



CONSULTATION DRAFT

NSW Coastal Management Manual

Part B, Stage 1 – Scoping a Coastal Management Program

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Contents

1.1	Introduction – How to use Part B	1
1.1.1	Involving stakeholders upfront	2
1.2	Purpose of Stage 1 – a scoping study	3
1.3	Mandatory requirements and essential elements	3
1.3.1	Activities to be undertaken in Stage 1	3
1.3.2	Outcomes from Stage 1	4
1.4	Getting started	5
1.5	Define the scope and purpose of the CMP planning process	6
1.5.1	Define applicable coastal management areas	6
1.5.2	Council’s vision and objectives for the coast	7
1.5.3	Determine areas where action is required	7
1.6	Coastal wetlands and littoral rainforests	7
1.7	Coastal vulnerability areas	9
1.7.1	Public infrastructure and other assets	11
1.7.2	Private assets and uses	12
1.8	Coastal environment areas	12
1.9	Coastal use areas	14
1.9.1	Access, use and amenity	14
1.9.2	Social, cultural and heritage assets	15
1.9.3	Coastal urban design	15
1.10	Performance review of current coastal management arrangements	16
1.11	Scoping report	17
1.12	Planning ahead	18

List of figures

Figure B1.1:	Five stage process for developing a coastal management program	1
Figure B1.2:	Main tasks in Stage 1	4
Figure B1.3:	Reviewing current management arrangements	16



The consultation draft of this manual has been prepared as a series of stand-alone documents to facilitate targeted review. For clarity, some information from the introduction to the manual is repeated below, to provide context for Part B. Before the manual is finalised, the separate documents will be consolidated into a single publication and any unnecessary duplication will be removed.

1.1 Introduction – How to use Part B

Part B of the NSW coastal management manual sets out a staged process for developing a coastal management program (CMP). It is structured in five stages as shown in **Figure 1.1**.

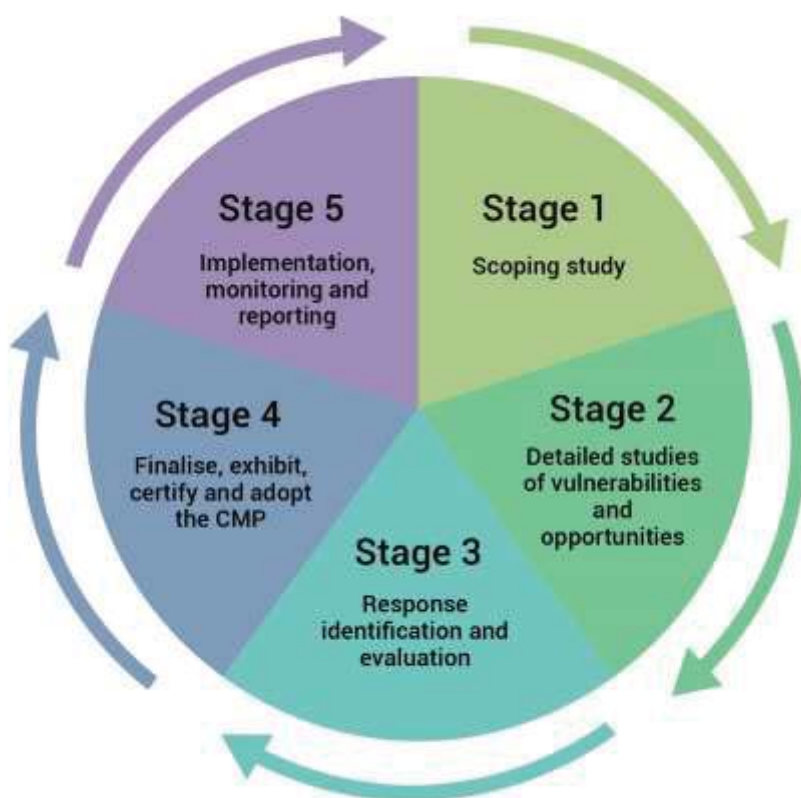


Figure B1.1: Five stage process for developing a coastal management program

The process is structured in a way that allows councils to build on their existing work in coastal management. A ‘fast track’ option is available for councils who are well advanced with their work, such that not all stages will need to be undertaken, just those relevant to completion of a draft CMP that meets the requirements for submission for certification.

Local councils may go directly from the scoping study (Stage 1) to updating and exhibiting a coastal management program (CMP) (Stage 4), where:

- the scoping study identifies low coastal risks; and
- there is an existing certified plan/program that is working effectively and is sustainable, and/or
- existing policies and practices are consistent with state and local objectives and are managing coastal risks and opportunities effectively and efficiently.



Part B recognises that the scope of more detailed studies should vary with the complexity of the issues in a local council area. Fit for purpose studies and evaluation processes are outlined in Stages 2 and 3.

Part B of the NSW coastal management manual:

- provides guidance to assist councils to prepare a coastal management program (CMP) that meets the state government’s requirements
- includes practical information on many aspects of coastal management, organised in five stages of a coastal management process. It is intended for use by coastal management practitioners both in, and advising, councils and public authorities, local communities and elected representatives at local and state levels
- is intended to be applicable to all coastal management areas along the NSW coast. It is not targeted to a specific part of the coast or to particular types of coastal land use, and
- provides a flexible, fit for purpose approach to coastal management, based on analysis of the specific coastal vulnerabilities and risks that affect local areas, and opportunities for improvement of economic, social and environmental conditions.

