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TOWARDS AN EFFECTIVE GOVERNANCE OF COASTAL AREAS: ANALYSIS OF A CASE STUDY**

ABSTRACT

A case study on coastal planning and management in Australia was selected to undertake an analysis of governance problems and/or solutions. The case study is the Augusta-Margaret River Shire¹ in the southwest coast of Western Australia located at 290 km from Perth, the State capital. This case study has been selected from a series entitled "Case Studies from Coastal Councils" presented by the Australian Local Government Association (ALGA).

The case study of Augusta-Margaret River was written in 2005 (TRAIL J., 2005). In order to update it, local authorities were contacted who kindly provided additional documentation as well as very valuable comments. In parallel, a review of the latest documentation from public sources was undertaken. All information presented in this paper is in the public domain. Useful contacts are included in the footnotes and the reference material.

The objective of the paper is to review and analyze the case study on the basis of a conceptual model used for governance studies (OLSEN, S.B., PAGE, G., OCHOA, 2009). This model has been applied in the study of governance in different countries. The model allows for the examination and integrated analysis of the main sources/mechanisms of governance (market, government and civil society) and the interrelationships between them. The model also allows for the review of governance responses to different human interventions along a sequence of time (past-present), and whether they have produce positive or negative impacts.

The paper is divided into four parts (See "Paper's Road Map" in Annex 1. Part I presents a summary version of the case study as well as a chronology of events associated to coastal management in the Augusta Margaret River Shire through time. On the basis of this information an analysis of the trajectory of change is undertaken.

Part II presents a brief review of the conceptual model. Special attention is given to the objectives and benefits of the model as well as its key features, particularly why it is based on the analysis of the past (trajectory of change) as the basis to build up future scenarios, as well as the assessment of governance responses to ecosystem changes through time. The discussion also includes the 'how to', of measuring the governance process and outcomes.

Part III focuses on the analysis of the main sources and mechanisms of governance (government, market and civil society) in Augusta Margaret River. To set the stage for analysis, an due to the complexity of the planning system in Australia, an overview of Australia's three-tier coastal management system is provided, in order to facilitate the analysis of governance issues within this

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¹ For the purposes of this paper, it should be clarified that within the classification of local governments in Western Australia, a "shire" is considered predominantly rural or outer suburban areas. (Wikipedia, the Free Encyclopaedia)

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unique planning scenario. Part III discusses and reflects on the most critical governance issues, weather they are rooted in the government, the market or the civil society, that affect and had affected Augusta-Margaret River Shire through time.

Part IV reflects on the applicability and uniqueness of this case study as well as the predominance of different sources of governance. It also discuss the degree of integration in the responses of the governance system and the existence of the necessary pre-conditions for implementation of a plan of action directed to the effective governance of the coastal areas.

KEY WORDS: coastal area planning and management, governance sources and mechanisms, planning policies and strategies, trajectory of change.

RESUMEN

TOWARDS AN EFFECTIVE GOVERNANCE OF COASTAL AREAS: ANALYSIS OF A CASE STUDY

Se seleccionó un estudio de caso sobre planificación y gestión costera en Australia a fin de realizar un análisis de problemas y/o soluciones de gobernanza. El estudio de caso es el del Condado de Augusta Margaret River, localizado en la costa sudoeste de Australia, a 290 Km de Perth, la capital del estado. Este estudio de caso fue seleccionado de una serie titulada 'Estudios de Caso de los Consejos Costeros' y presentada por la Asociación Australiana de Consejos Costeros (ALGA).

El estudio de caso fue realizado en 2005 (TRAIL J., 2005). A fin de actualizarlo, se contactó con las autoridades locales, quienes proveyeron documentación adicional y comentarios muy valiosos. En paralelo, se realizó una revisión de documentación pública. Toda la información contenida en esta contribución es de dominio público. Se han incluido contactos útiles en notas al pie, como también material de referencia.

El objetivo de esta contribución es hacer una revisión y análisis del estudio de caso, en base a un modelo conceptual usado en estudios de gobernanza (OLSEN, S.B., PAGE, G., OCHOA, 2009). Este modelo ha sido aplicado en diferentes países. El modelo permite el exámen y análisis integrado de las fuentes y mecanismos de gobernanza (mercado; gobierno; sociedad civil) y de las interrelaciones entre ellos. El modelo también sirve para analizar las respuestas del sistema de gobernanza a las diferentes formas de intervención dentro de una secuencia temporal (pasado-presente) y de cómo estas intervenciones han producido impactos positivos o negativos.

El artículo se divide en cuatro partes (véase Anexo 1). La Parte I preseta una versión sucinta del estudio de caso y la secuencia cronológica de los eventos costeros asociados en el Condado de Margaret River, a lo largo del tiempo. En base a esta información se realiza un análisis de la trayectoria de cambio.

La Parte II presenta una breve revisión del modelo conceptual. Se presta una especial atención a los objetivos y a los beneficios que otorga el modelo, como también a sus principales rasgos, particularmente cómo el analisis del pasado (trayectoria de cambio) sirve de base para construir los escenarios futuros, así como también la evaluación de las respuestas de gobernanza a los cambios de los ecosistemas a lo largo del tiempo. La discusión también incluye el 'como' se miden los procesos y los resultados de gobernanza.

La Parte III se centra en el análisis de las fuentes y mecanismos de gobernanza (gobierno, mercado, sociedad civil) en Augusta Margaret River. Sin embargo, con el fin de facilitar el análisis, y debido a la complejidad del sistema de planificación en Australia, se incluye una revisión general del sistema tripartito de planificación costera en ese país, ya que esto facilita el análisis de los asuntos de gobernanza dentro de un marco de planificación único en el mundo. La Parte III discute y reflexiona sobre los asuntos más críticos de gobernanza, –se encuentren estos enraizados en el gobierno, en el mercado o en la sociedad civil– que han afectado y afectan al Condado de Margaret River a lo largo del tiempo.

En la Parte IV se discute sobre la aplicabilidad y unicidad de este estudio de caso, como también sobre el predominio de diferentes fuentes de gobernanza. También se discute sobre el grado de integración en las respuestas del sistema de gobernanza y sobre la existencia de las pre-condiciones necesarias para la implementación de un plan de acción dirigido a una gobernanza efectiva de las zonas costeras.

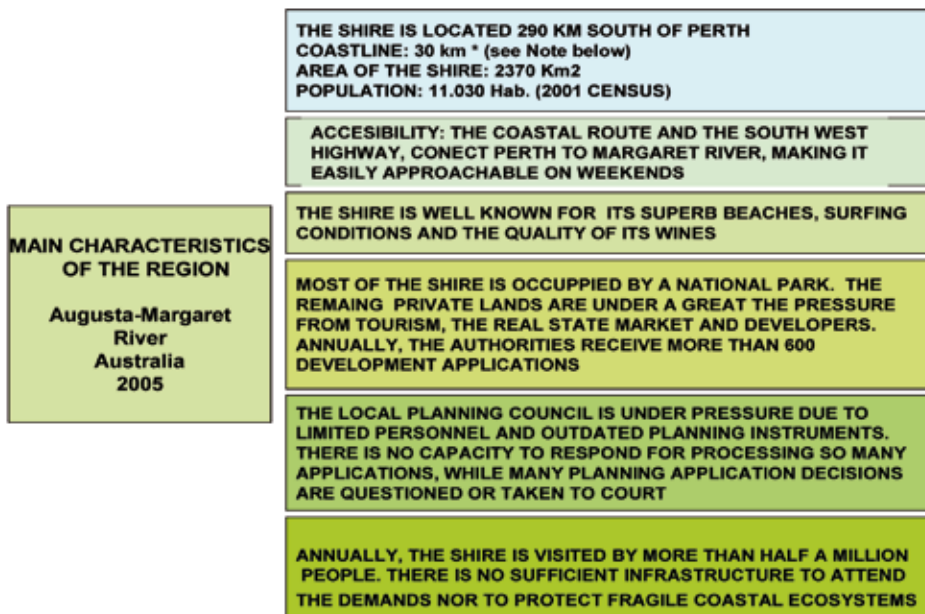
PALABRAS CLAVE planificación y gestión costeras, fuentes y mecanismos de gobernanza, políticas y estrategias de planificación, trayectoria de cambio.

PART I.

THE CASE STUDY: AUGUSTA MARGARET RIVER, WESTERN AUSTRALIA

Key questions for Part I are:

- What key features define the trajectory of change in Augusta Margaret River through the last 50 years?
- Have the evolution of types and intensity of human activities been related to changes in environmental conditions, to socio-economic changes and/or to the goods and services that it generates?
- What have been the impacts of these changes on the behaviour of the government, the market and the civil society?



Note: In the Local Planning Strategy (LPS) it is expressed that the Shire has about 100km of coastline. The Shire only controls about 10km of coastal access -- Gracetown = about 2km; Margaret River - Gasbay (Prevelly Gnarabup) = about 4km; Augusta = 4km. The rest of the about 100km coastline are within the National park. These are rough measures not specifically taking the high-water mark length but just electronically measured on aerial photos. (Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia).

