provided by the CAP has strong similarities with river and estuary management planning undertaken by CMAs and identified through the Victorian Waterway Management Strategy (formerly VSHREW) and should be incorporated into these instruments. Once this is complete, the CAP should be withdrawn.

Recommendation 12

The CW Estuaries CAP should be incorporated into the next generation of the Corangamite Catchment Management Authority Regional Catchment Strategy (and supporting strategies) and withdrawn once this incorporation is complete.



Painkalac Creek at Aireys Inlet flows to the sea after a storm in early 2005.

4.2.8 General Estuaries CAP Review Findings

A range of findings are common to both Estuaries CAPs.

Estuaries CAP Successes

- By 2009, the Estuaries CAPs had all achieved a high degree of implementation with 100% of all key strategic actions within the two Estuaries CAPs complete, ongoing or underway.
- Estuaries CAPs established a robust framework and strong guidance for developing Estuary Management Plans in the region and have been very successful. The Toolkit for Estuary Management in the Estuaries CAPs is seen as being very useful and has filled a significant gap in estuary management advice. The Toolkit is part of daily decisions for land managers in coastal area and estuary management.
- Both Estuaries CAPs collate the necessary information for estuary management and provide it to all lead agencies.
- Significant investment in these plans has resulted in improved protection of estuarine assets and values, a reduction in the risks associated with inappropriate estuary management and improved awareness of and coordination for estuary management by regional communities and stakeholders.
- The success of Estuaries CAP implementation has been closely tied to the capacity within key organisations. The creation of several new positions within lead agent organisations and apportioning existing staff resources to implement Estuaries CAP and Estuary Management Plan actions has contributed to the success of the Estuaries CAPs.
- The focus provided by the Estuaries CAPs assisted lead agencies to incorporate significant investment for estuary management into their business plans. This investment relates to employing technical staff for extension, capital works funding, education resources and targeted research projects to deliver best practice estuary management. Local land managers report that regular meetings have been held to pursue delivery of localised actions recommended by the Estuary Management Plans as a direct result of the two Estuaries CAPs.
- Community based estuary monitoring programs have been established as a direct result of the two Estuaries CAPs.

Estuaries CAP Challenges

- Central to the need for both estuaries CAPs was the recognition of inconsistent approaches to estuary management across the region and by different stakeholders. While improvements have been made, this inconsistency continues to threaten estuary values. Engagement with land managers and local government is essential to address this issue.

- Regional capacity for the facilitation of implementation arrangements is required to promote effective management and planning.

Estuaries CAP Key Findings

- Estuaries CAPs have been highly successful.
- The planning framework and guidance provided by the Estuaries CAPs for developing EMPs should be available for application to those estuaries that do not have coordinated management arrangements.

Estuaries CAPs should be incorporated into the next generation of Regional Catchment Strategies (and supporting strategies) and withdrawn once this incorporation is completed.

Estuaries CAP Conclusions

- Estuaries CAPs are largely perceived to have achieved their goals through the commencement or completion of implementation of most actions.
- While the evolution of strategic planning has largely overtaken the Estuaries CAP concept, the issues considered by the Estuaries CAPs remain highly relevant and complex. In moving towards the development of a framework in accordance with the Victorian Waterway Management Strategy (formerly VSHREW), it is likely to be important that an estuary planning mechanism is retained. In addition, planning schemes require ongoing scrutiny to ensure that estuary values are protected for the benefit of current and future generations.
- CMAs are lead agents for many of the actions and, therefore, the next generation of Regional Catchment Strategies and their associated documents should incorporate and enhance the directions, tools and outstanding actions from the Estuaries CAPs. Until these documents are revised, there is a need to retain the Estuaries CAPs to provide an effective planning framework for the range of EMPs which are still necessary.
- Future EMPs will need to incorporate a range of issues, including:
 - The Estuary Entrance Management Support System;
 - Climate change and predicted impacts of sea level rise and storm surge and flooding; and
 - New understanding of threats to Estuaries values.

Recommendation 13

Retain the planning framework and guidance provided by Estuaries CAPs to support the development of management planning approaches for outstanding and minor estuaries until the Victorian Waterway Management Strategy (formerly VSHREW) is developed and Regional Catchment Strategies and their supporting strategies are revised.

5. General CAP Review Findings and Recommendations

The following findings represent and interpret comments from all quantitative and qualitative responses and have varying degrees of application to all CAPs. Every effort has been made to reproduce the intent of submissions without quoting responses verbatim.

This section details:

Successes and Challenges across all CAPs

CAPs and the Delivery of Key Legislation and Policy

- CAPs within the Act
- Ability of CAPs to deliver the VCS and ICZM

The Role of CAPs Within Planning Systems

- CAPs, and coastal planning
- CAP synergy with statutory land use planning
- CAP synergy with strategic land use planning
- CAPs and other planning frameworks

CAPs and On-Ground Activities

- Land management
- Investment
- Indigenous cultural heritage

CAP Implementation

- The CAP Implementation process
- Priority Setting
- The role of collaboration and partnerships
- The need for a CAP champion
- Resourcing and capacity for CAP delivery
- Integration and alignment of CAPs with core business
- Evaluation of CAP outcomes

CAP mechanics

- CAP Structure and logic
- Consistency of CAPs

It should be noted that the recommendations in this Review were put forward in 2010, and that progress has already been made in some areas, such as the development of CMPs.

5.1 Successes and Challenges across all CAPs

5.1.1 CAP Successes

- CAPs provide a key mechanism to facilitate ICZM through their ability to bring stakeholders together and operate across different land tenures, including both public and private land, and across jurisdictions.
- The journey of CAP development has been a valuable process in bringing coastal stakeholders together to focus on matters of common interest.
- CAPs provide community engagement pathways and the principles upon which to base community action and education. This is particularly so for the Lorne, Anglesea and Warrnambool CAPs, and both the Estuaries CAPs.
- Lead agencies often consider CAP outcomes, strategic directions and actions in strategic planning and Crown land consents.
- The hierarchy of planning intended through the Act appears to be working effectively in that regional DSE staff advise that the current CAPs and VCS are consistently referred to within the Act consent process.
- Most CAPs have influenced planning schemes in the region. The development of the Regional CAPs through the Commonwealth Coastal and Marine Planning Program included specific reviews of planning schemes which resulted in the progressive revision of several schemes to align them with the Regional CAPs. CAPs are included as Reference Documents in most of the region's planning schemes.
- CAPs appear to have been most successful where their directions and/or actions have aligned with the core business and values of the decision-making organisation or the lead agent.

5.1.2 CAP Challenges

Many of the challenges inherent in the current CAPs stem from their age and sense of regional ownership. The following outlines primary challenges for all CAPs:

CAP Currency, Age and Relevance

- All CAPs were developed some years ago and respond to the issues and approaches in the 1997 and 2002 VCSs, rather than the VCS 2008. With the exception of the Glenelg CAP 2004, all other CAPs were developed with substantial or at least formative input from the 1997 VCS. While many of the issues in the CAPs remain

highly relevant, the documents have lost their currency and effectiveness as new issues have emerged, as coastal management has evolved and as staff turnover has occurred.

- As new initiatives have been developed, such as the Coastal Spaces Recommendations Report 2006, they have overtaken CAPs and diminished the influence of CAPs on strategic planning and decision making.
- The lack of emphasis on climate change and its effects within CAPs is a reflection of their age, and has been highlighted by a majority of stakeholders as a key issue which requires inclusion in a second generation of CAPs.

Planning and Strategy

- While the bulk of CAP issues remain compelling, the degree of alignment and linkage with new strategic planning documents is often low, and this is most relevant for the VCS 2008.
- There is no evidence that linkages between strategic planning and on-ground outcomes have improved as a result of CAPs' existence. Improved alignment between regional strategic outcomes and on-ground delivery for the coast should be explored.
- CAPs contribution to planning, delivery or effective investment in on-ground outcomes for coastal natural resource management reflects a need for improvement.
- CAPs have not responded to changes in Crown reserve management arrangements and provide an incomplete set of management activities for several areas due to time elapsed since their development.

Input and Ownership

- Ownership of CAPs amongst stakeholders varies widely. Exceptions include the Glenelg CAP and Skenes Creek to Marengo CAP where local ownership is high, but implementation is relatively low. Reasons for this have been reported as a lack of leadership and limited financial and human resources.