Note that the mandatory requirements and essential elements for coastal management in NSW are set out in **Part A**. Detailed technical information; references to other coastal science or management studies and guidance; and case studies of accepted practice are in **Part C** – the coastal management toolkit. **Part C** will be web-based and updated as new information becomes available to ensure it remains current.

1.1.1 Involving stakeholders upfront

Effective early preparation activities for practitioners, Councillors and participating communities, before a council commences and develops a CMP, will reduce unintended consequences and miscommunication. It will also help maximise and facilitate opportunities in the coastal management process.

Much of the information needed to tailor a coastal management strategy will be available in council’s existing stakeholder engagement processes established for IP&R and for specific communication and feedback objectives. The strategy should be closely aligned with other engagement processes conducted by council.

Essential element 18 (as set out in **Part A**) states that as a minimum, a stakeholder engagement strategy should be prepared and implemented by the council. This document should identify relevant stakeholder groups within the community and include adjoining local councils and public authorities, where applicable, and outline methods that will be used to engage each group.

Prior to commencing Stage 1 councils should raise awareness with stakeholders of the requirements of the draft Coastal Management Bill (draft CM Bill) and the proposed Coastal Management SEPP, as well as the links between these statutory requirements and other legislation such as the relevant provisions for coastal management contained in the *Environmental Planning and Assessment Act 1979* and the *Local Government Act 1993*.

In order to ensure that the stakeholders are engaged at the outset, it is recommended that the stakeholder engagement strategy be developed to inform consultation and engagement during the scoping stage. This means that one of the aims in Stage 1 is to consolidate



specific engagement requirements for coastal management issues. In terms of the IAP2¹ spectrum, these aims are consistent with the ‘Inform’ and ‘Consult’ levels. It should be noted that some key stakeholders are within council, including council staff and Councillors.

The scope of the coastal engagement strategy for the remainder of the coastal management and planning process will depend on the outcomes of Stage 1. Further information about effective community and stakeholder engagement processes are available in the **coastal management toolkit** and the IP&R manual.

1.2 Purpose of Stage 1 – a scoping study

Part B, Stage 1 is a scoping study which sets the scene for the remainder of the coastal planning process. Councils are required to complete Stage 1 regardless of whether a council already has a CMP, coastal zone management plan (CZMP) or other management plans, policies and practices in place.

During Stage 1 councils should gather information about the coast, identify issues and opportunities affecting the area now, and those that are considered likely in the future, and assess the adequacy of existing management arrangements. This includes a review of priorities, triggers for change and current and planned actions.

Decisions about the need for and scope of detailed studies of the relevant coastal management areas are made during the Stage 1 scoping study. The intent in Stage 1 is to use available information about the coastal zone, not to commission new studies. If new detailed studies are necessary, they will be part of Stage 2.

1.3 Mandatory requirements and essential elements

- In undertaking Stage 1, reference should be made to the relevant mandatory requirements and essential elements as outlined in Part A.
- Mandatory requirements are derived from sections 13, 14, 15 and 16 of the draft CM Bill.
- Relevant essential elements for Stage 1 are 1, 2, 3, 4, 5, 6, 8, 9, 17 and 18. If a CMP is being prepared for a coastal vulnerability area essential elements 13, 14, 15 and 16 are also relevant.

1.3.1 Activities to be undertaken in Stage 1

Stage 1 comprises four main tasks (**Figure 1.2**). Many of the issues to be addressed in these tasks relate to decisions and processes conducted by local councils and linked to their IP&R and land-use planning frameworks.

¹ IAP2 refers to the International Association of Public Participation’s public participation spectrum available at www.iap2.org.au/resources/iap2s-public-participation-spectrum