1.1 MAIN DRIVING FORCES (AS DESCRIBED UP TO 2005)

Population growth: In 2001 the shire houses 11030 inhabitants. It was estimated that the number of inhabitants would double in the next 25 years). The main causes were

identified as rapid population growth, mainly from external sources (absentee landlords and investors), plus the demand for residential use. This had a double effect: the land was subdivided and developed and in turn, it created concerns related to inflated prices and a shortage of affordable housing.

The tourist "boom" produced various impacts. During 2002-2003, the shire was visited by 551,000 overnight tourists². Therefore, in front of this invasion of tourists or temporary residents, there was no sufficient infrastructure to attend the demands nor to protect fragile coastal ecosystems. The fragile limestone cliffs of the region were put under pressure from large influxes of tourists at peak times and increase the risk of cliffs collapsing.

Weak planning and control mechanisms: The case study identified the need for new planning instruments to attend to the crisis produced by the pressures from developers. The existing planning tools at 2005 were outdated; there was a lack of critical information (including scientific information to assist with decision-making and of trained personnel to respond to these challenges. In addition, the region had experienced an influx of fishermen from the Western Rock Lobster Fishery. Council and the State Government did not have adequate control mechanisms in place to manage: a) environmental damage from fishers; b) conflict between recreational and professional users; c) provide necessary infrastructure to support the professional fishers. There was also a strong demand for recreational boating users with inadequate and/or non-existent infrastructure.

Limited or inexistent infrastructure: Up to 2005, there was a pollution threat and impacts on water quality due to the absence of reticulated water and particularly sewerage services in coastal communities. There was a strong demand on the council for upgrading existing infrastructure and providing new infrastructure. With a change in the population there were new community's expectations of the type and quality of infrastructure provided. Though infrastructure within developments was provided by developers (mainly for upgrading roads) the Council was left with the challenge to fund a significant portion of infrastructure needs.

The above driving forces impinged into the Shire's relatively small budget and low capacity to provide the level of infrastructure required. Up to 2005, investment by council in coastal zone management activities has occurred on an ad hoc basis in the past. Council has not had access to adequate resources, including scientific information to assist with decision making.

1.2 HISTORY/CHRONOLOGY OF COASTAL-RELATED EVENTS IN THE SHIRE OF AUGUSTA-MARGARET RIVER

The town of Augusta Margaret River was officially declared a town site in 1910 but it was only after 1920's when the growth of group settlements and associated infrastructure began. In the first half of the 20th century, major economic activities revolved over whaling and extraction of timber. Much later, it is the decade of the 70s, when the Shire went through a dramatic turnover towards new activities (mainly tourism and residential use). In fact, the growth of permanent population and visitors marks a stage in the life of the shire up to the turn of the 21 century. The new century finds the Augusta-Margaret Shire as a land of opportunities through more diversified activities based in their coastal assets, which in turn, presents an array of challenges embodied in the rational use of the fragile coastal areas. In the last 30 years, three main 'eras' of management can be identified:

² Tourism WA, published 21 October 2004.

Table 1: Main ‘eras’ of coastal-related management issues in Augusta Margaret River.

PERIOD	MAIN FEATURE	CHARACTERISTICS	RELATIONSHIP WITH COASTAL POLICY/PLANNING MANAGEMENT INSTRUMENTS & COORDINATION MECHANISMS
1980's-1990's	Growth	Population growth. Diversification of coastal-oriented economic activities	National coastal-related policy and programs. New instruments at the State level (Environment reports)
2000's-2005	Growing concern together with specific initiatives for the planning and management of the coastal resources	Wave of international coastal-oriented activities that put the Shire on the map. Public concern of the impacts of tourist and residential development upon the coastal areas	Numerous coastal-oriented instruments at the State level. Shire of Augusta-Margaret River first State of the Environment Report (Mid 2003)
2005-2012	Coastal management in place	Further socio- economic development of the Shire. Specific instruments at the local level to address coastal related management priorities	Augusta-Margaret River Coastal Management Plan, (CMPAP project), 2005

The evolution of the Shire through time shows a community in constant growth and change. The distinct feature are the socio-economic changes driven mainly by economic forces and spurred by the pressures of the housing and tourist market that demands physical space (houses, beach space) and adequate services to satisfy a growing number of local and outside people. The coastal environment remains in almost pristine conditions, which is a blessing for a community that has flourish because of the unique characteristics of their coastal environment.

For more detailed information, Table 1 depicts key coastal-related events throughout the life of the Augusta-Margaret Shire and their relationship with coastal planning and management initiatives at the national and State levels. It is worth to examine, in parallel, the increasing local coastal pressures driven by economic and social change since early 1980's and the governmental responses at the State level. The chronology of events clearly shows the evolution of the shire towards catering to both, local people (retired individuals as well as weekenders) as well as international competitions, converting the shire into a first class holiday /touristic destination.

Sources for Table 2: *For major events:* CSIRO, “Augusta-Margaret River Regional Profile- A background document into the location, demographics, economy and environment of the Shire of Augusta-Margaret River (WA)”, Prepared by Resource Futures Program, CSIRO Sustainable Ecosystems. 14 October 2005. *For major policy/planning instruments and coordination bodies:* most of the reports cited in the refernces.

Table 2 also shows that despite some individual coastal-related interventions at the State level that may have occurred in the 70's and/or the 80's, the bulk of responses

Table 2: Evolution of Coastal-Related Developments at the Shire of Augusta-Margaret River, Western Australia (1953-2012)

Their relationship with policy/planning instruments and coordination mechanisms, nationwide

YEAR	KEY EVENT AT THE LOCAL LEVEL	COASTAL POLICY/PLANNING MANAGEMENT INSTRUMENTS	COASTAL MANAGEMENT COORDINATION BODY(5)
1953	Prevelly Caravan Park opens marking Augusta-Margaret River as a growing holiday/tourist destination		
1956	The Augusta-Margaret River Tourist Bureau incorporated		
1965	The Augusta-Margaret River is reported as being eminently suited to commercial viticulture. First commercial plants are planted in 1966		
1970's	- 1970's sees 'waves' of people come to the Augusta-Margaret River region. Some of these stayed to become long-term residents. - Molloy Island is purchased for subdivision and development in 1974. Barge starts operating – first vehicle on island in 1977	1973- EPA endorsed the principle of conservation of a nominal half mile strip of coastal reserve, including management of public access to the beaches of much of the coastline of Western Australia	1976 Coastal Zone Environmental Policy Steering Committee Coastal Development Committee under the Western Australia's Town Planning Department (1975-1987)
	- The first program surfing competition is held in Margaret River	1977- Guidelines for an Environmental Protection Policy on the Coastal Zone in Western Australia	
1980's	- Population grows from 3054 to 5331 in the ten years from 1976 to 1986 - Farming areas are taken over with vineyards throughout the 1980's - Tourist accommodation & visitor numbers multiply - Fish industry, based in Augusta, stabilises - Leeuwin Estate winery hosts the London Philharmonic Orchestra for their inaugural outdoor concert in 1985 - The first professional surfing competition, the Margaret River Thriller, is held in 1985 - First Augusta Whale Rescue in 1986 received world wide recognition as the most successful on record. Another whale rescue in 1987 and a dolphin rescue in 1989		Coastal Management Coordinated Committee (CMCC) 1982-1986 under Department of Conservation and Environment) (1986-19957 under the State Planning Commission) Coastal Development Committee disbanded in 1987
1990's	Population continues to grow –doubled between 1981 and 1996 1996: Gracetown disaster: 9 people are killed and 1 injured in a cliff collapse Slow decline in fishing industry 1999: Opening of Cape to Cape walk trail	- Publication: The Injured Coastline 1991 - The Commonwealth Coastal Policy , 1995 - National Coastal Action Program, 1995 - State of the Environment Report, Western Australia, 1992 - State of the Environment Report, Western Australia, 1999	
2000's	Masters World Professional Surfing competition conducted in March annually Classic Professional Surfing competition conducted in November annually Margaret River Wine Region Festival conducted annually in October Centre for Wine Excellence (2004)	- Draft Coastal Zone Management Policy for Western Australia, 2001 - Status of Coastal Planning in Western Australia 2001 - State Coastal Planning Policy 2.6, (amended 2003) - Status of Coastal Planning in Western Australia 2004-2005	Establishment of Coastal Planning and Coordination Council .2003
	New Education Campus in Margaret River, 2004	- Shire of Augusta-Margaret River first State of the Environment Report (Mid 2003)	
2005-2012	Infrastructure Australia - Feasibility study to establish current and future demand for both domestic and international (long term) regular passenger transport (RPT) services to a regional airport facility in the South West (2008-2010 Priorities). Greater Margaret River Tourism Task Force (2008) Augusta Boat Harbour (25 million) August 2011 Margaret River awarded Top Tourist Town 2011 State Ngari Capes Marine Park (March 2012)	- Augusta-Margaret River Coastal Management Plan, (CMPAP project), 2005. - State of the Environment Report, Western Australia,2007 - Augusta-Margaret River Shire, State of Environment Report 2009 - Status of Coastal Planning in Western Australia,2010	Publication: National Cooperative Approach to integrated coastal zone management. Framework and implementation plan (2006) Augusta-Walpole Coastal Strategy 2009

on the part of the governmental machinery (both federal and State levels), have its momentum in the turning point in the 1990's when a number of more coordinated initiatives took place and thus, they had a later impact in the shire of Augusta-Margaret River, up to the present time. Furthermore, in the next sections of the paper it will be seen that it is after the 2000's when major coastal policy and planning instruments are developed at the State level.