- In many cases, stakeholders suggest that community and agency ownership of CAPs was high during the development stage, but has reduced as CAPs have aged, funding has diminished or become more competitive to access, and staff members who possessed ownership have left organisations. Maintaining corporate knowledge and ownership within agencies is a key challenge in ensuring the on-going implementation and understanding of CAPs.
- Qualitative responses indicated that there is a general perception that CAPs are directed and implemented by the WCB. This appears to be a relatively recent phenomenon, as the CAP development process explicitly addressed ownership issues to facilitate directions and actions being owned and implemented by lead agents and communities across the whole region. Memoranda of Understanding (MoU) were signed with regional CAP lead agents in 2006 to remind partners of their lead agent responsibilities.
- Despite the signing of MoU in 2006 with lead agents of Regional CAPs, a critical factor in on-going CAP implementation is the awareness of individual officers and their personal interest in utilising CAPs. Institutional linkages to CAPs and institutional ownership of CAPs are not strong.
- CAP activities are often perceived as 'environmental' in nature. Land managers then report that consideration of the coast's social and economic drivers occurs in isolation from the majority of 'environmental' considerations within CAPs. Additionally, as the CAPs were seen to express a general bias towards environment-related activities, local governments tended to delegate oversight of CAPs primarily to environment staff which often resulted in a lack of engagement with land use planning processes. This further isolates the triple bottom line approach sought through the VCS and compromises planning outcomes sought by CAPs.



The demands placed on the Portland foreshore require integration and coordination (Photo by Glenelg Shire Council)

Funding and Capacity

- The level of funding targeted at early CAPs has not been replicated for subsequent CAPs. Funding for both planning and capacity is inadequate.
- Some actions require greater consideration and/or planning and thus consume time and financial resources at the expense of high priority but less challenging actions. This reduces delivery of overall CAP objectives and progress on actions. In particular, some actions need access to expertise which is lacking in the region or is expensive to contract from external sources.
- The frequency of, and time that elapses between, CAP IC meetings can inhibit implementation efforts. Funding to ensure adequate agency capacity is available to lead implementation and committee governance is essential to success.

5.2 CAPs and the Delivery of Key Legislation and Policy

CAPs are created pursuant to the provisions of the Act and are an integral component of its coastal planning hierarchy. Like the VCS, they have linkages with, and implications for, a broad range of legislative and policy objectives. The key policy matters that arise in the context of the Review include the delivery of the VCS and coastal climate change.

5.2.1 The Coastal Management Act 1995

CAPs are considered to have made a significant contribution to the implementation of the Act. Key issues include:

- The structure and content of CAPs has sought to implement the objectives of the Act at Section 4 and to deliver the specified contents of a CAP under Section 23. The age of CAPs has compromised their consistency with the VCS as envisaged through Section 4.
- The implementation of CAPs has been strengthened through the alignment of planning and coastal legislation, in particular the references to the Act and CAPs which are part of the State Planning Policy Framework and, therefore, part of all planning schemes.

5.2.2 Ability of CAPs to Deliver the VCS and Integrated Coastal Zone Management

- Feedback indicates that linkages between CAPs and the VCS are not clear or consistent. It is recognised that the VCS 1997 and then the VCS 2002 provided at least the strategic starting point, if not the full strategic context, for the current CAPs. While a degree of sub-regional or local variation in planning tools is desirable, the stated objectives of each CAP are perceived to be substantially different in format and content, further detracting from the links to the VCS and diminishing the potential to establish linkages between CAPs. This flows through to perceived differences in the intended outcomes between both the VCS and CAPs in general, as well as between individual CAPs.
- The development, implementation and review of CAPs and the VCS are not coordinated to deliver synergies across state level and regional planning. This presents a significant opportunity to improve coastal planning and management, and ensure both the currency of strategic planning and reduction in duplication of effort. There is an opportunity to align the CAP Reviews with the mid-term review of the VCS.
- Regular communication between stakeholders and the Board is seen as a critical driver for maintaining the CAPs linkage to the strategic policy position of the VCS.
- CAPs are not clearly seen as translating VCS principles for local land managers and community interests. This was raised in relation to several CAPs, in particular, the Glenelg CAP. The link between CAP objectives and the desired VCS outcomes are not clear or understood by many stakeholders.
- CAPs are not the only strategic planning mechanism for VCS delivery or having implications for ICZM. However, the key advantages of the CAP mechanism are that it is able to provide a process bringing different interests, tenures and jurisdictions together, and can apply at a range of spatial scales or themes.
- CAPs interpret the VCS in different ways. Responses suggest this is due to the varied age of CAPs and the different drivers responsible for CAP development. The relevance of the VCS to local actions, projects and partnerships could improve through communication and analysis of achievements and a more consistent CAP structure which focuses on interpretation of the VCS at the regional level.
- The alignment of CAP and VCS content and processes presents a significant future opportunity. It was noted by several respondents that the current VCS 2008 is more useful in some instances due to its currency, particularly for planning matters.

Recommendation 14

- a) Retain Regional CAPs as a central component of the coastal planning framework and refine them to deliver ICZM at a regional and sub-regional scale.
- b) Key stakeholders should work together to improve and clarify linkages between CAPs and the VCS.

Recommendation 15

The future role of CAPs and coastal Crown land management plans in addressing climate change issues should be considered and resolved by key stakeholders.

5.2.3 Climate Change Policy and Responses

The issue of climate change has risen to greater prominence since all of the current CAPs were developed. While several CAPs include references to sea level rise and other coastal processes affected by climate change, the current content of CAPs is not positioned to make a substantial contribution to the resolution of coastal climate change issues outlined in the VCS 2008. In addition, the current CAPs are unable to address emerging issues, such as, increased development pressure occurring in south-western Victoria due to the perceived security of future water supplies.

CAPs have been overtaken by recent developments in climate policy and understanding including:

- The revised climate change policy and guidance in the VCS 2008.
- The Future Coasts program and associated initiatives.
- The Coastal Climate Change Advisory Committee Report and associated changes to the planning system.
- The Victorian Climate Change White Paper.

The issue of climate change was raised repeatedly as a gap in current CAPs. Specific mention was made that CAPs currently lack a consistent mechanism or approach for assessing coastal hazards and risks. An example cited in responses is the "Coastal Priority Risk Assessment Tool". Given current policy directions, future CAPs will require specific linkages to the range of climate planning and policy.

Future CAPs have the potential to play a role in the resolution of future coastal climate change issues, though the function and extent of climate-oriented content requires further exploration to avoid duplication, ensure relevance and to be of value to decision-making frameworks. It will also be important to ensure that there are clear linkages between CAPs and coastal Crown land management plans to address climate change issues.

5.3 The Role of CAPs within Planning Systems

CAPs play a variety of roles in various planning systems. They have a statutory role within the planning hierarchy of the Act, complement statutory and strategic land use planning and have linkages with a range of other strategic planning processes.

5.3.1 CAPs, Coastal Management Plans and Coastal Management Act Consent

- CAPs comprise the second tier of planning in the Act and are intended to guide the development of Management Plans for coastal Crown land (CMPs) as defined under the Act.
- While CMPs are able to coordinate activities for a discrete parcel of coastal Crown land, they are unable to provide the necessary integration and coordination across tenures, jurisdictions and the public/private land interface to deliver ICZM.
- At the time of Review, there were no gazetted CMPs in the Western Coastal Region, though one was in preparation for Bells Beach and the approach was being considered for lands managed by the Otway Coast CoM and by the Warrnambool City Council.
- Through the Act, all works on coastal Crown land are required to be consistent with the VCS, CAPs and CMPs. DSE is the agency which administers the consent process and commented that the CAPs provide an essential level of detail to support the decision making process. This is supported by the Great Ocean Road Regional Strategy 2004 which required the WCB to review and implement CAPs to improve the management of parks and other public land in catchment and coastal areas (Action 1.3.2 on p16).
- Respondents have indicated that an improvement in consistency across CAPs would assist in the consideration of CAPs in the consent process.
- In the absence of approved CMPs in the Western Coastal Region, CAPs comprise the primary planning guidance and local information used in many municipalities by DSE as part of the consent process. While they are considered to be an essential component of the consent process,

there is a lack of capacity to facilitate engagement between the Department and key stakeholders in coastal planning and management.

- Challenges exist in delivering outcomes consistently across the coast due to the limiting of the consent process to public land and some perceptions that CAPs do not apply to private land. As such, there are tensions between planning mechanisms that apply to private land and the outcomes they provide which may compromise public land values through inappropriate development, increasing demand for access to public land and impacts on public land amenity. This issue requires greater focus in future planning arrangements.

Recommendation 16 (5.3.1)

- a) Linkages between CAPs, CMPs and the Act consent process should be clarified and enhanced by key stakeholders to deliver ICZM and the objectives of the Act.
- b) DSE should consider funding the preparation of CMPs to ensure that local levels of prescription are not lost.
- c) Relevant strategic directions and actions in Local CAPs should be incorporated into CMPs following the development of a second generation of CAPs.