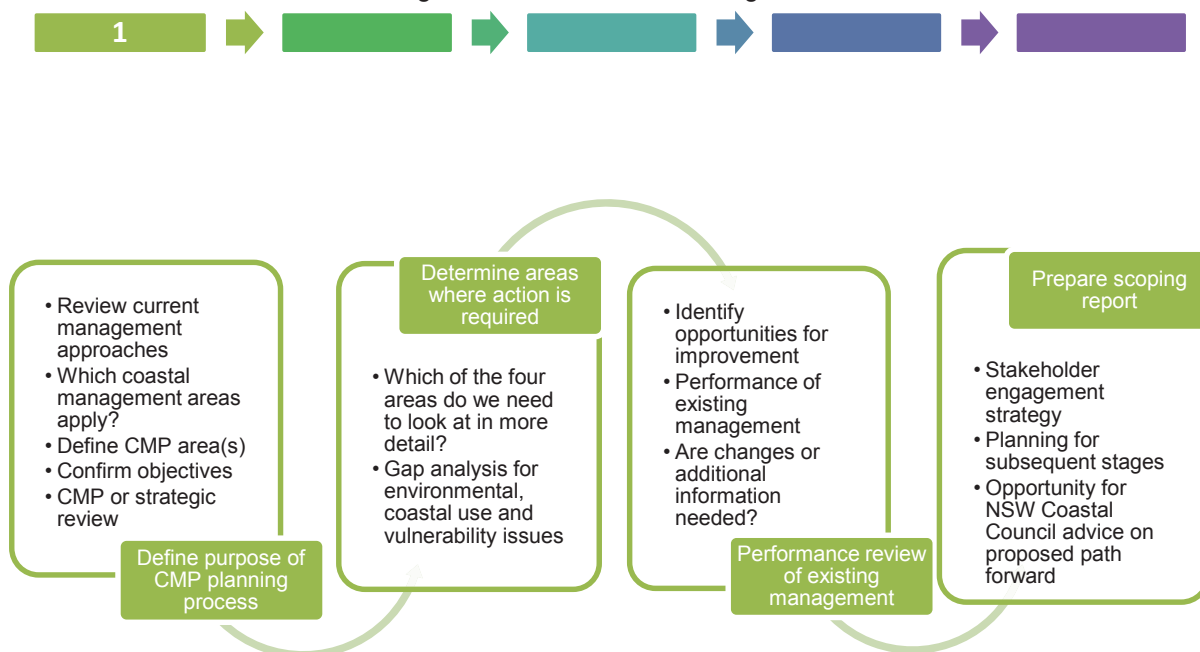


Figure B1.2: Main tasks in Stage 1

1.3.2 Outcomes from Stage 1

At the conclusion of Stage 1, councils should be able to answer the following questions:

1. How is the coast currently being managed?
2. Which of the four coastal management areas are applicable and which management objectives take priority?
3. Which of the four coastal management areas require further effort?
4. Do current management practices, policies or approaches need to change (and if so, why)?
5. What additional information, including that needed to make a business case, is required before a draft CMP can be developed (that is, gap analysis)?
6. Will we take the opportunity to seek advice from the NSW Coastal Council about the approach we intend to take?
7. What else needs to be completed before preparing a draft CMP?

This series of questions has been developed to provide a decision-making framework so that councils only need to undertake the stages of the CMP development process that are applicable to their circumstances, and at the level of detail required to achieve a meaningful and useful draft CMP. In answering these questions, it is likely that a council which has already been actively involved in managing its coastline for many years will be able to develop a ‘fast track’ path through the draft CMP development process.

At the conclusion of Stage 1 councils must prepare a context and scoping report, which will be reviewed by OEH. OEH may request additional information to clarify decisions about scope, scale, proposed technical studies and priority issues for the remainder of the planning process. OEH or the council may seek advice from the NSW Coastal Council.

Note: Where the outcomes of Stage 1 demonstrate that existing management arrangements are working well and that there have been only minor changes in knowledge or circumstances, a council may fast track the CMP process and move directly to Stage 4. The degree of detail already available for Stages 2 and 3 may also enable these stages to be fast tracked by using the gap analysis to identify and focus in on the issues requiring further investigation.

1.4 Getting started

The effectiveness of a CMP largely depends on the quality of the information used to inform the process. When scoping an effective CMP, there are a number of preparatory processes to consider at the outset and before council and the community start to set long-term objectives and strategies to achieve them.

When scoping a new or updating an existing CMP, council should consider:

- How can a CMP assist in achieving the optimal integrated and strategic management of coastal issues for this LGA?
- What level of review of existing plans, policies and management practices is required; for example, is this review a progress report (4 years) or a full strategic review?
- How will the CMP influence strategic and operational plans, land-use planning and management and budget for the LGA?
- How much time should be set aside to prepare a CMP to ensure that the process will interact with IP&R timeframes? What resources need to be committed, in terms of staff hours and budget, and obtaining relevant data, for preparation, communication and delivery?
- Is the definition of the coastal zone appropriate for the type of CMP required by this council? If changes to the boundaries of the coastal zone or any one of the coastal management areas within the coastal zone of the council are required, are the reasons for this clearly articulated and understood?
- Does a CMP for this council require coordination with an adjoining council due to regional coastal processes and coastal sediment compartments, including lakes and estuaries? Is the other council aware and willing to work together?
- What are the key messages for the community? Are there new stakeholders whose interests in the coast will need to be taken into account? How are public authorities involved and how can the council best collaborate to achieve an integrated approach to managing the coast?
- What are the potential risks in the plan making process, for instance in relation to timing, misunderstanding or conflicting perspectives and aspirations?

At the outset, the process will be enhanced if there is a broad level of awareness across council and Councillors about the role of a CMP, what's involved in preparing and implementing one and how it integrates with council's other planning tools.

This will necessitate having a clear understanding of the framework, good relationships, clear lines of communication and a collaborative approach with public authorities who can help give effect to an agreed vision and objectives for the coastal landscape.

1.5 Define the scope and purpose of the CMP planning process

1.5.1 Define applicable coastal management areas

Section 13 of the draft CM Bill and essential elements 1, 2 and 3 relate to the need for a council to define the area that its CMP will cover in accordance with the objectives of the draft CM Bill.