The initial case study which served as a basis for this paper dates back to 2004/2005. Key events after 2005 are geared to the development of major infrastructure projects (e.g. a boat harbour or the creation of a Marine Park) which will in turn, buster the tourism industry, still the main contributor to economic development, based mainly on the coastal areas.

Tables 1 and 2 are indicative of some key features in the trajectory of change in Augusta Margaret River. This trajectory stems mainly out of external driving forces rather than internal/local issues. Changes were produced mainly due to external pressures/demands -- population growth (absentee landlords, investors and demand for residential use), tourism and concomitant economic opportunities.

The evolution of the types and intensity of human activities are mainly related to favourable coastal environmental conditions that allow a variety of recreational opportunities; to positive changes in the socio-economic conditions outside the shire (the increasing economic power of people outside the Shire that invest in second homes); and to the goods and services that a booming tourist industry generates in favour of visitors and the local community alike. Through time and despite some complains out of the civil society (e.g. regarding absentee landowners), the Augusta Margaret River Shire has developed their own identity.

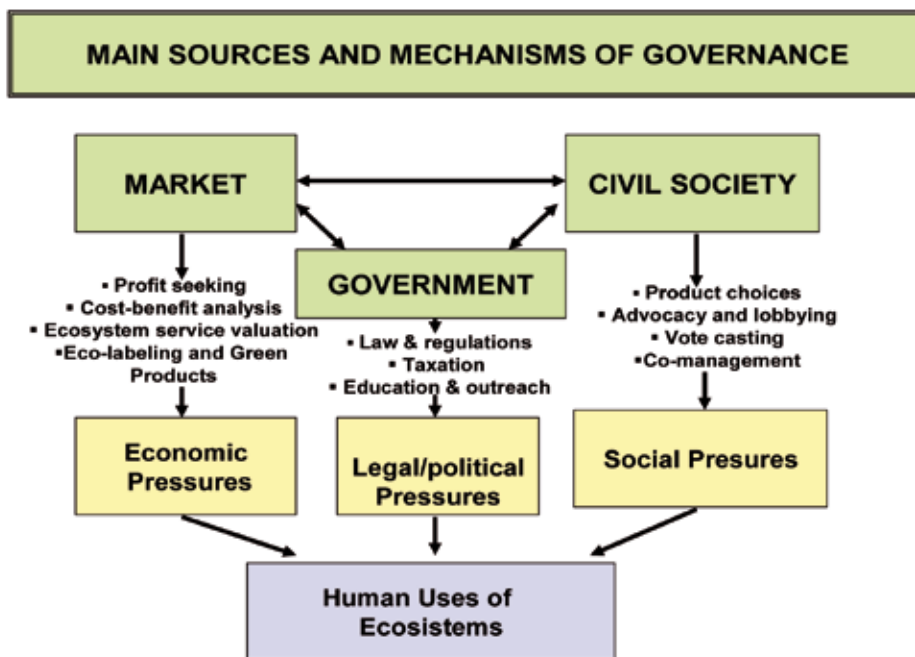
The responses to the changes from the government, the market and the civil society have been different. While the market (spurring mainly residential development and tourism) has grown rapidly and is the main driving force, the local authority's responses have been behind the market. Though the civil society had a history of some intervention in coastal affairs, their influence has been relatively small.

PART II THE CONCEPTUAL MODEL

Key questions for Part II are:

- What are the objectives and benefits of the conceptual model?
- Why looking to the past?
- How governance responses are assessed?
- How about measuring process and outcomes?

The objective of the conceptual model is to provide planners and managers with an analytical tool and a decision-making process that provide a reference point against which future change in a given ecosystem can be measured and evaluated. This is called the baseline. The baseline is not a snapshot of present conditions only. The process of developing a governance baseline is designed to understand how current issues have evolved through time. As such, it identifies both what has occurred through time and how individuals, groups, institutions, perceive and have responded, to social



Graphic 1: Main Sources and Mechanisms of Governance. Source for Graphic 1: Olsen, S.B., Page, G., Ochoa, 2009.

and environmental change. In turn, this framework encourages the analysis of how the governance system has evolved in response to the evolution of the societal and environmental issues generated by human pressures and coastal ecosystem change. Thus, the emphasis is in analyzing the trajectory of change and viewing this trajectory in the form of distinct governance eras.

In this analysis, specific attention is given to the three mechanisms by which the processes of governance are expressed: the marketplace, the government, and the institutions and arrangements of the civil society (see Graphic 1). How these mechanisms interact, why they interact and when they interact may give useful responses to coastal-related challenges. Each of the mechanisms carries their own goals and agendas and exerts pressures on each other. In addition, once a thorough analysis has been made of past and present conditions, the baseline also include a projection into the future, the so called "a forward looking".

The conceptual model also requires documenting baseline conditions in terms of governance process and outcomes. This refers to the maturity of the program in terms of the management cycle as well as generations of effort. In terms of the management cycle it is important to define what step in the policy process, (1. Issue identification; 2. Program preparation; 3. Formal funding and adoption; 4. Implementation; and 5. Evaluation) best describes the current status of the efforts.

The maturity of the effort is measured according to the four orders of outcomes. Four questions/stages guide the assessment of outcomes, namely: First order of outcomes:

are the necessary pre-conditions in place for the implementation of a plan of action?; Second order of outcomes: having the plan of action being implemented, is it possible to perceive changes of behaviour among the institutions, users and investors?; Third order of outcomes: does the goals and objectives have been achieved?; Fourth order of outcomes: are the conditions obtained enough to achieve sustainable development in the long term?.

Due to the fact that the case study under analysis is a very young initiative, in this paper the conceptual framework is mainly applied to the analysis of the trajectory of change and the sources and mechanisms of governance. The analysis of process and outcomes is limited due to the lack of documented results.

PART III

MAIN SOURCES AND MECHANISMS OF GOVERNANCE IN AUGUSTA MARGARET RIVER

Key questions for Part III are:

- What are the characteristics of coastal management, at different levels, in Australia?
- What was the response of the government to key events and ecosystem change (trajectory of change) in Augusta Margaret River?
- How did the market reacted through time?
- How did the civil society reacted through time?

2.1 THE GOVERNMENT: INTEGRATED COASTAL MANAGEMENT IN AUSTRALIA

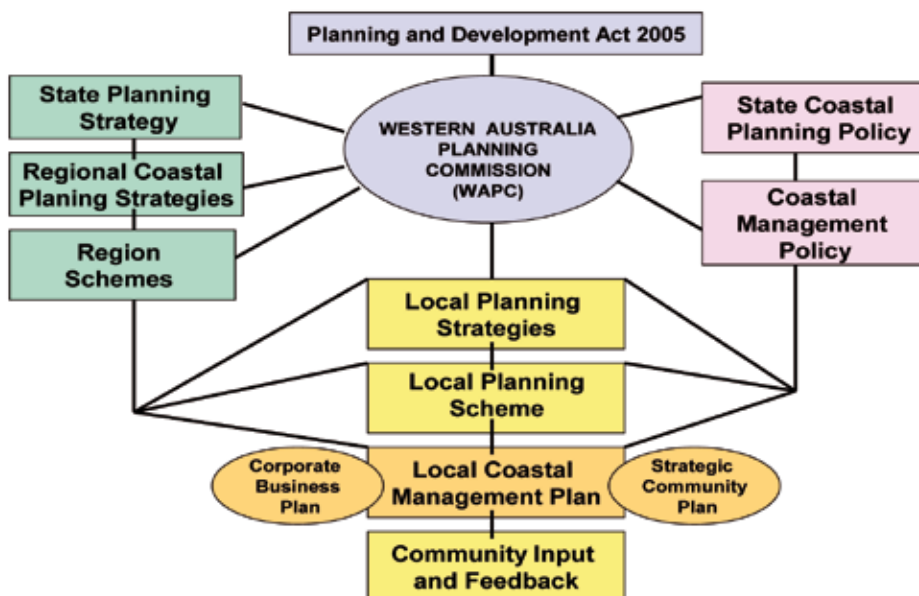
Integrated coastal management in Australia is conducted at three levels: the federal (Commonwealth) level, the State level and local level. At the *Commonwealth level*, major coastal-related initiatives date back to 1991³. Five years after, the government issued the *Commonwealth (Australian) Coastal Policy* which provided an overall policy framework on the subject. The policy aims are “to promote ecologically sustainable use of Australia’s coastal zone”. Specific objectives encompass, sustainable resource use, resource conservation, public participation, and knowledge and understanding⁴. Also in 1995, the federal government developed a *National Coastal Action Program*, articulated in its document entitled ‘Living on the Coast’, released in May 1995 (KAY, 1997), to be implemented through State and local governments through the signature of individual Memorandums of Understanding (MoUs) in each State.