Building the capacity of coastal stakeholders at the Western Coastal Forum 2007 (Photo by Steve Blackley)

5.3.2 CAPs and Statutory Land Use Planning

- Local CAPs were developed with an explicit intent to support local planning schemes and guide use and development opportunities for the coast.
- The development of the two Regional CAPs included specific reviews of planning schemes in each sub-region. These reviews were intended to ensure the CAPs would add value to existing planning schemes.
- The engagement in planning processes that resulted from CAP development led to the explicit inclusion of the Board as a body to be consulted in four of the region's six planning schemes. This provides the WCB with the opportunity to provide input regarding the consistency of proposals with the VCS and CAPs pursuant to Section 52 of the Planning and Environment Act 1987.
- CAPs were referenced in Clause 15.08 of the previous SPPF and continue to be referenced in the new format SPPF introduced in 2010. This plays a role in both statutory and strategic planning within the land use planning system.
- CAPs are now referenced in the SPPF at:
 - Clause 12.02-2 Appropriate development of coastal areas;
 - Clause 12.02-3 Coastal Crown land; and
 - Clause 13.01-1 Coastal inundation and erosion.
- CAPs support decision making through statutory land use planning mechanisms, such as planning permit applications and planning scheme amendments.
- While CAPs have played a role in a range of decisions, such as, the Great Ocean Green proposal at Apollo Bay and a proposed subdivision on primary dunes at Port Fairy, the use of CAPs in statutory planning has not been consistent and the ability of CAPs to be used in decision making appears to have a strong synergy with the wording included in the CAPs. Several agencies report that the current Regional CAPs are not always useful for decision-making through statutory planning mechanisms.
- CAPs have been included in local planning schemes in a range of ways, including through direct references in the MSS, as Reference Documents, and through requirements that matters be either consistent with, or consider, CAPs. This is one of the most useful and effective ways of facilitating the implementation and improving general awareness of CAPs, as it requires their consideration as part of all relevant land use planning decision making processes. CAPs have been explicitly included in all planning schemes in the region with the exception of the Surf Coast and Glenelg Schemes.

- Practitioners consistently respond that the legal status of CAPs should be stronger. Making CAPs Reference Documents for Planning Schemes could strengthen the legal basis of CAPs. This is lacking in the current objectives of Local CAPs.
- Feedback has indicated that the VCS may be more useful in some instances than CAPs due to its currency. However, some respondents see the VCS needing a further level of detail to assist in statutory planning to ensure the VCS objectives are achieved.
- CAPs appear to have been used primarily in statutory planning by local government, DSE and the WCB. Greater engagement is required with DPCD as a key partner in future CAPs.
- Feedback from some planners indicates that the currency of the VCS provides greater direction for some planning matters than the older CAPs are able to provide.

Recommendation 17

The Board should work with key stakeholders to refine the role of CAPs in statutory land use planning and facilitate CAP implementation.

5.3.3 CAPs and Strategic Land Use Planning

- As noted above, CAPs have been included in Clause 15.08 of the SPPF and are retained in several sections of the new SPPF, and have clear relevance to strategic land use planning. However, the issue of CAP age and currency have diminished their relevance for current coastal strategic land use planning where the VCS 2008 provides more up to date guidance.
- CAPs have been utilised by local government in the development of local planning policy and the revision of planning schemes to improve relevant sections of the scheme. The Moyne C21 amendment is a good example of the strategic direction from a CAP being enshrined in a planning scheme.
- As noted above, CAPs are included in several planning schemes, either generally or as Reference Documents, to add to the strategic guidance of particular elements of the Local Planning Policy Framework, zones and overlays.
- The articulation of issues at different scales from higher level strategy through to more prescriptive actions is reported to have limited the ability of CAPs to respond to emerging issues. The static nature of CAPs is perceived to have limited their responsiveness to emerging issues.
- Capacity within organisations to undertake the necessary strategic planning to implement CAPs through integration with local planning policy is a key challenge. Generating the capacity required for advocacy to achieve this is challenging for the Board.

- One response suggested that the Board could support multiple local government authorities by identifying strategic gaps in planning schemes. This could flow from the work undertaken through the Coastal Marine Planning Program (CMPP) in 2000 and should form part of the investigation of scoping into a second generation of CAPs. This will inform the need for CAPs to be written so that they have clear linkages and synergies with planning schemes and are able to be easily integrated into the scheme.
- As with statutory planning, the manner in which CAPs are written and the issues which they address impact on their ability to be utilised for strategic land use planning. Those CAPs, or parts of CAPs, which translate easily appear to be most readily embraced by planners.

Recommendation 18

The Board works with key stakeholders to refine the role of CAPs in strategic land use planning and facilitate CAP implementation.

5.3.4 CAPs and other Strategic Mechanisms/Approaches

As noted earlier, CAPs are not the only mechanism that delivers the VCS. In this light, CAPs need to have clear linkages with other planning processes and complement them where possible. Issues arising from relationships to other planning frameworks include:

- A key role of the WCB has been to advocate for the adoption of VCS and CAP objectives and actions in the range of strategic planning processes occurring in the region. This has been undertaken through participation in initiatives at a number of levels.
- Section 5.6 Coastal Areas of the Glenelg Hopkins RCS 2003-2007 seeks to achieve its Resource Management Action Targets solely through dedicated implementation of the VCS, Regional CAPs, Local CAPs, and the Coast Action/Coastcare program in its region.
- The GORRS sought to promote closer liaison between CMAs, local councils and the WCB in planning activities to ensure coordination, consistency and stronger integration between catchment and coastal management strategies and council planning schemes (1.3.1 p16).
- Despite strong progress in integration of planning, the increasing complexity of the planning system requires stronger links between the various documents relating to coastal, estuarine and marine planning and management to provide greater coordination and integration. Some responses have suggested that too much integration may have compromised the ability of CAPs to respond to emerging issues.

- Any future CAPs will require a detailed strategic analysis to determine their scale, scope and approach so that they complement and add value to existing plans. This issue should consider matters of process, such as, improving collaboration, as well as, issue-based content.
- Key initiatives for alignment include:
 - The opportunity to improve linkages between CAPs and RCSs through the RCS Guidelines and pending revision of RCSs in 2012;
 - The Regional Strategic Planning Initiative and development of Regional Blueprints will have implications for the development of the region and key issues which affect future development; and
 - Sustainable Water Strategies seeking to address a range of issues and have important implications for the health of coastal waterways and the supply of water to coastal towns and land uses.
- Some responses suggest that NRM and coastal planning frameworks may duplicate the delivery of coastal outcomes.
- As noted earlier, the existing CAPs have generally been overtaken by the evolution of other planning approaches that deal with current issues. Some local government strategic plans are seen by stakeholders to be more relevant than the existing CAPs due to their currency.
- Other frameworks are not considered appropriate to deliver the integration and coordination required for ICZM, particularly at the spatial scales to which CAPs are able to be applied. However, greater alignment of CAPs with other contemporary mechanisms is essential. Key users of the CAPs and VCS should be required to invest time and funding into improving this process.

Recommendation 19

The Board should investigate and improve the alignment and integration of CAPs and the VCS with relevant regional and local strategic planning mechanisms, particularly RCSs, in partnership with key stakeholders.

5.4 CAPs and On-Ground Activities

5.4.1 CAPs and Land Management

CAPs play an important role in coastal land management. Key issues arising from feedback and discussions include:

- As noted earlier, the role of CAPs in interpreting the VCS within a regional context for application on the ground via CMPs has not been sufficiently tested as at the time of writing there were no existing CMPs in the region.
- Local CAPs have often been used as *de-facto* CMPs due to their often prescriptive nature and the absence of formal CMPs under the Act. While it is noted that several CMPs are being developed in the region, primary reasons for the apparent historical aversion to CMPs in the region include a lack of capacity to undertake the work, the requirement to develop a three-year business plan, and uncertainty regarding the necessary information required by DSE. Further consideration should be given to DSE providing greater support to land managers to develop CMPs, to extending the timeline for CMP business planning to five years to align with VCS and CAP timelines, and to ensuring the provision of best practice information.
- Land managers report that several Local CAPs provide a level of detail necessary for their work, and DSE report using CAPs consistently in assessing applications for Coastal consents. This level of detail is seen as necessary for effective land management, though it is recognised that a CAP may not be the best mechanism to specify detailed actions. However, land managers generally recognise that CAPs provide an opportunity to coordinate land management across different tenures.
- Though the level of detail in Local CAPs has assisted land managers, it has been criticised by others looking to CAPs for strategic guidance on other issues.
- CAPs have been used regularly by most land managers in the region. The notable exception is Parks Victoria, which operates within its own planning framework as CoM for land listed through the *National Parks Act 1975* and other parcels of coastal Crown land, such as the foreshore at Port Campbell.
- CAPs have provided opportunities for adjacent land managers to come together and align programs, yet linkages between neighbouring land management arrangements requires additional focus in future land management arrangements.
- Funding and capacity for land managers is not evenly spread. While well-resourced land managers are able to progress implementation of CAPs, the implementation of CAP actions by smaller CoMs with less funding presents a challenge and requires dedicated support from DSE and local government where the local council is not CoM.