CMPs are prepared for all or part of the coastal zone of a local council or adjoining local councils. The coastal zone is made up of four distinct coastal management areas (as defined in the draft CM Bill and proposed CM SEPP). The proposed CM SEPP allows that the boundaries of any coastal management area can be modified².

Broadly, the four coastal management areas are:

- **coastal wetlands and littoral rainforests area** – land that is mapped and which displays the hydrological and floristic characteristics of coastal wetlands or littoral rainforests and a 100 m buffer around these areas
- **coastal vulnerability area** – land identified in the CM SEPP to be coastal vulnerability areas, being land subject to coastal hazards such as beach erosion, shoreline recession, cliff failure and coastal inundation
- **coastal environment area** – land containing coastal features such as the coastal waters of the state, estuaries, coastal lakes and lagoons and land adjoining these water bodies including headlands and rock platforms; and specified buffers around these features
- **coastal use area** – land that is mapped in the CM SEPP including land adjacent to coastal waters, estuaries, coastal lakes and lagoons where development is or may be carried out (at present or in the future).³

The area covered by a CMP may be at a regional scale (e.g. for issues in coastal environment areas or coastal use areas) or sediment compartment scale (for issues in coastal vulnerability areas), meaning that a CMP may need to be prepared in cooperation with adjoining councils, to ensure that actions are undertaken at an appropriate scale to address the issues.

² The boundaries of these areas will be defined in maps gazetted with the proposed Coastal Management SEPP. A local council may submit a Planning Proposal to the Department of Planning and Environment to modify the boundary of a coastal management area. Any proposed boundary modifications must be supported by evidence from studies conducted in accordance with the manual. In general, this will include studies and assessments conducted in accordance with Stage 1 and Stage 2 of Part B of the manual.

³ As set out in Clause 10(3) of the draft CM Bill, a single piece of land may be identified as being within more than one coastal management area. In such cases, if the management objectives of the areas are inconsistent, the inconsistency should be resolved by considering the management objectives in the order listed above, i.e. the management objectives for coastal wetland and littoral rainforest areas have the highest priority and the management objectives for coastal use areas have the lowest priority.

1.5.2 Council's vision and objectives for the coast

Section 14 of the draft CM Bill and essential element 8 relate to the need for councils to identify the hierarchy of objectives for the relevant coastal management areas to be covered by the CMP.

Providing a succinct vision statement encourages a sense of ownership and common purpose. It also helps provide a focus for a CMP and helps to identify values and priorities that are important to the local area. In determining appropriate local coastal objectives, councils must firstly consider the hierarchy of management objectives provided in the draft CM Bill and then may give priority to specific local and regional scale coastal objectives to reflect special characteristics and the balance of coastal values in different sections of their coast.

1.5.3 Determine areas where action is required

Section 14 of the draft CM Bill, and essential element 9 relate to the identification of priority management issues and opportunities for each of the four coastal management areas.

Councils should bring together existing information about the biophysical processes, character, condition and management of their coastal management areas and identify any significant gaps in knowledge.

Collating this information is primarily designed to inform which of the four coastal management areas need to be examined in more detail. This in turn is informed by how the coast is currently being managed.

1.6 Coastal wetlands and littoral rainforests

This section applies if a CMP is being developed for, or includes, coastal wetlands and littoral rainforest areas. At the scoping stage it will be necessary to consider the baseline or current condition of the relevant assets and values in the coastal management area.

In order to inform which issues apply within this coastal management area, it is necessary to consider how areas are currently managed. This will include ensuring that there is up to date information about the locations and condition of relevant ecosystem assets in the coastal environment.

The scope of the CMP should be informed by the question of whether threats to local coastal biodiversity in coastal wetlands and littoral rainforest areas are being managed by existing mechanisms (set out in the Community Strategic Plan and related strategies, and planning instruments and processes) to achieve 'protect and enhance' outcomes for coastal ecosystem values over planning horizons of at least 50 years. Consideration should also be given to potential vulnerabilities of the existing ecosystems and opportunities to improve their resilience and restore degraded areas.

The management objectives for the coastal wetlands and littoral rainforests area are as follows:

- (a) to protect coastal wetlands and littoral rainforests in their natural state, including their biological diversity and ecosystem integrity,
- (b) to promote the rehabilitation and restoration of degraded coastal wetlands and littoral rainforests,
- (c) to improve the resilience of coastal wetlands and littoral rainforests to the impacts of climate change, including opportunities for ecosystem migration,
- (d) to support the social and cultural values of coastal wetlands and littoral rainforests,
- (e) to promote the objectives of state policies and programs for wetlands or littoral rainforest management.

Source: draft CM Bill section 6

Issues to be considered may include:

- impacts on coastal wetlands and buffers mapped in the proposed CM SEPP
- impacts on littoral rainforests and buffers mapped in the proposed CM SEPP
- potential to develop or enhance biodiversity connectivity corridors
- whether the existing planning instruments and practices and/or council infrastructure provide appropriate management of adjacent development and address potential vulnerabilities of the coastal wetlands and littoral rainforests.

A CMP developed for coastal wetlands and littoral rainforests should identify current known threats to the condition of coastal wetland and littoral rainforests (or where updating a CMP, changes to those threats since the current plan was prepared), and the potential to be vulnerable to new threats, based on review of existing reports and studies. It should also identify potential opportunities for enhancement based on past experience and knowledge of the particular site.