2.1.1 *The Western Australia planning system*

Before undertaking a deeper analysis of the specific policy/planning instruments and coordination mechanisms, it is worth describing the Western Australia planning system. The system of planning is underpinned by the Planning and Development Act 2005, and associated regulations. See Graphic 2, depicting major components.

³ The Injured Coastline (The House of Representatives Standing Committee on Environment, Recreation and the Arts, 1991) plus other initiatives that followed.

⁴ Commonwealth of Australia, May 1995



Graphic 2: The Planning System - Western Australia.

Unlike other mainland States in Australia, the State of Western Australia does not have a single specific legislative instrument for coastal management. Instead, it relies on an integrated planning framework which includes specific initiatives for coastal planning and management, and programs across government agencies, local governments and community/private players. This is a comprehensive planning system consisting of a lead agency, the Western Australia Planning Commission (WAPC), which centralise and articulates all planning functions and is responsible for statutory and strategic planning at the State level.

As depicted in graphic 2, the planning system consists of three major streams, namely (from left to right) a) the strategy stream; b) the planning stream; and the c) policy stream. Each of them has a clear function to obtain implementation commitments and actions through an inclusive and collaborative process both within each stream as well as among all three streams of action.

The policy stream sets out the general principles for planning and development and brings together State and regional policies, strategies and guidelines. The strategy stream comprises statutory region schemes and non-statutory regional strategies that are prepared and administer by the WAPC. The planning stream comprises local planning strategies and schemes that are prepared by local governments and approved by the Minister on advice from the WAPC.

A critical issue is how different types of plans are articulated, so there are not divergences among them. The main tools used are:

- A comprehensive planning framework that embraces all players and related initiatives at all levels of government, including the community input.

- Simultaneous use of different scales of plans (regional, local, and site plans).
- Use plan sequencing, meaning, different scales of plans address coastal issues and their evolving circumstances. As such, “the plan produced first will influence the second plan, the third plan will be influenced by the first and the second plan, and so on for subsequent plans” (KAY & ALDER, 1999). This planning approach requires that local planning strategies interpret State and regional policies at the local level, and provide the rationale for the zones, reservations and planning controls in the land scheme. In turn, local planning schemes provide the statutory mechanisms to implement local planning strategies through zoning, reservations and development control.
- Linkages between plans are facilitated through various channels, namely:
 - Through a flow of recommendations from higher levels plans or through the linking of common guiding statements
 - Through grant-aid-schemes
 - Through a system of statutory region schemes; because local schemes must be consistent with region schemes (KAY,1997)

2.1.2 *Integrated coastal management at the State level*

At the State level, coastal management related initiatives in Australia have a history of about four decades. Under the Australian Constitution, the States and local government, under delegated powers from the States, have the principal role in coastal zone management⁵ Currently, key coastal planning instruments for Western Australia, can be summarized as follows:

- Two major policy documents, namely:the *Draft Coastal Zone Management Policy for Western Australia 2001*, prepared by the Western Australian Planning Commission’s Coastal Zone Council, and submitted for public comment in January 2001⁶; and
- the *State Coastal Planning Policy 2.6, 2003* (WAPC, 2006)⁷(amended December 2006).

Three key reports at the State and the local levels, namely:

- *State of the Environment Report, Western Australia, 2007*⁸;
- *Status of Coastal Planning in Western Australia, January 2010*⁹.
- *Augusta-Margaret River Shire, State of Environment Report 2009*¹⁰

One key Manual at the State level, namely:

- the *Coastal Planning and Management Manual*; and

⁵ Ibid 3.

⁶ State of Western Australia, Coastal Zone Management Policy for Western Australia, prepared by Western Australian Planning Commission, January 2001.

⁷ Statement of Planning Policy 2.6 State Coastal Planning (Western Australian Planning Commission (WAPC)) 2006.

⁸ Western Australia Government. State of the Environment Report, Western Australia, 2007. See: www.soe.wa.gov.au/

⁹ State of Western Australia, Status of Coastal Planning in Western Australia, January 2010, prepared by the Coastal Planning Program Regional Planning and Strategy, Department of Planning, November 2009, on behalf of the Western Australian Planning Commission. pp 125.

¹⁰ Shire of Augusta Margaret River, Augusta-Margaret River Shire State of the Environment Report, 2009 pp.174

Three assistance programs, namely:

- *Coastal Management Plan Assistance Program (CMPAP)*;
- *Coastwest*; and
- *The Coastcare Program*

All these array of policy/planning instruments and initiatives constitute the backbone to coastal management at the State level. To this should be added an array of coastal related policies at the sectoral or inter-sectoral levels.

For detailed information on specific policy documents, key reports and assistance programs, see Annex 1 in this paper.

2.1.3 *Integrated coastal management at the local level*

Local government in Australia is the third (and lowest) tier of government, administered by the States and territories which in turn are beneath the Commonwealth or federal tier¹¹. There is only one level of local government in all States, with no distinction such as counties or cities. As mentioned at the beginning of this paper, it should be clarified that within the classification of local governments in Western Australia, a “shire” is considered predominantly rural or outer suburban areas.

Stuart, G. *et al* (2006) questions: ‘What is the role of local governments in coastal management and planning?’. He proceeds by enumerating the following responsibilities:

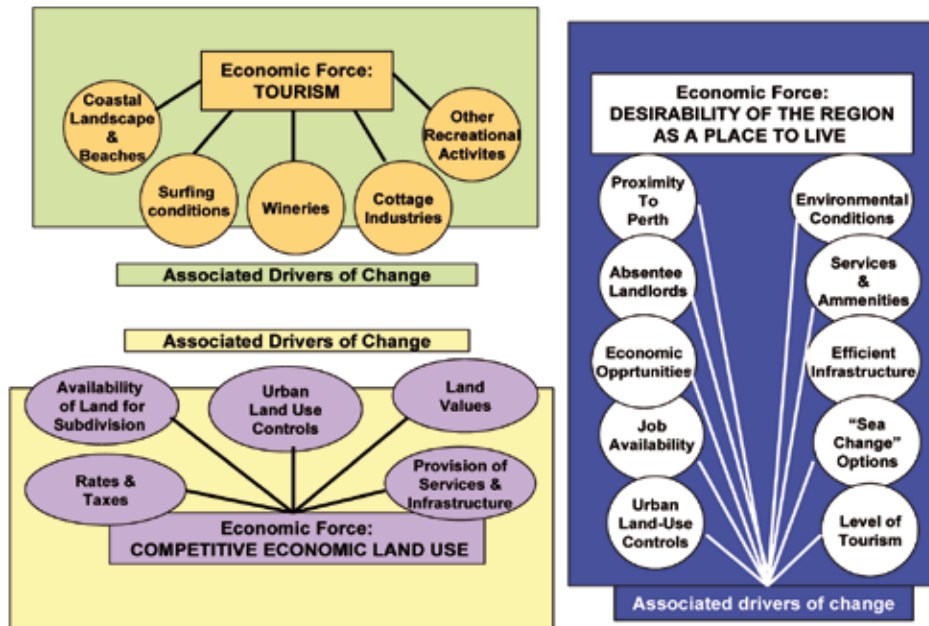
- Land-use planning and development control for infrastructure developed by others
- Planning, construction and management of specific coastal management infrastructure
- Planning, construction and management of other civil infrastructure in the coastal zone
- Planning, construction and management of water quality management infrastructure
- Management of public access to and use of the foreshore
- Community awareness, development and engagement
- Environment protection, enhancement and management

In addition, the role of local government in coastal management and implementation also include:

- Preparation of coastal area management plans for specific areas, with the intention to guide decisions about development in a balanced way, including recommendations for setbacks for development, as well as designating specific areas for particular uses. These plans may be non-statutory, or incorporated in a local government’s (statutory) town planning scheme.
- Preparation of detailed foreshore management plans and maintenance of foreshores reserves.
- Storm water management¹²

¹¹ Local government in Australia – Wikipedia, the free encyclopedia.

¹² Australian Local Government Association. Policy and Research Environment. “The roles and responsibilities of local government in coastal management . Local government - Summary of coastal management, policy and legislative arrangements: Western Australia”



Graphic 4: Major Economic Forces and Associated Drivers of Change.

2.2 THE MARKET – MAIN SOCIO-ECONOMIC CONSIDERATIONS

Three closely interrelated socio-economic drivers are operating in the Shire of Augusta-Margaret River: (i) the desirability of the region as a place to live; (ii) the pressures exercised by a growing tourism market; and (iii) competitive economic land uses. The major drivers of change within each of these economic forces are depicted in Graphic 4. Understanding and guiding the interaction between these economic forces and their associated drivers of change is complex but critical for planning future coastal and land use in the region.

2.2.1 Desirability of the region as a place to live, to work and visit

The environment has an economic and social value. With a climate typically Mediterranean, having warm to hot dry summers and mild wet winters, scenic rural areas and stunning coastal landscapes, the area of Augusta-Margaret River is a very desirable place to live, work and visit.