- As noted earlier, CAPs have been perceived as being public land management documents. An opportunity exists to improve linkages between coastal Crown land management and the management of both natural and built assets, particularly in light of the pre-eminence of climate change threats.

Recommendation 20

- Regional CAPs should be revised to provide sub-regional guidance for the development of coastal Crown land management plans (CMPs) and improved linkages between the VCS, CAPs and CMPs.
- DSE and key stakeholders should continue to improve the level of support for the development of CMPs.

5.4.2 The Role of CAPs in Guiding and Facilitating Investment

CAPs have generally played a supporting role in guiding investment in dedicated natural resource investment through project applications for Commonwealth and State programs, such as Caring for our Country and the Victorian Investment Framework. The Review found that:

- Land managers, including local government, have used CAPs to support investment and funding applications for a wide range of activities, including natural assets, access, infrastructure and planning.
- Future CAPs have the potential to play a significant role in directing investment. Examples include:
 - A key purpose of the Western Victoria Boating CAP (in preparation) is to guide investment in a regional network of boating facilities;
 - The State Government's Marine Energy Discussion Paper 2010 highlighted a potential role for CAPs in resolving competing demands to facilitate energy development on the coast; and
 - The Coastal Climate Change Advisory Committee is considering a role for CAPs in climate planning.

Recommendation 21

The role of CAPs in facilitating investment should be included in future scoping investigations for revised Regional CAPs.



The Apollo Bay Harbour plays a critical role on the Apollo Bay foreshore and in the region (Photo by Colac Otway Shire)

5.4.3 Indigenous Cultural Heritage

- As required by the VCS, the Traditional Owners, Registered Aboriginal Parties (RAPs) and RAP Applicants in the region were consulted in the review process. Dedicated meetings were sought to discuss the preliminary recommendations in May 2010. This consultation highlighted a range of issues for the management of indigenous cultural heritage, particularly in the effective engagement of indigenous interests in coastal management and planning.
- All groups experience a significant lack of capacity to engage effectively with the various strategic and on-ground activities with implications for cultural heritage management. This includes a need for indigenous people to be engaged at the start of all projects, at consistent stages through projects and having an ongoing role in monitoring post-construction and use effects. The Board views this as a particularly important issue which warrants resolution.
- The exploration of opportunities for CAPs to link to the Cultural Heritage Management Planning (CHMP) process was suggested by Aboriginal Affairs Victoria.
- The Glenelg CAP was highlighted as playing a role in assisting with the resolution of the Convincing Ground development.
- Opportunities for capacity building within indigenous groups are very limited, and a lack of capacity for succession planning for effective representation and advocacy presents significant risks to achieving cultural heritage obligations.
- A fundamental point which requires recognition in future coastal planning, is the need to provide for indigenous access to the coast so that cultural activities can be practised and not lost. Indigenous people are often highly disadvantaged in the context of housing affordability, and experience difficulties in being able to travel to the coast. If people cannot afford to either travel to or live on the coast, they are unable to continue practising their culture.

Recommendation 23

Key stakeholders should work collaboratively to improve the engagement of Traditional Owners, Registered Aboriginal Parties and indigenous stakeholders in coastal planning and management and build their capacity to engage.

5.5 CAP Implementation

5.5.1 The CAP Implementation Process

- Through the 2005-06 reviews of CAPs, Implementation Plans (IPs) were drafted for outstanding and relevant actions in most CAPs. ICs were established for Regional and Estuaries CAPs and convened by the Board through 2005-07.
- MoU were signed between the Board and key regional CAP action lead agents in early 2006.
- Implementation Plans were subject to progress reporting, while priority-setting was undertaken by the ICs as a focus for implementation effort.
- Existing Implementation Plans have not been updated by ICs since March 2007, largely due to the loss of WCB capacity to focus on CAPs. Draft Implementation Plans for Local CAPs have not been completed due to this lack of capacity.
- The dedicated Implementation process is considered to have been successful in bringing stakeholders together to discuss project opportunities and strategic alignment to deliver CAPs. However, ICs were challenged by not being able to directly fund initiatives, by the capacity available to participate in the process, and by the level of resourcing available from WCB to facilitate the implementation process across all CAPs.
- Some responses indicated that the WCB needs to make its role in facilitating CAP implementation through convening ICs more of a priority, and ensuring that the ICs meet more regularly to update Implementation Plans, monitor progress, incorporate findings from reviews, make any necessary adjustments and drive their implementation.
- Issues of duplication of effort were raised by some stakeholders who felt that CAPs could be implemented by a group with additional responsibilities. This was partly addressed by the delegation of IC status for the SW Estuaries CAP to the Glenelg Hopkins Coastal and Marine Technical Working Group.

Recommendation 24

Capacity to facilitate CAP implementation and advocate for effective ICZM should be delivered through a second generation of CAPs.

5.5.2 CAP Priority Setting

Feedback from stakeholders participating in the CAP reviews highlighted the need for a more effective priority-setting approach during the planning and implementation stages, including a mechanism to continually review and adjust priorities.

Issues identified include:

- The frequency and period between IC meetings, and the static nature of Implementation Plans limits the effectiveness of implementation activities.
- There is currently limited capacity, resourcing or willingness amongst stakeholders to implement CAP actions unless they are agency core business or a responsible officer has developed a professional and/or personal interest in the actions.
- CAPs are perceived as somewhat inaccessible to stakeholders. The perceived lack of consistency in structure, direction, scope, scale, level, etc, inhibits effective priority-setting and thus implementation.
- Respondents support some form of priority setting and indicate that CAP delivery is improved when stakeholder discussions and effort are focussed on priority activities.

Recommendation 25

The Board should develop a simple, consistent and transparent priority-setting approach for CAP implementation. This will build on existing coastal implementation processes and be aligned with the core business and corporate planning of lead agents and partners.

5.5.3 CAP Collaboration and Partnerships

- Respondents consider partnerships for delivering the CAPs are strong where the capacity of land managers exists to participate and foster partnerships. Capacity for delivery often exists through adequate funding and/or various business drivers aligned to the CAP actions. For example, all CAPs have weed, vegetation and erosion management actions listed. The land managers which show greatest interest for these types of activities is often a CoM which has obligations to address these issues and capacity to take action.
- Coastal managers perceive they are instructed toward outcomes by government rather than having the opportunity to negotiate outcomes based some shared understanding of coastal values. Figure 6 in the CW and SW Estuaries CAPs was cited as being typical of hierarchical approaches by government.
- A lack of understanding of the roles and responsibilities of each stakeholder further hinders collaboration and partnerships between stakeholders.
- Respondents observed that the CAP ICs generated a collegiate atmosphere conducive to partnerships and collaboration.
- While formal MoU were signed with key lead agents, the effects of this increased awareness were not long-lasting and did not make their way into the organisational processes of signatories. Further consideration of capacity to facilitate MoU or Statement of Obligations processes and how to embed them in corporate planning is required, as was sought through the WCB's Coastal Priorities project.

Recommendation 26

- a) Improve awareness and understanding of organisational roles and responsibilities within and between organisations involved in coastal planning and management.
- b) Consider the refinement of the Coastal Priorities for Victoria's West Coast project to support collaboration in the development of new CAPs and priority-setting.

5.5.4 The Need for Ownership and a CAP Champion

- CAP ownership has emerged as a critical issue in their success. The issue of ownership operates at three levels: the ownership of the CAP by organisations, the level or ownership by officers and individuals, and the ownership by the general community. Key elements for ownership include:
 - Organisational linkages that maintain the currency of actions and directions within both the decision making processes and the people who drive them;
 - The ownership by the individual or officer within an organisation which does not rely on the degree of formal organisational recognition. Individual ownership is often reliant on personal/professional interest but can depend on that person's involvement in the development of the CAP and length of service with an organisation; and
 - The degree to which the community and more "peripheral" stakeholders have been engaged through the various stages of the CAP's life cycle.
- All CAPs need a driver to motivate and empower lead agencies consistent with statutory roles. Responses indicate that the Board occupies the best position to take on this role and that there is a clear need and expectation for this to be done by the Board. This is seen as a key mechanism for improvements for integration and delivering efficient coastal outcomes.
- There is a need for a CAP champion to lead CAP accountability and enforcement, as well as, play a key role in motivating lead agents and other stakeholders to deliver on actions and be consistently involved. There are currently very few opportunities to enforce CAP actions, directions and accountability.
- Respondents perceive that CAPs are low priority for the Board and that the Board is not driving or managing CAPs. They point to a lack of meetings, preparation of progress reports, and communication on progress of CAPs actions/ objectives. Several responses highlighted that support from the Board has not met expectations. Responses provide comment that CAPs lacked a delivery champion or at least an organisation to help promote and foster partnerships.
- The Board notes that early Local CAP development commenced in most cases with an understanding that the local land manager or municipality would be the coordinating body with assistance and support from the Board. This view is supported by the degree of involvement in early stages by such parties. However, it appears that these understandings were those of the officers and not the organisations, and was not communicated or entrenched when those staff members or Councillors and Board members vacated key positions

within CAP governance structures.