Potential threats include, but are not limited to:

- | | |
|---|--|
| • invasive plant and animal species and pathogens | • persistent inundation |
| • inappropriate fire regimes | • sediment run-off and/or water discharge into the areas of interest |
| • clearing and fragmentation | • acidic or low dissolved oxygen events |
| • inappropriate plant or firewood collection | • urban expansion and edge effects |
| • tracks and trails used by pedestrians, bicycles and off-road vehicles | • waste dumping |
| • changing hydrology – through groundwater or drainage modification | • foreshore erosion, reclamation or dredging |
| • structures such as levees, sea walls and floodgates that constrain the area and movement of wetland communities | • changes to salinity and/or the salinity regime, and |
| | • contraction of saltmarsh areas and ability for migration of wetland communities. |

At the scoping study stage, council will need to decide which issues and threats need additional management actions in a CMP, or which focus areas require further studies.

If threats are already identified in recent studies and appropriate management responses are in place, the CMP scoping study should simply reference the available information.

1.7 Coastal vulnerability areas

This section applies if a CMP is being developed for a coastal vulnerability area. At the scoping stage it will be necessary to consider the current knowledge about major coastal features and how these features influence the likely response of the coast to both the naturally dynamic coastal processes and ambulatory nature of the coast.

A number of factors will determine the focus of a CMP for a coastal vulnerability area.

The management objectives for the coastal vulnerability area are as follows:

- (a) to ensure public safety and prevent risks to human life,
- (b) to mitigate current and future risk from coastal hazards by taking into account the effects of coastal processes and climate change,
- (c) to maintain the presence of beaches and foreshores,
- (d) to maintain public access, amenity and use of beaches and foreshores,
- (e) to encourage land use that reduces exposure to risks from coastal hazards, including through siting, design, construction and operation decisions,
- (f) to adopt coastal management strategies that reduce exposure to coastal hazards,
 - (i) in the first instance and wherever possible, by restoring or enhancing natural defences including coastal dunes, vegetation and wetlands, and
 - (ii) if that is not sufficient, by taking other action to reduce exposure to those coastal hazards,
- (g) if taking that other action to reduce exposure to coastal hazards:
 - (i) to avoid significant degradation of or disruption to biological diversity and ecosystem integrity, and
 - (ii) to avoid significant degradation of or disruption to ecological, biophysical, geological and geomorphological coastal processes, and
 - (iii) to avoid significant degradation of or disruption to beach and coastal foreshore amenity and social and cultural values, and
 - (iv) to avoid adverse impacts on adjoining land, resources or assets, and
 - (v) to provide for the restoration of a beach, or land adjacent to the beach, if any increased erosion of the beach or adjacent land is caused by actions to reduce exposure to coastal hazards,
- (h) to prioritise actions that support the continued functionality of essential infrastructure during and immediately after a coastal hazard emergency,
- (i) to improve the resilience of coastal development and communities by improving adaptive capacity and reducing reliance on emergency responses.

Source: draft CM Bill section 7

The scoping study should collate available information relating to coastal processes and hazards: short, medium and long-term. This should include existing local coastal vulnerability studies and statewide vulnerability mapping. Councils should consider coastal hazards as they apply to individual beaches, cliffs, bluffs and rock platforms or other management units that are subject to coastal hazards. Particular attention should be given to cliffs, bluffs and



rock platforms as these locations may involve risk to life. It should be noted that other types of coastal hazards can also be a risk to life. In addition to the potential for catastrophic failure of cliffs and bluffs and hazards associated with rock platforms, beach erosion may also create a risk to life, especially where materials, which have been placed on the beach to protect it in the past, become dislodged. When scoping a coastal erosion emergency action sub-plan, specific consideration should be given to highlighting and informing the community about risk to life issues, with consideration of management actions to address these issues.

Physical coastal processes to be considered may include:

- the geomorphic structure of the coast of the local council area
- coastal sediment compartments, sediment transport, erosion and deposition – including whether a coastal sediment compartment extends over a council boundary (refer to Schedule of the draft CM Bill), and any longer-term coastline movement trends
- oceanic processes, including tides, wave climate, and storm patterns
- other factors influencing coastal water levels and coastal processes, such as ‘coastally trapped waves’, wave run-up and extreme ocean level events
- catchment characteristics and flows and the potential for river floods to coincide with extreme oceanic events, and
- the impact of climate change.

The interaction of these coastal processes with existing or future planned coastal development is likely to result in the need for a CMP for a coastal vulnerability area.

Issues to be considered may include any of the following coastal hazards:

- beach fluctuations including the erosion and accretional cycles
- long-term shoreline recession or accretional trends
- coastal lake or watercourse entrance instability
- coastal inundation
- coastal cliff or slope instability, noting that unlike beach erosion, cliff and bluff collapse can endanger both life and property
- coastal dune instability
- tidal or other inundation, and
- erosion of foreshores caused by tidal waters and the action of waves, including the interaction of those waters with catchment floodwaters.