Beyond the environmental conditions, there are a number of other associated drivers of change. Some are directly associated to geo-economic conditions such as the proximity to Perth that together with efficient infrastructure (roads), make it easy to visit the Shire. For examples, economic opportunities and job availability are associated to the level of tourism and the services and amenities offered to the visitors. It is also related to the growth and diversification of the economic base of the shire.

For example, one particular industry has an outstanding role in the region: the viticulture sector. It has been steadily growing in importance and contribution to the local

and regional economy. Its major linkages are with the government, other sectors (tourism), and education. This is exemplified by 'Winewatch', which is an informal partnership between governmental and non-governmental organizations involved in the wine industry in the Margaret River region.

Since the 1970's people had been attracted to the Shire. Increasingly more people are making the 'sea change' from major city centres to the south west, with a substantial increase in population predicted for the Shire.

Census data from 2006 indicate a total population of 10,351 inhabitants for the Augusta-Margaret Shire distributed as follows: Margaret River: 5,581 inhabitants; Augusta: 1,350 inhabitants; Cowaramup: 987 inhabitants and the rest distributed in 10 smaller settlements in rural areas.

A report on the Shire's future defined the population of the shire as follows: 'The Augusta-Margaret River Shire is a complex mix of local residents – both recent and longer-term, retirees, non-permanent residents, casual and seasonal workers, day trippers and overnight tourists. For the purposes of what *drives* changes in the region, the population could include all of these groups' (CSIRO, 2005).

As the Augusta-Margaret River region becomes better known nationally and internationally and as resident population and visitors numbers increase, it is expected that the social and economic functions of the coastal areas will expand and diversify. This involves expanded urban development, agriculture, tourist-related activities such as surfing, fishing, and in turn, a further array of pressures and threats to the coastal and marine environment. Social impacts should also be anticipated. Experience indicates the importance of maintaining a sense of community and social wellbeing particularly when residential development to accommodate permanent migrants or "residential tourists" (who own holiday homes in the area), is likely to have a more significant impact on settlement patterns, than tourist development (The University of Sydney Planning Research Center, 2006).

2.2.2 The Tourism Market

The shire of Augusta-Margaret River is settled against a first class environmental scenario, almost in pristine conditions. Coastal landscapes and beaches are the key driver. Tourism has flourished and will continue to flourish in the years to come. In 2010, South West Australia has been chosen by Lonely Planet as one of the top 10 regions on the planet¹³. Tourism Western Australia presents the following defining facts about Margaret River:

'Margaret River region is the only wine region in Australia where you can experience stunning beaches, tall-timber forests, premium wineries, world class surfing and caves, all in one place'.

'Margaret River wine region is one of the biggest in Australia with more than 220 grape growers or wine producers, has 100 cellar doors open to the public and produces more than 25% of Australia's premium wine (WAPC, 2006).¹⁴

¹³ See: www.tourism.wa.gov.au

¹⁴ In the Augusta-Margaret River area vineyards are a major source of income, as well as an enormous tourist attraction. The wine produced is of high quality and recognised throughout Australia and overseas. A variety of grapes are grown and include Rhine, Riesling, Semillon, Chardonnay, Verdelho, Traminer, Sauvignon Blanc, and Cabernet Sauvignon. The land most suited to viticulture is located around the Margaret River Township, with smaller sections of best quality land located between the Bussell Highway and Caves Road. The coastal area is not suited to grape production (due to sandy soils). The area surrounding and inland from, Margaret River is also very suitable for viticulture.

This appears to be a very good description of the region. Both visitors and residents alike, value the coastal and marine environment and resources within the Shire. The top 10 leisure activities for the Augusta Margaret River Shire include: 42% go to the beach; 19% Bushwalking; 45% general sight seeing; 17% Visit national parks and State parks; 13% Picnics or BBQs (State of the Environment Report, 2009: 137-138).

The Shire was the second most visited area in the south west (18.5% of all visitors to the South West region). The average figures for 2005, 2006, 2007, recorded 479,100 overnight visitors and 292,00 domestic day visitors¹⁵. The Leeuwin Naturaliste National Park is the most visited national park in WA with more than 2.2 million visitors in 2006-2007¹⁶. In sum, the tourism Industry provides a major economic contribution to WA as a whole, generating approximately \$3.6 billion annually from visitor expenditure. The sector employs approximately 54,000 people, or 5.8% of the States workforce (State of the Environment Report, 2009: 138).

2.2.3 *Competitive land uses*

The associated drivers of change, namely, the availability of land for subdivision, rates & taxes, urban land use controls, land values and provision of services & infrastructure, each of them exercise different pressures and are closely interrelated to tourism and urban development. For example, the combination of population growth and a greater public utilisation of coastal areas for commercial and recreational purposes are expected to exert diverse pressures, in the form of competition between different users for the use of the coastal areas, which in turn, can threaten to degrade key environmental, economic and social values upon which current socio-economic development depends. New interventions will be required to provide effective support to an increasing number of people using a fragile environmental base. A few examples follow:

- Increasing population and an explosive tourism industry will require the upgrade of existing facilities and develop new infrastructure along the coast to support the increase in public requirement for access to the coast.
- The expansion of settlements will increase resource consumption including electricity, water, land, and materials¹⁷.

¹⁵ Ibid 10. p.137

¹⁶ Ibid 10. p 44

¹⁷ Current efforts related to sewage disposal and water management includes: new village scale wastewater treatment system is proposed for Gracetown, as part of a development proposal that will increase Gracetown from about 150 properties to 300 properties. Augusta has sewerage connected in some areas only however many older housing development areas are on septic. The townsite of Prevelley is partly sewer. The old townsite areas are unsewered but a development area (Gnarabup Subdivision) has been sewer. Significant community concern has been raised about the provision of a sewerage treatment plant (trickling filter) on the coastal dunes and treated effluent disposal by infiltration into dune sands close to the beach. There are no direct health concerns as the townsite has scheme water. A new town wide water recycling system worth \$2.7 million has been constructed in Margaret River to take treated water from the existing wastewater treatment plant for use in irrigation of public open space throughout the town including parks, sporting ovals, schools and the Margaret River Golf Course. The system has won widespread acclaim within Western Australia and has been recognised in the State Water Awards and has been profiled in numerous conferences and seminars. In the approval process for the scheme, the Shire successfully lobbied to have statewide policies for water recycling changed, paving the way for greater adoption of recycled water for irrigation in Western Australia. (Personal communication from Mr. Wayne Prangnell Director of Infrastructure Services , Manager Planning Services, Shire of Augusta Margaret River, Western Australia).

- The subdivision of agricultural land into small lots devoted to residential use can threaten the economic viability of productive land, and in turn, it may reduce the food producing capability of the region having a direct impact into an economy dependent on high quality of the environmental base and the provision of top service to a booming tourist industry.
- Impacts associated to the intensive use of readily accessible coastal areas need to be identified and appropriately managed.

2.3 ROLE OF THE CIVIL SOCIETY

Harvey, N. and B. Caton (2003) clearly describe some of the roles of community-based organizations in Australia e.g. ... 'a surf lifesaving club concerned with beach safety; a conservation group involved with ecosystem protection; a coastal park friends group engaged with weed removal'. In fact, community participation in coastal management has a long history of achievements in Australia. This is responsive to a long tradition of caring for the coast and their surrounding environment.

The role of the community and other members of the civil society in coastal management, had been discussed in various forums. National coastal policies, strategies, plans and enquiries emphasized the relevance of the intervention of the civil society as an important component of the management process. In fact, during the past two decades in Australia, there has been an increasing willingness on the part of the community to participate, as exemplified by the raising numbers of community organizations involved.

A key moment in the history of community participation appears to be the creation of the Coastcare program in 1995. Coastcare as well as Coastwest initiated an era of well organised and institutionalised contribution on the part of non-governmental players. (See: Annex 1, table on page 4th, for a brief description of the two major community participation programs). Funding has been allocated for many projects, most of them dealing with protection, management and rehabilitation of coastal environments. An example of a community-based project on a coastal management dealing with an issue of concern in the Augusta-Margaret River, follows:

Program: Coastcare (2008 Funding)
 Project Title: Community caring for the Hardy Inlet Foreshore – Stage 1
 Funding Recommended: \$20,763.64
 Applicant Organization: Shire of Augusta-Margaret River
 Project ID: CC081322

The project is primarily an education and community engagement project aimed at rehabilitating the Hardy Inlet Foreshore with the assistance of the foreshore landholders, the Augusta community and the shire. An information pamphlet will be produced and distributed to engage the community providing information on the Hardy Inlet, using local native species for landscaping gardens and outlining the benefits of maintaining and enhancing native vegetation fringing the Hardy Inlet. An information community BBQ, ongoing working bees to undertake seed collection and propagation of plants at the local community volunteer nursery will also be taken place. Community-grown plants will be utilized to rehabilitate the foreshore reserve and will be made available free of charge to landholders wanting to re-vegetate land that fronts the Inlet. Weed

control measures will be undertaken along the foreshore and as an extension of the rehabilitation work Eco Logs will be used to control erosion allowing nature reeds to establish¹⁸.