- CAP implementation processes were focussed on agencies and local government and may have missed opportunities to engage communities. This should be improved community involvement through future CAP implementation process.
- Many comments link resourcing and capacity with CAP coordination, implementation and advocacy. Future CAPs require a clear coordination agent to facilitate implementation.

Recommendation 27

Second generation CAP scoping studies should investigate:

- a) Approaches to improve community engagement and representation in the cyclical process of CAP development, implementation and review.
- b) Opportunities to improve the institutional ownership of CAPs.

5.5.5 Resourcing and Capacity for CAP Delivery and Facilitation

- Adequate resourcing and capacity to support lead agents deliver on CAP responsibilities is seen as critical by all parties.
- Resourcing has changed significantly since the commencement of CAPs in the region. Funding for the delivery of key actions in early CAPs was provided by the State Government – the Lorne CAP 1998 received approximately \$1.2m for implementation, while the Waterfront Geelong CAP attracted in the order of \$17m. This precedent for implementation funds is considered to have contributed significantly to the early momentum to develop CAPs in the region. Funding is now highly competitive and diverse and less readily available.
- Capacity has changed over the lifetime of the current CAPs. In the late 1990s, there was a general lack of strategic coastal planning which led to the development of CAPs. This was supported by a large funding program assisted by Commonwealth programs, such as, the Coastal and Marine Planning Program, which led to focussed coastal planning positions and projects. While the level of capacity has increased in several areas, so too has the complexity of coastal issues, resulting in significant capacity challenges across the region to deliver ICZM.
- As noted earlier, the alignment of CAPs with organisational core business is believed to have a direct

influence on resourcing and capacity for CAP delivery.

- Generally, respondents consider that there is a low level of understanding in local government, including Councillors and staff, of the inter-relationship between Local CAPs directions and actions and the core responsibilities of municipalities, particularly through the planning system. This perceived lack of understanding influences the motivation of staff to use CAPs in planning and decision-making.
- As noted earlier, there have been significant changes in governance and staff since the creation of CAPs, and this is considered to have had a substantial effect on CAP ownership, understanding and commitment within all organisations.
- Respondents perceive CAPs, in some instances, as another under-resourced, overly optimistic strategic plan. Motivations are reported to diminish as staff members become familiar with these documents, assimilate elements of the CAP into the body of other documents which guide decision-making and then link this to existing business practices.
- The number of CAPs for the West Coast (ten plus a Boating CAP) is considered excessive by some respondents. The WCB is not resourced to adequately facilitate, monitor and report on the implementation of each of these CAPs.
- As noted earlier, building capacity in the indigenous community is considered to be a significant challenge which warrants attention.
- Given the recognised benefits of IZCM and the delivery of the VCS for outcomes across the triple bottom line, future CAPs should be adequately resourced across all aspects of their life cycle.

Recommendation 28

- a) The Board should work with Government, VCC, other RCBs and DSE to ensure that coordination, implementation and advocacy activities for future CAPs are adequately resourced.
- b) Improve capacity for the Board to drive and facilitate CAP implementation throughout the duration of CAP program delivery.

5.5.6 Integration and Alignment of CAPs with Core Business

- Alignment of CAPs with lead agent core business and corporate planning mechanisms is considered essential to ensure there is on-going support for the development and implementation of ICZM through CAPs.
- Several responses indicated that 'coastal outcomes' are not core responsibilities for the land manager. These responses further articulated that there is a common perception that 'coastal outcomes' equates to having a 'clean beach/ coastline'.
- Future delivery of CAPs would be greatly improved by assisting lead agencies to incorporate CAP directions and actions into their core business policies and documents. Examples of such include corporate plans, business plans, planning schemes, or other strategic and operational planning tools, such as, local management plans.
- A number of respondents advise that CAPs are not considered to have integrated delivery with other programs, as they have not:
 - Provided a strategic process for assimilating information and local knowledge to help to define the locations and issues for coordinating action;
 - Justified business cases for ensuring the actions achieve the desired coastal outcomes;
 - Focused on on-ground project based partnerships since the start of CAPs; and
 - Provided guidance on effective monitoring or evaluation of coastal activities or trends in condition.

Recommendation 29

The Scoping process for second generation CAPS should examine opportunities to improve the alignment of CAP actions with the core business and corporate planning processes of key stakeholders.

5.6 CAP Evaluation

- The successes and weaknesses of CAPs require dedicated effort in evaluation and communication. The effect CAP actions and activities have on improving the coast is not rigorously measured across all outcome areas and thus is not always apparent. In particular, this applies to coastal planning and management activities.
- The EstuaryWatch programs coordinated by the Glenelg Hopkins and Corangamite CMAs are notable exceptions and provide significant benefits for understanding of resource condition and community ownership.
- Feedback indicates that CAP evaluation is poor and requires improvement. The interim and five year statutory review process is not considered adequate for adaptive management and operates on too long a cycle for effective use of continuous improvement principles.
- Lead agencies are not resourced to review or communicate the achievements and positive outcomes of the CAPs.
- A clear monitoring and evaluation process is required which adds value at all stages of CAP development, implementation and review. This role should be the responsibility of the coordinating agency and will require significant input from lead agents.
- The development of a Report Card for CAPs may assist with developing momentum and accessibility to CAP information.
- Evaluation would benefit from changes to the “pitch” of CAP actions so that expectations are clear in relation to actions which are ‘overarching’ and/or ‘strategic’ and require a more qualitative evaluation, and those which are “SMART” and require a more quantitative approach.

Recommendation 30

Develop a monitoring and evaluation process for revised Regional CAPs and investigate the resourcing required for it to be undertaken.

5.7 CAP Mechanics

5.7.1 CAP Structure and Content

- Definition of roles and assignment of lead agency for CAP delivery is not working in all actions in Regional or Local CAPs. Responses expressed that there is uncertainty regarding which organisation is responsible for achieving CAP objectives, and this is exacerbated by changes in agency responsibilities over time. It highlights the need for CAP currency.
- Stakeholder perceptions of the suitability of the level of prescription in CAPs vary widely. This perception appears dependent on the scale and level at which the respondent operates and the scale and context in which the CAP being used.
- The level of prescription is not consistent across CAPs, causing some confusion regarding the role of CAPs within strategic and on-ground frameworks for planning and action.
- A few responses note that actions which require a combination of technical expertise, further planning, guideline preparation and/or community engagement inhibit the achievement of CAP objectives. These actions can consume financial and human resources at the expense of other high and medium priority actions. The net effect results in additional pressure on limited funding and capacity. Respondents believe this contributes to lower levels of progress on actions and, therefore, not meeting CAP objectives. This may impact on overall enthusiasm for, and uptake of, CAPs.
- Except for both Estuaries CAPs, some on-ground actions do not reflect the findings or practices emerging from recent research and investigation. This supports the need for CAPs to operate at a strategic level and avoid prescriptive actions which can quickly become dated.
- The Toolkit for Estuary Management in the Estuaries CAPs is seen as being very useful and has filled a significant gap in estuary management advice. The Toolkit is part of daily decisions for land managers in coastal area and estuary management.
- Future CAPs should be designed with a clear understanding of the way the document will be used and with strong organisational ownership from the community of users.