If these issues are well researched and understood, and no significant additional issues have been identified, council may determine that no further detailed studies for coastal vulnerability are required. If not, then a council will need to identify a plan of action to achieve the necessary understanding, and determine what further studies will be required.

Councils will be able to draw on statewide maps prepared by the NSW Government of coastal erosion, shoreline recession and tidal inundation at the regional scale. These maps will show the currently known areas vulnerable to coastal hazards for the present and those considered likely to be vulnerable in the future.

The statewide coastal vulnerability mapping will be available to:

- inform decisions about regional settlement and growth planning (new development) including residential, commercial and infrastructure
- identify existing developed areas that are considered potentially vulnerable



- inform preliminary evaluation of coastal risks at the local scale, and
- provide a 'default' coastal hazard position for low risk localities.

The statewide coastal hazard mapping should not be used as the only hazard assessment input for a CMP when councils are making decisions about management responses for high and extreme risk locations, i.e. coastal vulnerability areas with extensive existing development.

Regional scale coastal hazard mapping is not currently available for geotechnical issues (slope stability on cliffs and bluffs) so these areas will require specific studies, particularly where there is existing or proposed development.

Many councils have previously commissioned a detailed coastal hazard assessment for beaches, headlands and/or estuaries. Where these studies are available, councils should review the input information and the assessment method and determine whether they continue to be fit for purpose, given the current state of knowledge, or whether they need to be updated or reappraised in detail.

In general, where a detailed hazard assessment exists, its results will provide more information than the statewide hazard assessment. However, for localities where the coastal hazard risk is high or extreme (with the current management to mitigate risks), and detailed response evaluation is required to support complex management decisions, councils will need to consider updating any existing assessment to ensure they are continuing to act 'in good faith'.

Where these issues are not well understood and an understanding of coastal processes is not considered robust, additional work will be required on coastal vulnerability in Stage 2 of the CMP development process.

1.7.1 Public infrastructure and other assets

When commencing a scoping study for a coastal vulnerability area, councils may be aware of reports from the community and historical records about the impact of coastal hazards on public infrastructure and other assets.

There may be cases where a CMP will be developed to consider public infrastructure and/or assets which may be affected by coastal processes (i.e. the infrastructure or asset is in a coastal vulnerability area), or which may affect the values of other coastal management areas. In such cases councils should identify and map the locations of vulnerable infrastructure and assets and the anticipated timing of impact relative to the infrastructure/asset life. The location of public infrastructure and/or assets in vulnerable areas is a key driver of coastal issues and risks. It is also important to consult with the infrastructure/asset owner and identify the interests of public authorities.

Infrastructure assets to consider include, but are not limited to:

- roads and rail lines
- power transmission lines
- water supply infrastructure including systems, pipelines and plants
- telecommunications infrastructure
- ports
- sea walls and revetments, and



- sewage systems
- stormwater drains
- parkland including national parks and Crown reserves.

1.7.2 Private assets and uses

When commencing a scoping study for a coastal vulnerability area, councils may be aware of reports from the community and historical records about the impact of coastal hazards on private assets. In such cases, councils will need to identify the locations of vulnerable private residences and commercial buildings and may be able to draw on an existing detailed coastal hazard study.

Some localities with private assets within areas that are impacted by coastal hazards are currently afforded a level of protection by a variety of coastal structures (including geotextile bags, rock and rubble walls, sheet piling, concrete walls and tyres). The scoping study should consider the legality, sustainable competency and effectiveness of these existing structures.

1.8 Coastal environment areas

This section applies if a CMP is being developed for coastal environment areas. At the scoping stage it will be necessary to consider the baseline or current condition of the relevant assets and values in the coastal management area.

In order to inform which issues apply within this coastal management area, it is necessary to consider how areas are currently managed.

When scoping the CMP council should determine whether threats to coastal environment areas are being managed by existing mechanisms (set out in the Community Strategic Plan and related strategies) to achieve 'maintain, protect and enhance' outcomes for coastal environment areas over planning horizons of at least 50 years.

The management objectives for the coastal environment area are as follows:

- (a) to protect and enhance the coastal environmental values and natural processes of coastal waters, estuaries, coastal lakes and coastal lagoons, and enhance natural character, scenic value, biological diversity and ecosystem integrity,
- (b) to reduce threats to and improve the resilience of coastal waters, estuaries, coastal lakes and coastal lagoons, including in response to climate change,
- (c) to maintain and improve water quality and estuary, health,
- (d) to support the social and cultural values of coastal waters, estuaries, coastal lakes and coastal lagoons,
- (e) to maintain the presence of beaches and foreshores,
- (f) to maintain public access, amenity and use of beaches, foreshores, headlands and rock platforms.

Source: draft CM Bill section 8

A CMP developed for a coastal environment area should identify current known threats to the condition of the coastal environment (or where updating a CMP, changes to those threats



since the current plan was prepared), based on review of existing reports and studies and known potential opportunities, including current initiatives (through, for example existing Estuary Management Plans) to enhance the particular coastal environment area.