The above example can be frequently associated with Australian public participation in coastal related matters. These types of initiatives are implemented at the ground level and they deal with many forms of protection-rehabilitation of small portions of the coast.

However, a number of studies (LAZAROW, 2006; CSIRO, 2005), question the extent and degree of power involved in civil society intervention, meaning, how much decision-making power does the community have within all stages in the coastal planning and management process itself? In this respect, Lazarow (2006) provides an example that, in 2000–01, 78% of Coastcare funding in New South Wales was directed towards on-ground works, whereas education (9%), planning (8%) and monitoring programs (3%) have received a total of 20% of available funding.

2.3.1 Consultation mechanisms at the Augusta-Margaret River Shire¹⁹

It has been difficult to find information on specific mechanisms for public consultation on coastal related matters, at the local level. The case study indicates that in the past, the Augusta-Margaret Shire has used a number of consultation mechanisms e.g. in the writing of the coastal management plan, but does not elaborate on them.

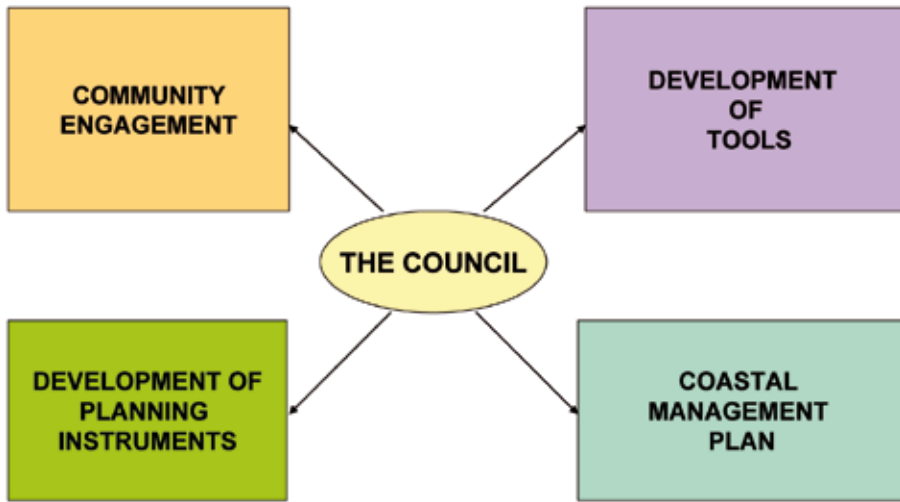
Recently, and due to changes to the Administration Regulations in 2011, the Shire embarked on the preparation of a Strategic Plan for the Future. This plan is being split into a Strategic Community Plan of a minimum 10 years, and a separate underpinning Business Improvement Plan. These plans were adopted 22 December 2010. In this case, the community was actively engaged in the preparation and development of the major modifications to the Shire's Plan for the Future, through various consultation mechanisms, namely:

- Sustainability Advisory Committee
- Sport and Recreation Advisory Committee
- Bush Fire Advisory Committee
- Local Emergency Management Committee
- Youth Advisory Committee
- Disability Access and Inclusion Community Reference Group
- Consultations with clients and customers of Council services
- Consultations with relevant funding bodies
- Consultations with State and Federal Government Agencies.

Additional consultation was undertaken by way of advertising for further public comment as required under the Local Government Act for the duration of January into February.

¹⁸ Caring for our Community Coastcare – Successful Applicants. See: www.nrm.gov.au

¹⁹ Shire of Augusta-Margaret River. Thriving Communities, Our Strategic Community Plan for the Future and Business Improvement Plan 2011/12 to 2021/22. www.amrsc.wa.gov.au



Graphic 5: Main types of Interventions in response to coastal management challenges.

Finally, the input of the civil society within specific projects dealing with of protection-rehabilitation of small portions of the coast, has been considerable, particularly in the last years. Tradition, good spirit of collaboration, a unified voice in relation to coastal issues of common concern having the support of the local authorities, make possible the building of effective linkages between government-civil society.

2.4 THE RESPONSE OF THE AUGUSTA MARGARET RIVER LOCAL AUTHORITIES (THE COUNCIL) TO COASTAL MANAGEMENT CHALLENGES IDENTIFIED IN 2005

In response to the challenges identified in 2005 and to achieve the goals of: a) coastal zone management; b) sustainable town planning; and c) conservation of significant areas, in 2005, the Council has chosen to implement four types of interventions (see Graphic 3) Today, the Council is harvesting the results of these decisions.

The engagement of the community was done through a partnership between the Council and community groups and their involvement in the development of the Coastal Management Plan as well as the community input at the early stages of the CSIRO project (see below), through oral history collecting, community workshops and interviews with individuals and focus groups.

To respond to the challenge of having limited information for decision-making the authorities opted to form a partnership program with the Commonwealth Scientific & Industrial Research Organization (CSIRO) and decided to undertake a project looking at the community values of the Shire, the pressures impacting on the Shire and the economic drivers within the Shire²⁰. This information has been used to develop a systems

²⁰ CSIRO, 2005

dynamic model (based on CSIRO's Regional Development Futures framework) as a tool in town planning decision making. The model is designed to assist with long term strategic planning for the Shire. In addition, through CSIRO, Council provided access to scientists, including social scientists and modelling experts, who are developing a decision support tool to assist with future town planning decisions.

Up to 2005, the planning authorities worked with five existing outdated town planning schemes. Today, in addition to the main policy instruments at the State level, the Shire has as its main planning instrument the Local Planning Scheme N° 1, Gazetted as of 24/09/2010.

In 2005 the Council adopted a coastal management plan. The Council was successful in securing a State government grant to develop a Coastal Management Plan. The plan integrated previous planning for coastal reserves, identified areas where further detailed planning was required and outlined an action plan to guide council expenditure on coastal reserves. The plan addressed coastal management principles, the natural environment, human use and legal requirements for coastal zone management at a State level. Recommendations were made for safety, coastal risk, public awareness and structural works²¹.

To the above planning instruments it should be added a Biodiversity Conservation Strategy to conserve, protect and enhance the biodiversity of the Shire. In 2005 it was planned that the relevant outcomes of the Strategy were later incorporated into the district town planning scheme. Other key planning instruments are the regional strategies (e.g. the 2009 Augusta Walpole Coastal Strategy which covers only some parts of the Shire) and detailed foreshore management plans.

PART IV DISCUSSION

Key questions for Part IV are:

- Are the lessons from the Augusta Margaret River experience applicable to other countries?
- What is unique on this case study?
- Which of the three sources of governance is leading the process? If any?
- Is it any integration in the responses of the governance system?
- Are the pre-conditions for implementation of a plan of action in place?

Very few countries may have as many policy and planning instruments - at different governmental levels, dealing specifically with coastal management - than Australia. The planning system in Western Australia is also unique. Two major elements may be highlighted: the way the planning system facilitates the articulation of a cascade of plans at different levels and how the plan sequencing approach works. This comprehensive

²¹ As today, the Coastal management plan has now been incorporated into the Local Planning Strategy (LPS) and the Relevant Leeuwin Naturaliste National Park Plan as well as other more detailed plans for specific foreshore areas. (Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia).

planning framework facilitate coordination and the integration of coastal issues at all levels of planning thus avoiding a single project approach or a number of coastal management projects poorly linked.

The history of the Augusta-Margaret River Shire shows a development pattern that can be found in many coastal areas worldwide. Lessons learned through the case of Augusta-Margaret River Shire could be very useful material to other countries having similar coastal conditions/problems. However, what makes it unique is the commitment of the governmental authorities at the State and local levels vis-à-vis the importance of managing their coastal resources, and the direct (or indirect) contribution of the people of the community, including the local industry, to this endeavour. The original case study of 2005 and the developments occurred in the last 5 years, they appear to be linked by a common thread of shared goals, interest and willingness to succeed in an endeavour that is of the interest to all.

On the other hand, it appears that for the local authorities, coastal management per se has been a late endeavour commencing in 2005. This has been portrait in table 1 and has been stated in the original case study, when the author says that: 'Investment by council in coastal zone management activities has occurred on an ad hoc basis in the past'²².

It should be reminded, however, that the length of the coastline under the control of the Shire is minimal (10 kilometres) since the rest of the 100 km. of coastline in the Shire is within a national park, under the Department of Environment and Conservation (DEC). The challenge appears to be the coordination between the Shire and the DEC, and the undertaking of joint planning efforts. This is currently happening for the benefit of all players.

Of the three sources of governance – *government; market; and civil society* - it appears that the dominance has been exerted by the tourist market. It has been a powerful force acting for the last 40 years, and has been responsible for many changes in the region. The market keeps dominating the interests of the Shire.

On the other hand, the governmental outcomes post-case-study confirms that the Shire's authorities had effectively responded to the pressures imposed by a booming tourist and real state market through the preparation of decision-making tools (a systems dynamic model), and the adoption of needed planning instruments.

How effective these planning instruments have been in dealing with the crisis provoked by the markets is difficult to address, due to lack of detailed information and the relative limited period of implementation. In the meantime, the local authorities are building their interventions working with natural processes (on which the local economy highly depends), on a sound understanding of their specific conditions, ensuring that decisions taken today do not foreclose options for the future.