5.7.2 Consistency of CAPs

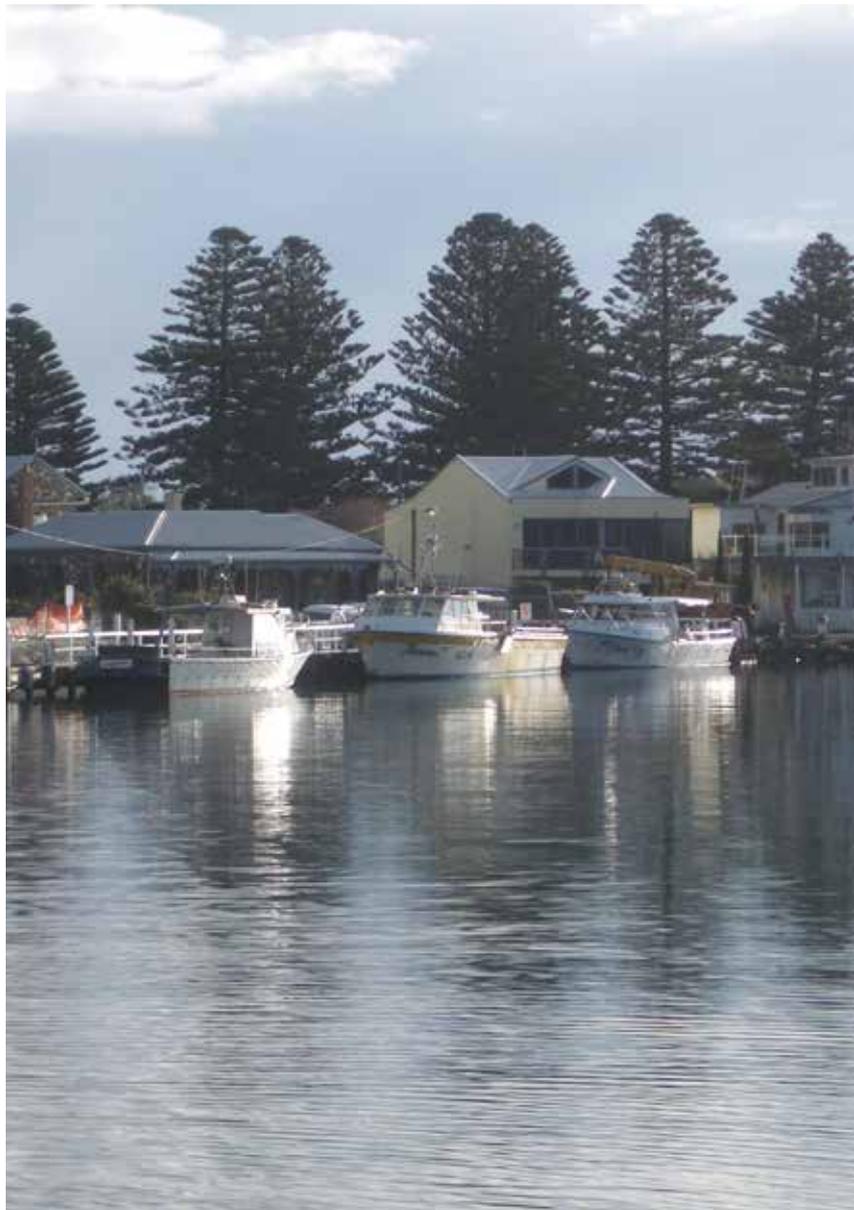
- The timelines and participation of different stakeholders in CAP development resulted in some differences between documents. However, the structures for local and Regional CAPs bear some important similarities, and perceptions of difference may be related to differences in design.
- A 'second generation' of CAPs is one of the expectations of several key stakeholders. Feedback indicates that the current differences in structure and content affect opportunities to leverage efficiencies through CAPs and this issue will be addressed by improving consistency in future CAPs.
- There are a range of differences between CAPs across the Victorian coast that cover similar issues. The Gippsland Coastal Board (GCB) has proposed a process for 'parallel' CAPs to integrate coastal planning and management of major VCS themes in the context of climate change and this opportunity should be explored by the WCB as a key partner.

An opportunity exists for greater consistency between CAPs. This may:

- Result in a consistent approach to CAP development and implementation across the State, resulting in improved RCB capacity to develop structure and strategic content for CAPs.
- Improve regional context and content, and alignment with State policy.
- Assist engagement and gain knowledge held by cross-regional stakeholders.
- Generate capacity challenges for RCBs and require dedicated funding and/or strong partnerships to ensure capacity is available.

Recommendation 31

- a) The WCB should work with the VCC and key partners to establish the scoping of a second generation of CAPs which includes the development of State-wide approaches to emerging issues.
- b) The WCB should work with the VCC and other stakeholders to develop a consistent template for a second generation of CAPs.



Moyne River at Port Fairy (Photo by Steve Blackley)

6. Conclusions

This review has found that CAPs have been very successful in that they have provided a valuable mechanism for stakeholder collaboration, planning and implementation to deliver ICZM on the west coast of Victoria. The findings and recommendations outlined in this review reveal the key successes and learnings from the CAP process and conclude that a second generation of revised Regional CAPs is required to deliver ICZM and facilitate the implementation of the VCS 2008.

Key Findings

Key findings arising from this review include:

- Regional CAPs have achieved a high degree of implementation and provide one of the few planning mechanisms at regional scale which can bring different interests together across land tenures and jurisdictions to develop coordinated and integrated programs and approaches. The current Regional CAPs should be revised in partnership with regional stakeholders.
- Most coastal stakeholders support the development of some form of regional strategic coastal planning mechanism to provide cross tenure direction and further integration of the VCS with relevant strategic and organisational planning approaches.
- Adequate guidance for local coastal planning should be provided through these revised Regional CAPs.
- Estuaries CAPs have been highly successful, with their guidance and framework for estuary management planning being a valuable tool for a range of estuary managers. The Estuaries CAPs should be incorporated into the next RCSs. The framework and guidance provided by Estuaries CAPs should remain available for estuary planning until that time.
- Local CAPs have been highly successful, yet are not considered sufficiently strategic in nature to remain as approved CAPs and should be withdrawn upon the approval of revised Regional CAPs. However, the Local CAPs contain a range of strategic directions and actions which remain valid, and these should be incorporated into the revised Regional CAPs, Local CMPs and other relevant planning tools.
- There is a clear need for local coastal planning through coastal Crown land management plans.
- Perceived inconsistencies between the VCS and CAPs by some stakeholders due to the renewal of the VCS in 2008, currency of CAP content and loss of corporate knowledge within lead agent organisations have resulted in a lack of ownership and interest by some current agency stakeholders.
- CAPs provide a focus for public participation in coastal management and act as an effective vehicle for community engagement. A central benefit of the CAP process is the increased communication and collaboration amongst stakeholders that resulted through CAP development and the implementation of several CAPs. However, support is needed to empower the Board to lead and direct the CAP process, to facilitate engagement of regional stakeholders with the CAP process, and to ensure its success.
- Stakeholders noted that funding and capacity are key drivers for the successful implementation and ownership of CAP directions and actions, and without this support the effective use and implementation of CAPs is challenged.

Regional CAPs

A process to revise Regional CAPs is considered essential to deliver the outcomes sought by the Act and VCS 2008. There is clearly potential for two sub-regional CAPs in recognition of the different environments, demographics and economies of the Western Coastal Region that exist generally either side of Cape Otway.

The following opportunities should be considered for a next generation of Regional CAPs in the region:

- An articulation of key regional themes and issues, including the interpretation of the VCS 2008 at a regional scale.
- Guiding principles to deliver ICZM at sub-regional scale.
- A thematic and municipal spatial framework that applies the principles and the necessary guidance to address ICZM issues at a regional and local scale.
- A discrete section for each municipality to provide the integration and coordination between different land tenures, jurisdictions and public/private land.
- Clear relationships between regional and local planning mechanisms, including coastal Crown land management plans.

- Collaborative implementation arrangements.
- Effective monitoring, evaluation and reporting arrangements.

The consideration of these and other issues will require a dedicated scoping and revision process.

Importantly, until the process to scope and then develop the next generation of CAPs is complete, the existing CAPs will continue to operate as current coastal planning documents until they are withdrawn by the Minister.

Where content may be dated, the VCS 2008 is expected to provide high level guidance on coastal issues.

The development of future CAPs presents an exciting opportunity for the delivery of ICZM in the Western Coastal Region. The pressures on this spectacular part of the Australian coast are expected to increase in their complexity and urgency, and CAPs offer a mechanism to bring together all coastal stakeholders to address these issues in a collaborative manner.



Storm surge washes over the Great Ocean Road at Apollo Bay in 2005 (Photo by Otway Coast Committee of Management)

7. Priority Recommendations

Priority Recommendations

The following priority recommendations have been identified by the Board:

Recommendation 7 (Section 4.1.7)

- a) Regional and local stakeholders should determine which elements of Local CAPs are outstanding and relevant in consultation with the Board, and identify a suitable translation of strategic directions and actions into regional and local coastal planning mechanisms.
- b) The development of revised Regional CAPs should consider the inclusion of a dedicated municipal section to ensure the consideration of both VCS and regional issues, and provide improved guidance for the development of CMPs.