Issues to be considered may include:

- endangered ecological communities (EECs), including those on headlands, in estuaries and coastal lakes, in riparian zones, on coastal floodplains and on coastal dune systems
- areas that are part of a threat abatement plan for an EEC or a threatened species
- threatened species habitat
- estuary, lake and lagoon health considerations, particularly water quality
- location and management of public infrastructure, especially discharge points for stormwater or other drainage systems
- opportunities to divert stormwater to aquifer re-charge
- potential to develop or enhance biodiversity connectivity corridors
- shore line erosion/accretional history and trends
- entrance management and its impacts on health and ecology of a water body
- migration of foreshore flora and fauna with water level change, and
- relationship to existing conservation areas including marine park conservation zones, national parks, state conservation areas and Crown reserves that are dedicated for the purpose of conservation, and
- private land in the coastal environment which is the subject of a formal private conservation agreement should also be identified.

Potential threats include, but are not limited to:

- invasive plant and animal species
- urban expansion including management of the quality and quantity of water run-off from urban development and vegetation clearance
- changing groundwater levels
- foreshore erosion, reclamation or dredging
- sediment run-on and/or discharge
- acidification (acid sulfate soils)
- inappropriate access arrangements (such as moorings over seagrass EECs)
- persistent inundation
- excessive nutrient loads
- low dissolved oxygen events
- litter such as plastics, microplastics and fishing line
- heavy metal contamination, and
- changed water level and salinity regimes due to entrance management to overcome water quality and/or flooding issues.

At the scoping study stage, council will need to consider information available on threats in order to decide which issues need additional management actions in a CMP, and/or which areas require further studies. Where councils have existing Estuary Management Plans or other relevant coastal management plans and policies these documents should be reviewed as to whether they are sufficient or require updating.

Councils will be able to draw on statewide information prepared by the NSW Government including a Threat and Risk Assessment for the Marine Estate, and catchment and ecosystem response modelling.

The statewide information will inform:

- decisions about regional settlement and growth planning, including residential, commercial, recreation and tourism, conservation and infrastructure



- development controls for existing developed areas
- priorities for expenditure on diffuse pollution strategies, and
- preliminary evaluation of threats and risks at the local scale.

If the threats are already identified in recent studies and appropriate management responses are in place, the CMP scoping study should simply reference the available information.

1.9 Coastal use areas

This section applies if a CMP is being developed for coastal use areas. At the scoping stage it will be necessary to consider the baseline or current condition of the relevant assets and values in the coastal management area, and in particular the relevant land-use planning processes and policies, processes and practices.

The management objectives for the coastal use area are as follows:

- (a) to protect and enhance the scenic, social and cultural values of the coast by ensuring that:
 - (i) the type, bulk, scale and size of development is appropriate for the location and natural scenic quality of the coast, and
 - (ii) adverse impacts of development on cultural and built environment heritage are avoided or mitigated, and
 - (iii) urban design, including water sensitive urban design, is supported and incorporated into development activities, and
 - (iv) adequate public open space is provided, including for recreational activities and associated infrastructure,
- (b) to accommodate both urbanised and natural stretches of coastline.

Source: draft CM Bill section 9

The proposed CM SEPP (at Schedule 1) lists coastal lakes and lagoons that require comprehensive protection, therefore consideration of management of the catchments of these areas should be undertaken as part of a coastal use CMP.

1.9.1 Access, use and amenity

Where a CMP is to be developed that considers access, amenity and use, relevant assets which support coastal access and use and which may be considered in the scoping assessment include, but are not limited to:

- pedestrian paths and cycleways, on foreshores, dunes and headlands
- foreshore promenades (e.g. on a formal sea wall)
- beach access ways, including paths, stairs and ramps, and including access for people with a disability
- carparks (minimal hard with soft overflow) at beaches and headlands
- lookouts and viewing platforms; consider also the visual amenity of these assets
- jetties and wharves
- surf clubs, surf rescue craft access ways and surf life-saving lookouts
- safe swimming beaches
- recognised surfing breaks
- signage, safety rings and rescue points
- specific use access such as commercial beach haul fishing
- toilet blocks and showers
- other picnic facilities and playgrounds
- marinas



- off road vehicle access ways
- public transport access points
- boat launching ramps
- entrance training walls including access for fishing and observation
- formal foreshore reserves, and
- water sensitive urban design.

The scoping analysis should be based on existing documents and include a review of the outcomes of consultation conducted for the Community Strategic Plan or for coastal recreation planning.

The review should identify gaps in the provision of assets and facilities that support coastal access and amenity for appropriate coastal uses.

It should identify assets that are likely to be vulnerable and provide a preliminary evaluation of the risks involved.

For some councils, there will also be value in conducting an initial community use survey during the scoping stage, to gain a better understanding of which assets are most valued by coast users and why.

1.9.2 Social, cultural and heritage assets

Where a CMP is to be developed to addresses cultural and heritage assets, the aim is to identify known social, cultural and heritage assets and values which are threatened by coastal hazards or by coastal uses.

Cultural and heritage assets include:

- Aboriginal sites (objects) and Aboriginal Places (as specified in the Aboriginal Heritage Information Management System (AHIMS register) and protected under the *National Parks and Wildlife Act 1974*), and places that have traditional Aboriginal resource or cultural connections, or identified in local Aboriginal cultural heritage studies
- historic heritage places that are listed in the NSW and local government heritage lists
- historic shipwreck sites
- historic military sites and infrastructure
- cultural landscapes that are identified in state or local heritage registers
- national surfing reserves, and
- other cultural places that are significant at the local scale and are identified by local Aboriginal and other community stakeholders.