The input of the civil society, though restricted to specific projects dealing with protection-rehabilitation of small portions of the coast, has been considerable, particularly in recent years. This is possible due of tradition, good spirit of collaboration, a unified voice in relation to coastal issues of common concern and effective linkages between government-civil society. However, this collaboration should be expanded and enable members of the civil society participate in decision-making at the management level.

According to a typical policy or project development cycle, namely – Identification of issues – Plan preparation – Formal adoption and funding – Implementation –

²² Trail, J. (2005)

Monitoring and evaluation – the Augusta Margaret River Shire had progressed through at least three stages. Implementation is under way and monitoring and evaluation are still pending.

Coastal management requires a long process of gestation as well as implementation. It can be expected though, that the Local Planning Scheme N^o 1, Gazetted as of 24/09/2010, together with some other regional strategies, coastal management plan, foreshore management plans and sector plans, may suffice (for now at least), for dealing with increasing pressure on the coastal environment from population growth, urban development and tourism.

In the near future, the preparation of a Tourism Plan is a must²³. This plan should be considered part and parcel of the coastal management plan and its specific actions be integrated within the outcomes of the “Strategic Community Plan for the Future”. Joint planning between the Shire and the Department of Environment and Conservation, and eventually with the tourist authorities is a very positive step towards integrated management of coastal areas.

It appears that the enabling conditions for the implementation of a plan of action directed to the effective governance of the coastal areas are in place (first order of outcomes), since steps 1 through 3 of the management cycle (namely, issue identification-program preparation-and formal funding and adoption), have been completed. On the other hand, the fact that the coastal management plan adopted in 2005 will be subsumed under the Local Planning Strategy (Local Planning Scheme N^o 1) along with other tourism plans may either weaken the coastal component under the weight of other priorities, or may benefit from the fact the coastal management plan that is running along the most important planning instruments for the Shire.

The conceptual model suggests that the transition to implementation can be anticipated only when all four of the following conditions are present (OLSEN, S.B., PAGE, G., OCHOA, 2009):

- *“A core group of well informed and supportive constituencies composed of stakeholders in both the private sector and government agencies actively support the program”* .
In this respect, the case study indicates that there had been active participation of the civil society during the development of the plan. However, at the present time there are no documented information regarding active support for program implementation.
- *“Sufficient initial capacity is present within the institutions responsible for the program to implement its policies and plan of action”*,
In this respect, it appears that there is sufficient capacity to implement policies and a plan of action. There may be need for training of personnel in distinctive subject areas and/or techniques, but the core of expertise appears to be available.

²³ While consulting with the local authorities on the accuracy of the paper, the author was informed that currently, the Shire is working on a tourism strategy and that Department of Environment and Conservation (DEC) has recently done a management plan for the Leeuwin Naturaliste National park which also considers tourist activities along the coast. The tourism strategy will also incorporate a survey done with tourists on what activities they undertake and where. It is expected that a picture will arise of what the demands along the coast are. The intend is that the tourist plan will then be incorporated into the Local Planning Strategy (LPS) along with Coastal management plans etc (under one umbrella). Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia.

- *“Governmental commitment to the policies of a program has been expressed by the delegation of the necessary authorities and the allocation of the financial resources required for long-term program implementation”.*
In this respect, it appears that during the development of the plan there have been the necessary commitment as well as the allocation of funds for plan preparation. At present, no mention has been made regarding plan implementation other than through the incorporation of the coastal management plan under the umbrella of the Local Planning Scheme.
- *“Unambiguous goals that address both societal and the environmental conditions have been adopted against which the efforts of the program can be measured”.*

No comment can be made in this regard due to the fact that the coastal management program of 2005 is not in the public domain and information on the content of the plan have been acquired through secondary sources.

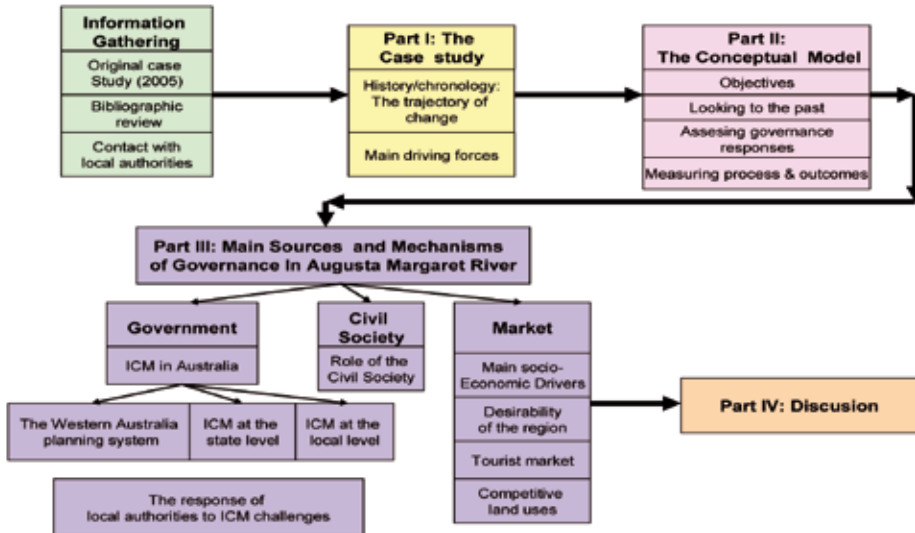
In sum, the unique context, the trajectory of change and the development trends in Augusta Margaret River make this case study worth analyzing and reflecting. Many lessons may be learned from this experience. However, above all, it is the willingness of the local people (interest groups, local authorities and citizens) that are the main engine driving the process toward the preservation and sustainable development of a unique patrimony. In a tiny scenario of 10 kilometres of coast, most of the development pressures seen in other contexts around the world, take place. This is a unique laboratory of experience as well as a challenge to future generations.

It was a pleasure to work on this paper and learn very valuable lessons and insights regarding a real case study, which unfortunately had to be analyzed from far away. My special thanks go to the local authorities for their assistance in clarifying particular issues as well as to all reviewers of the paper.

(For specific information on interventions planned and undergoing for the period 2010-2017, see Annex 1, Table 1).

ANNEX 1

PAPER'S ROAD MAP



Key Policy/Planning Documents, Reports, Manual and Assistance Programs

- POLICY/PLANNING DOCUMENTS**
- Commonwealth (Astralian) Coastal Policy, 1996
 - National Coastal Action Program, 1995
 - Draft Coastal Zone Management Policy for Western Australia, 2001
 - Western Australia Planning and Development Act, 2005
 - State Coastal Planning Policy 2.6, 2003 (Amended December 2006)
 - Coastal Zone Management Plan for Augusta Margaret River, (Adopted 2005)
 - Local Planning Scheme No1 (Gazetted 2010)

- REPORTS**
- State of the Environment Report, Western Australia, 2007[1];
 - Status of Coastal Planning in Western Australia, January 2010[2].
 - Augusta-Margaret River Shire, State of Environment Report 2009

- MANUAL**
- Western Australia Coastal Planning and Management Manual

- ASSISTANCE PROGRAMS**
- Coastal Management Plan Assistance Program (CMPAP)
 - Coastwest
 - Coastcare Program

• **Main policy documents, reports and programs:**

The purpose of the *Draft Coastal Zone Management Policy for Western Australia, 2001*, is to 'set out the State Government's policy position on coastal planning, management and protection. It provides the broad policy framework within which planners, developers, managers and users should operate, and detailed agency plans and policies will be developed and implemented' (KAY, 1999: 2).

The vision provided is tripartite, positing:

- ecological sustainability and ecosystem health as the basis for all planning decision-making
- that community input is vital in a whole-of-government approach; and
- that the Western Australian coastal planning system should engender national and international respect (WAPC, 2009: 25).

The *State Coastal Planning Policy 2.6, 2003* (amended December 2006), "addresses land use planning and development issues specifically as they relate to the protection and management of the coast. The policy requires strategic plans to guide local planning, development setbacks for protection against coastal processes and the provision of coastal foreshore reserves"²⁴.

This policy provides guidance on issues related to coastal development - especially in section 5.2 - including calculation of an appropriate setback to protect development from physical processes. Other factors determining foreshore width include: preservation of biodiversity, visual amenity and provision for recreational access²⁵.

Planning activities in partnership with the broader community is strongly advocated. The policy provides high order guidance on decision making on coastal planning matters and applies statewide. Implementation is through local government town planning schemes, and regional and local strategies. Amendments to this policy were gazetted on December 2006.

• **Three key reports at the state and the local levels, namely:**

The *State of the Environment Report, Western Australia, 2007* is designed to communicate credible, timely and accessible information about the condition of the environment to decision makers and the community. Previous environmental reports were undertaken by the Western Australian Government in 1992 and 1998. Though the document does not contain a specific section on the state of the coastal environment, the report has an individual section devoted to "Marine" issues, comprising degradation of marine environments, marine contamination, introduction of marine species and the emerging issue of marine debris, plus references. Under the key findings the report states that 'There are growing pressures on the marine environment from increased shipping, ports, coastal development, runoff and associated contaminants'²⁶.