Recommendation 10 (Section 4.2.3)

The process to revise Regional CAPs should:

- a) Consider the inclusion of a scoping study which examines the matters to be addressed by future Regional CAPs and linkages to other strategic planning mechanisms.
- b) Be aligned with the VCS 2008 mid-term review and the development of the VCS 2013.
- c) Ensure adequate capacity is available within the Board and key partners to facilitate the implementation of Regional CAPs once they are developed.

Recommendation 13 (Section 4.3.3)

Retain the planning framework and guidance provided by Estuaries CAPs to support the development of management planning approaches for outstanding and minor estuaries until the Victorian Waterway Management Strategy (formerly VSHREW) is developed and Regional Catchment Strategies and their supporting strategies are revised.

Recommendation 14 (Section 5.2)

- a) Retain Regional CAPs as a central component of the coastal planning framework and refine them to deliver ICZM at a regional and sub-regional scale.
- b) Key stakeholders should work together to improve and clarify linkages between CAPs and the VCS.

Recommendation 16 (Section 5.3.1)

- a) Linkages between CAPs, CMPs and the Act consent process should be clarified and enhanced by key stakeholders to deliver ICZM and the objectives of the Act.
- b) DSE should consider funding the preparation of CMPs to ensure that local levels of prescription are not lost.
- c) Relevant strategic directions and actions in Local CAPs should be incorporated into CMPs following the development of a second generation of CAPs.

Recommendation 20 (Section 5.4.1)

- a) Regional CAPs should be revised to provide sub-regional guidance for the development of coastal Crown land management plans (CMPs) and improved linkages between the VCS, CAPs and CMPs.
- b) DSE and key stakeholders should continue to improve the level of support for the development of CMPs.

Recommendation 28 (Section 5.5.5)

- a) The Board should work with Government, VCC, other RCBs and DSE to ensure that coordination, implementation and advocacy activities for future CAPs are adequately resourced.
- b) Improve capacity for the Board to drive and facilitate CAP implementation throughout the duration of CAP program delivery.

Appendices

66

Appendix A – CAP Review Process

66

Appendix B – CAP Implementation Processes

67

Appendix C – Summary of May 2010 Additional Consultations with Key Stakeholders

68

Appendix D – Status of CAP Actions

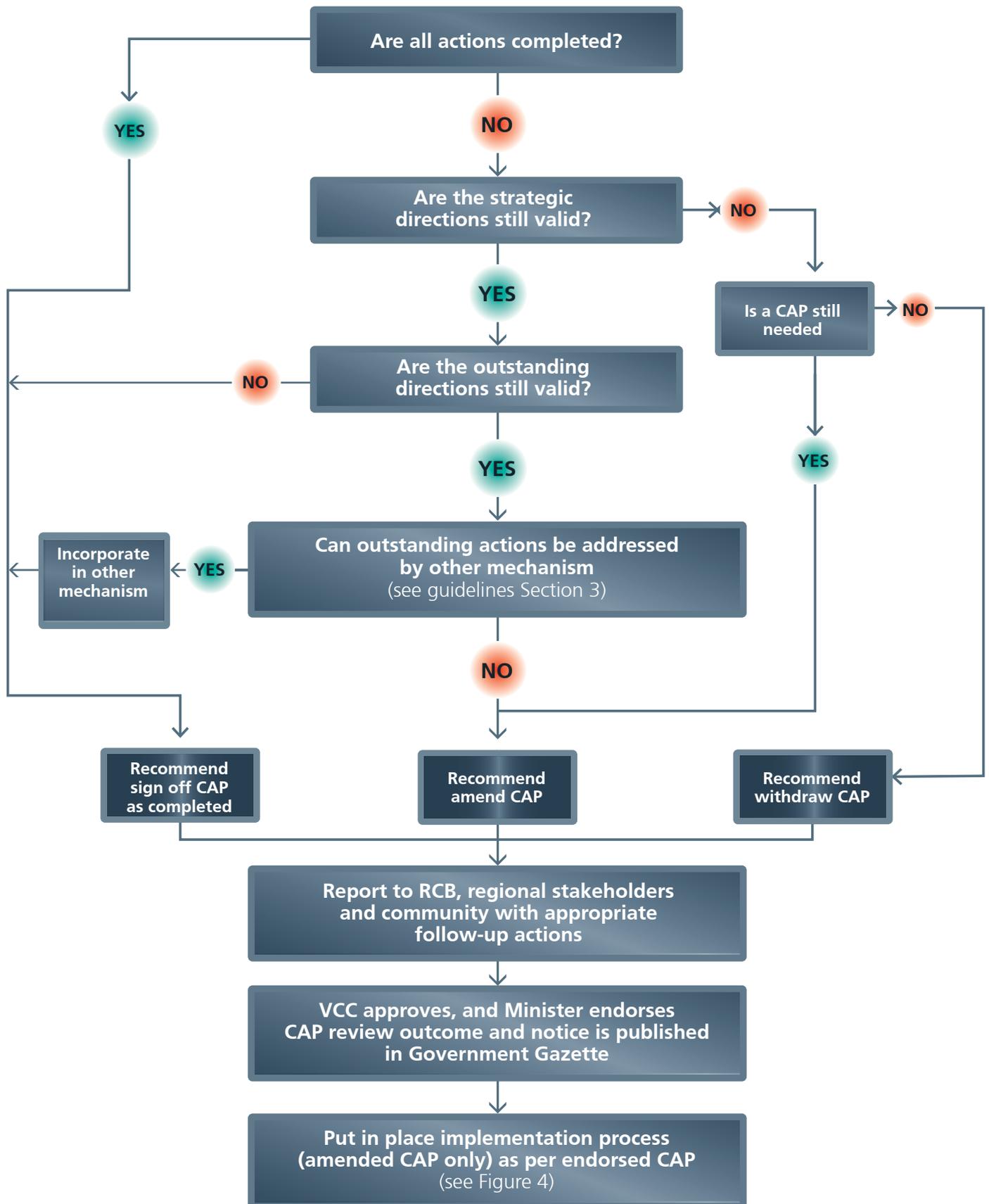
Available at www.wcb.vic.gov.au



View from Urquarts Bluff (Photo Margot Harrison)