In relation to Aboriginal cultural and heritage sites and places, councils must respect the views of the local Aboriginal community (through consultation with the Local Aboriginal Land Council and any registered Traditional Owners or Native Title Holders) about the publication of specific cultural information, including the locations of sites and places.

1.9.3 Coastal urban design

Where a CMP is to be developed to address urban design, consideration should be given to the five principles of urban design described in the *Coastal Design Guidelines for NSW*.

These guidelines can be applied to different settlement types with the purpose of improving and enhancing the wellbeing of communities in coastal NSW. The principles help define elements of the public domain and the built form to best capture the natural beauty of the coast.



The principles are:

- defining the footprint and boundary of the settlement
- connecting open spaces
- protecting the natural edges
- reinforcing the street pattern, and
- ensuring that building type, height, bulk and form relates to a site’s natural features and its location within a settlement.

Seven coastal settlement types are identified: cities, towns, villages, hamlets, inland coastal centres, new coastal neighbourhoods, and isolated coastal dwellings. The design guidelines illustrate how the five principles can be best applied to each settlement type in ways that will enhance the coastal living experience, minimise risk and offer social and economic opportunities for the future.

1.10 Performance review of current coastal management arrangements

The NSW Government recognises that many coastal councils have already prepared coastal zone management plans and worked hard with their community to implement actions that will lessen coastal risks, protect and enhance coastal environmental values and maintain the social and economic contribution that the coastal landscape makes to local and regional communities.

Given that the government intends that public authorities and councils will continue to build on what has already been achieved through these planning and implementation processes, the management review can be summarised by **Figure 1.3**.



Figure B1.3: Reviewing current management arrangements



Much of the information needed to assess current management should be available from council's Community Strategic Plan, Delivery Program and State of the Environment processes and reporting.

Where councils have already integrated coastal management with their IP&R plans and reports, they will have the cumulative results of four yearly progress and performance reviews to use when considering what has been achieved and what has been learnt about coastal management since their previous CMP (or CZMP) was prepared.

Where relevant, the coastal management review should also consider management in adjoining local government areas; for instance, where a long sandy beach (within a single primary or secondary sediment compartment) is partly in one local government area and partly in another.

As one element of change, councils should consider how they can use land-use plans and tenure (e.g. Crown land, council land and private land). This includes identifying the need to change land-use zoning for any of the four coastal management areas and possible re-purchase of sensitive areas.

1.11 Scoping report

The scoping report will consolidate information and summarise whether there is a need to change anything that is currently occurring to manage the coast. If so, the scoping study should also identify what additional information is required and establish a plan outlining which stages are required to be undertaken to develop a CMP and to what degree the various components require further studies.

Councils may take the opportunity for the report, including the proposed forward path, to be reviewed by the NSW Coastal Council.

Mandatory requirements and essential elements (see Part A)

The scoping report should meet the relevant mandatory requirements and essential elements (EEs) – particularly EEs 1, 2, 3, 4, 5, 6, 8, 9, 17 and 18.

If a CMP is being developed for a coastal vulnerability area, the scoping report should also comply with EEs 13, 14, 15, and 16.

The scoping report should cover 10 key points:

1. confirm which of the four management areas a CMP is to be developed for
2. confirm the nature of issues affecting the management areas which will be addressed in the CMP
3. identify whether the coastal management areas require council to work with other councils or public authorities – particularly where coastal sediment compartments are shared between councils
4. summarise current management practices and arrangements and identify whether changes are required in order to manage the chosen coastal management area effectively
5. identify the strategic objectives for management of the coast
6. based on consideration of existing information including management practices, consider the extent to which further stages of the CMP development process need to be undertaken, and to what degree of detail, or gap filling



7. summarise the nature of further studies that are required (if any) and their purpose – including whether there are priority areas requiring particular focus
8. include a stakeholder engagement strategy– even if only to confirm that existing management practices are sound and no further studies are proposed
9. propose a timetable for completion of future stages of the CMP development process – including any ‘fast track’ proposals and considering opportunities to align with council’s IP&R framework, and
10. scope the business case for preparing and implementing the CMP.

1.12 Planning ahead

To prepare for the next stages – whether fast tracked or not – council should plan ahead. It may be helpful for council officers to:

- prepare a briefing package and schedule for senior council officers, councillors and the community
- develop maps showing the extent of coastal management areas
- prepare any planning proposal for submission to Department of Planning and Environment (DPE) if council is seeking to vary the boundaries of any of the coastal management areas
- engage with relevant public authorities and other councils where coastal management areas are within an adjoining council area
- consider and scope the budget requirements and a timeline for subsequent stages
- start compiling information required for completion of subsequent stages
- commence preparation of the business case which outlines sustainable funding mechanisms for future implementation of the CMP, and
- identify, and if possible initiate, any monitoring activity that will provide important information for subsequent stages; monitoring should commence at the earliest opportunity.