²⁴ Western Australia Planning Commission. See: www.planning.wa.gov.au

²⁵ State of Western Australia, Status of Coastal Planning in Western Australia, January 2010, prepared by the Coastal Planning Program Regional Planning and Strategy, Department of Planning, November 2009, on behalf of the Western Australian Planning Commission, p.25

The report *Status of Coastal Planning in Western Australia 2010* is the latest of a series of biennial audits of the status of coastal planning in Western Australia. These reports take the form of a review, undertaken by the Department of Planning (DoP), of the status and currency of coastal planning throughout the State. The information provided by this report is of crucial importance to the Coastal Planning Programme (CPP) which is under the umbrella of the Western Australian Planning Commission, and is executed by the Department of Planning. These audits ensure that its work priorities reflect outstanding needs.

The Coastal Planning Program includes a variety of types of plans relating to coastal management for specific areas. These include plans formulated by local governments, such as foreshore and coastal management plans; regional plans including planning strategies and schemes; and state wide policies such as the State Planning Strategy. A key criterion for inclusion of plans in the reports is relevance to study area management needs.

The type of planning documents that form the core of the status reports include: strategic plans; regional strategies and structure plans; coastal, foreshore and site management plans; and recent and proposed coastal investigations undertaken by the New Coastal Assets Branch (NCA) of the Department of Transport (formerly part of the Department for Planning and Infrastructure). They also include documents relating to the activities of the Department of Environment and Conservation, and plans developed by the state's Natural Resource Management (NRM) Councils.

The *Augusta-Margaret River Shire, State of Environment Report 2009* follows the same format as the *State of the Environment Report, Western Australia 2007*, but it deepens the information provided, focussing in the major environmental issues within the Shire. Theme 3 is devoted to Coastal and Marine issues. Key findings indicate that:

- The coastal environment is in a very good to excellent condition with accessible beaches accessible to urban development suffering greater degradation than isolated stretches of the coastline.
- Degradation occurs in the form of vegetation loss, erosion and introduction of non-native species.
- Pressure will increase with a growing population and tourism industry within the Shire.
- There are a number of Commonwealth (Australian Federal), State and local Government management and planning strategies/policies to ensure pressures are addressed and minimized, as well as various active community groups that engage in coastal rehabilitation of degraded areas²⁷.

• **One key Manual at the state level:**

The *Coastal Planning and Management Manual* aims to provide community groups, local government and other land managers with a practical guide to coastal planning and management for Western Australia. The preparation of the Manual has been coordinated by the Western Australia Planning Commission, with participation of other State agencies,

²⁶ State of Western Australia. Coastal Zone Policy for Western Australia, prepared by Western Australia Planning Commission, January 2001.

local government and individual community members. The Manual responds primarily to the information requirements of 160+ community groups that are actively engaged in coastal management and planning projects in their local areas. The Manual offers an overview of important considerations for planning and management projects seeking to protect and conserve the coast²⁸.

- **Three Assistance Programs:**

The *Coastal Management Plan Assistance Program (CMPAP)* is an offspring of the biennial audits that, through the identification of outstanding planning needs, enables the development and implementation of coastal strategies and specific area management plans to assist rural and regional local governments. Funds are available based on coastal planning needs and priorities identified by the applicant (this include coastal local governments, and indigenous bodies, outside the Perth metropolitan area, with responsibility for the management of coastal land). In fact, it should be highlighted that the 2005 Augusta Margaret River Coastal Management Plan, is a CMPAP project.

The *Coastwest* program complements the CPP by providing funding assistance for many of the on-ground works recommended in the plans produced under the CMPAP. This is a State Government initiative aimed at providing opportunities for western Australians to learn about, conserve and protect their coasts. The Coastwest Program is administered and managed by the Western Australian Planning Commission with funds allocated by the State Government.

The *Coastcare* Programme is based on a partnership between the three levels of government, industry and the community. It was created in 1995 and it is an extension of the Landcare movement focussing on the coast. Coastcare is a community of volunteers caring for their coast; there are currently 2000 Coastcare groups in Australia.

Under the 2008-2009 transition arrangements for *Caring for Our Country* – a new natural resource initiative of the Australian Government – rounds of competitive grants were made available under two major headings, one of which was ‘Protecting and rehabilitating coastal environments and critical aquatic systems’. In that occasion, the Community Coastcare grants provided funded for 439 projects, including 370 small scale projects up to 50,000 and 69 large scale projects up to 250,000²⁹.

²⁷ Western Australia Government. State of the Environment Report, Western Australia 2007, p.41. See: www.soe.wa.gov.au

²⁸ Government of Western Australia, Western Australian Planning Commission, Coastal Planning and Management Manual - a community guide for protecting and conserving the Western Australian coast. See: www.planning.wa/Plans+and+policies/Put

²⁹ The Edge, www.coastnet.org.uk.theedge, August 2009.

Table 1. Shire of Augusta-Margaret River - Strategy Community Plan.
Coastal Management related outcomes and strategies.

Key Result Area 2: Environmental Protection - Outcomes and Strategies	Year
2.3 Protected Bushland, Biodiversity and Coastal Areas	
<i>2.3.1 Develop Foreshore Plans for Strategic Tourist Foreshore Precincts</i>	
1. Cape Mentelle to Gas Bay – 2. Cowaramup Bay ³⁰ 3. Flinders Bay to Cape Leeuwin 4. Update of foreshore management plan for Prevelly ³¹ 5 Dead Finish foreshore management plan ³²	2010-11 2011-12 2012-13
<i>.3.2 Protect and responsibly manage coastal areas under the Shire's control</i>	
• Review and update Augusta Margaret River Coastal Management Plan	Date ? ³³
• Implement management plans for major foreshore areas and reserves	
1. Construct Boat Ramp Parking at Gracetown –Cowaramup Bay 2. Replace stairs and retaining walls at Surfers Point 3. Additional parking, traffic management and conservation works from Margaret River mouth to Gnarabup 4. Pathways from Flinders bay to Cape Leeuwin	2010-12 2011-12 2012-15 2013-17
Key Result Area 4: Vibrant Local Economies - Outcomes and Strategies	Year
4.2 A Stronger Tourism Economy	
<i>4.2.1 Provide high quality, affordable caravan and camping grounds which cater for the needs of families</i>	
• Review Turner Park Caravan Park Business Plan (2011-12) and implement agreed improvements	2011-12 & 2016-21
• Implement the management and business plan for the Alexandra Bridge Camping Ground to maintain a profitable and well utilised facility	2011-15
• Develop and implement a business plan and required improvements for the Flinders Bay Caravan Park to maintain a profitable and well utilised facility	2011-15
• Upgrade caretakers' residence at the Flinders Bay Caravan Park	2012-13
<i>4.2.2 Encourage tourism in the Shire and cater for increased visitors</i>	
• Develop and maintain high standard tourist facilities and infrastructure including public toilets, barbeque areas, directional and interpretive signage, car parks, paths and waste management collection facilities	Annual budget allocations
• Conduct a major upgrade of the Shires Tourism Foreshore Precincts 1. Cape Mentelle to Gas Bay 2. Cape Leeuwin Tourism Precinct (tracks, walk trails, parking, lookouts, etc.) 3. Gracetown foreshore	2011-15 2013-17 2011-13
• Maintain a positive collaborative relationship with the Augusta Margaret River Tourism Authority (AMRTA) to measure visitor numbers and impacts and maximise visitor benefits to the Shire.	Ongoing
• Support major tourist events which bring large numbers of tourists to the Shire and represent value for the ratepayer's dollar.	Annual budget allocation
• Develop a Tourism Strategy for the Shire which clarifies and identifies a clear role for the Shire in Tourist development.	2010-11

Sources: Shire of Augusta-Margaret River. Thriving Communities – Our Strategic Plan for the Future and Business Improvement Plan 2011/12 to 2021/22; and State of Western Australia, Status of Coastal Planning in Western Australia, January 2010, prepared by the Coastal Planning Program Regional Planning and Strategy, Department of Planning, November 2009, on behalf of the Western Australian Planning Commission, Table 13, p.100.

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³⁰ The Cowaramup Bay foreshore management plan is to be considered in light of the proposed scheme amendment from LandCorp. This could see an additional 140 houses in Gracetown and would need to be considered once the proposal is further progressed in its planning. Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia.

³¹ The Prevelly foreshore plan is currently being considered as part of the Rivermouth to Gas bay Concept plan. Aspects of environmental management for these sections have been identified. The plan has been advertised and will be presented to Council in due course. Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia.

³² The Dead finish foreshore plan has to some extent been considered in the proposal for a small boat harbour at flat rock. The progress of this proposal will also have an impact on the completion of such a specific plan. (Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia).

³³ The Coastal management plan has now been incorporated into the Local Planning Strategy (LPS) and part of the LPS review will be to review this section as well. This may be over time in the next few years as the LPS has only been finally adopted beginning of this year. Personal communication from Mr. Andre Schonfeldt, Manager Planning Services, Shire of Augusta Margaret River, Western Australia.