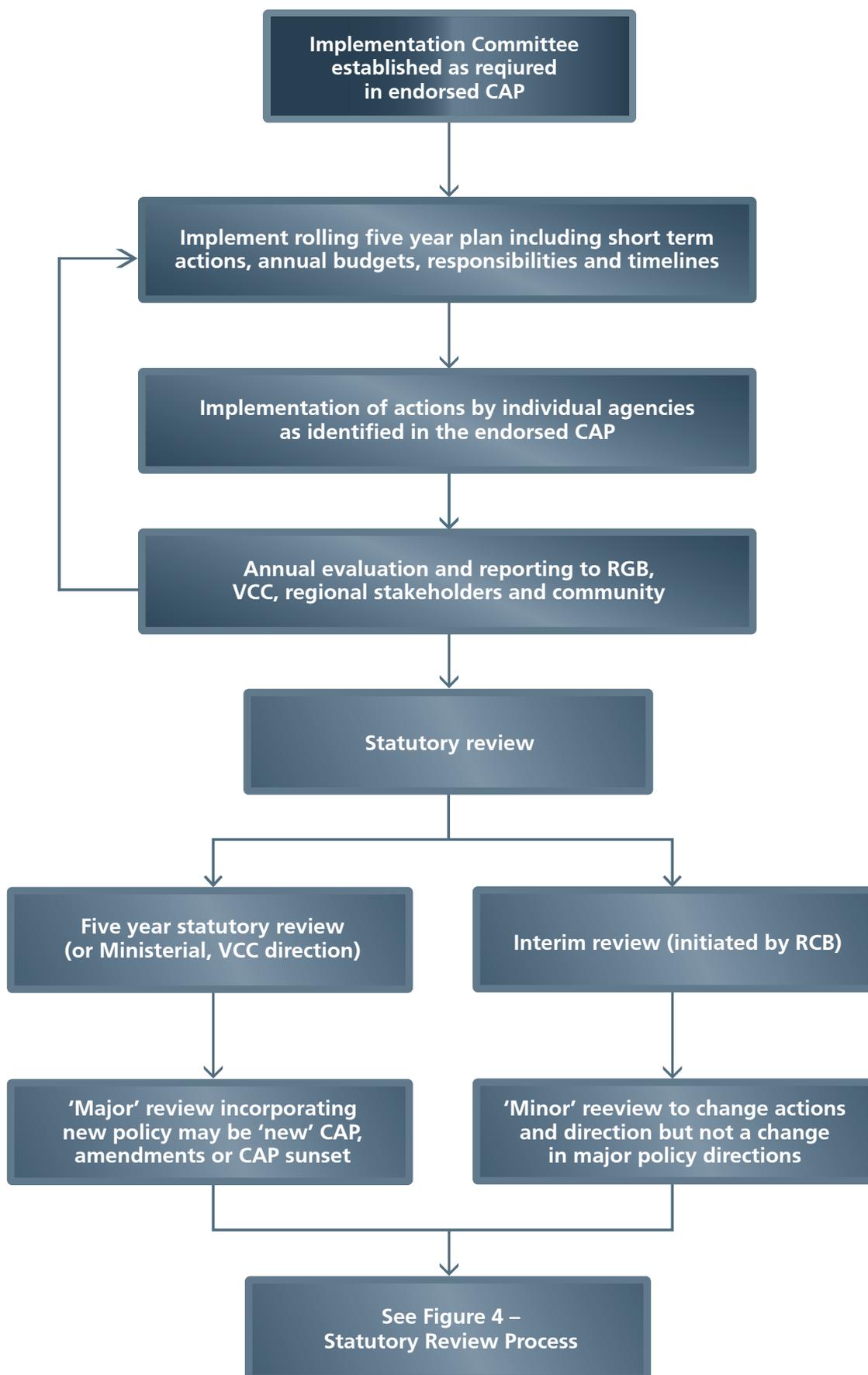
Appendix A - CAP Review Process

(Source: CAP Guidelines, VCC 2005)



Appendix B – CAP Implementation Processes

(Source: CAP Guidelines, VCC 2005)



Appendix C – Summary of May 2010 Additional Consultations with Key Stakeholders

Issues	Local Government	Land Managers	Catchment Management Authorities	Other Agencies	General Stakeholders	Indigenous Organisations	Overarching Issues	Western Coastal Board Response
Factors contributing to CAP success	<ul style="list-style-type: none"> Themes in CAPs have assisted funding bids CAP aligned to lead agent core business Specific funding available Content provides good support for issue resolution Inclusion in planning schemes 	<ul style="list-style-type: none"> Level of prescription in Local CAPs 	<ul style="list-style-type: none"> Estuaries CAP provided framework for developing individual estuary management plans Implementation meetings encouraged collaboration and coordinated approaches 	<ul style="list-style-type: none"> CAP alignment with lead agent core business Collaboration promoted through development and implementation 	<ul style="list-style-type: none"> Generally early community ownership Funding and capacity availability at the right time 	<ul style="list-style-type: none"> CAP implementation process, CAP Implementation Committees, Mous Funding and capacity were consistently highlighted as key issues Linkages with other strategic planning documents Linkages and alignment of strategic direction and actions with lead agent core business 	<ul style="list-style-type: none"> The review will reflect that the next generation of CAPs requires an explicit need for alignment with key organisational needs and processes. 	
Key Issues to consider in future ICZM and CAPs	<ul style="list-style-type: none"> Socio-economic Climate change, coastal vulnerability and coordination Role of CAPs in coastal planning for assets and settlements 	<ul style="list-style-type: none"> Ownership within the region Local planning is required for funding Clarity required for responsibilities If funding is available land managers will often write site specific plans as required. 	<ul style="list-style-type: none"> Climate impacts and planning Planning linkages NRM role of CMAs planning Framework outlined in the future Victorian NRM plan with both coastal and NRM entities 	<ul style="list-style-type: none"> Climate change, risk mitigation Lead agent required for integration and implementation 	<ul style="list-style-type: none"> Need for resourcing of coastal land managers 	<ul style="list-style-type: none"> Values are being diminished. Improved engagement at strategic & planning level. Potential linkages to CHMPs Increased capacity for indigenous people to access the coast and practice culture 	<ul style="list-style-type: none"> Lack of content in CAPs concerning indigenous issues. Indigenous people must be part of process early on. Consult and engage at strategic stage. Lack of capacity for indigenous people to be engaged in these processes needs to be addressed. 	<ul style="list-style-type: none"> Improved engagement with indigenous people, Traditional Owners and Registered Aboriginal Parties through the full life-cycle of projects is necessary. The review will recommend that key stakeholders work together to clarify whether climate change should be addressed in the next generation of CAPs. Factor all emerging issues into scoping work to follow review
Need for revised sub-regional CAPs with specific municipal sections	<ul style="list-style-type: none"> Support Need for integration, particularly regarding climate change Relationship and guidance to Council strategies An overall framework to improve partnerships, linkages and funding Role in supporting local govt planning decisions 	<ul style="list-style-type: none"> Support 	<ul style="list-style-type: none"> Support 	<ul style="list-style-type: none"> The revised CAP would need consistent intent, framework and scope Stronger linkages with the VCS 	<ul style="list-style-type: none"> Inconsistent Support 	<ul style="list-style-type: none"> Need for indigenous issues to be fully considered 	<ul style="list-style-type: none"> Regional CAPs could be a key tool for collaboration across agencies and across land tenures. They will need a key agent to drive them. Needs to interpret and enable VCS. Needs to include more than a 'token' Aboriginal section. Need to ensure CAPs deliver ICZM CAP themes need to align with funding system needs Local level needs to provide direction for implementation through both planning and land management functions 	<ul style="list-style-type: none"> Additional detail around matters will need to be considered in scoping investigations to inform development of revised Regional CAPs. Improve linkages between CAPs and coastal crown land planning and land use planning system through consistency across CAPs and clear linkages to VCS.

Appendix C – Summary of May 2010 Additional Consultations with Key Stakeholders

Issues	Local Government	Land Managers	Catchment Management Authorities	Other Agencies	General Stakeholders	Indigenous Organisations	Overarching Issues	Western Coastal Board Response	
Factors limiting CAP Success	<ul style="list-style-type: none"> Funding Capacity Strength of the document Overtaken by other initiatives 	<ul style="list-style-type: none"> Resourcing 	<ul style="list-style-type: none"> The variance in objective and scale of CAPs led to confusion on documents intent and how they should be used. Overtaken by other strategies 	<ul style="list-style-type: none"> Funding Capacity Alignment to core business Inconsistencies across CAPs Ownership and awareness 	<ul style="list-style-type: none"> Lack of support from local government Complexity of CAP structure Lack of commitment from stakeholders Perception that CAPs are owned by the Board and not the region Maintaining ownership when organisation staff change 	<ul style="list-style-type: none"> Very limited indigenous capacity to engage with process 	<ul style="list-style-type: none"> CAP implementation process, CAP implementation Committees, MoUs Funding and capacity were consistently highlighted as key linkages with other strategic planning documents Linkages and alignment of strategic direction and actions with lead agent core business 	<ul style="list-style-type: none"> The revised review report will outline these issues, highlight key concerns and identify opportunities for improvement. The need to strengthen need for consistency between CAPs will be highlighted within the review. 	
Withdrawing Local CAPs and including relevant actions in revised CAPs	<ul style="list-style-type: none"> Support Clear wording and intent required Need for land management plans 	<ul style="list-style-type: none"> Support if local issues can be recognised in revised CAPs Integration between tenures required Land managers willing to deliver next layer of planning (CIMPs) if resources are available 	<ul style="list-style-type: none"> Support 	<ul style="list-style-type: none"> Support Fate of outstanding actions to be negotiated and not be lost 	<ul style="list-style-type: none"> Inconsistent Support Need to be very clear regarding the fate of outstanding actions Fear of lack of future opportunities for local ownership 	<ul style="list-style-type: none"> Local CAPs were too management plan focused and are now generally outdated and irrelevant. Actions completed in CAPs were often driven from elsewhere and aligned to core business. There is concern that the withdrawal of Local CAPs will result in the loss of local control. Loss of commitment from shire and community to implement plans if they become regional is a concern. 	<ul style="list-style-type: none"> Withdrawal to proceed with explicit recognition of matters to be addressed through revision process and address gaps identified in May 2010 discussions. Renew focus on coastal management planning to provide necessary on-ground detail, support from Government and recognition in coastal and land use planning systems Ongoing implementation requirements to be negotiated once priority actions established 	<ul style="list-style-type: none"> No change 	
Withdraw Estuaries CAPs and translate to Regional River Health Strategies	<ul style="list-style-type: none"> Support 								
Role of VCS and relationship to CAPs	<ul style="list-style-type: none"> VCS provides strong strategic support for planning. Some respondents commented that more specific direction via CAPs is still required in some circumstances. 							<ul style="list-style-type: none"> Due to the currency of the VCS it remains highly relevant; hence it is being used regularly by a range of stakeholders. Structural linkages between CAPs and the VCS are not clear and need to be improved 	<ul style="list-style-type: none"> The review will recommend that a clearer flow of logic between VCS and CAPs is necessary, recognising timing challenges and being out-of-sequence.

