



Gippsland Lakes Coastal Action Plan



Review Report June 2011

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1.0 Introduction

Under the Coastal Management Act 1995, Regional Coastal Boards may prepare a Coastal Action Plan for their region or as required by the Minister or the Victorian Coastal Council.

Coastal Action Plans (CAPs):

- Enable the broader principles and priorities of the Victorian Coastal Strategy to be further developed and applied at a regional or sub-regional level, or for particular issues;
- Are consistent with the VCS and play a role in its implementation;
- Take a long term strategic view, clarify directions for future use and identify key actions required to achieve preferred outcomes;
- Are developed by or under the guidance of Regional Coastal Boards;
- Are referred to the Victorian Coastal Council for approval by the Council prior to referral by the Council to the Minister for Environment for endorsement.

This particular review is of the Gippsland Lakes Coastal Action Plan (GL CAP). Launched in April 1999, the Gippsland Lakes CAP aimed toward integrated management of the Gippsland Lakes in order to *sustain* such areas as research and communication, *protect* public land, *direct* development through planning controls, and *develop* tourism and recreation activities (VCC 1997).

2.0 Background

2.1 The Gippsland Lakes Coastal Action Plan

The Gippsland Lakes are one of Victoria's major environmental and tourism destinations. Spanning an area of 340km², the Lakes form the largest navigable network of inland waterways in Australia. The Lakes are of great environmental importance, and contain a number of internationally significant RAMSAR wetlands.

As a major tourism and recreation destination, the Lakes provide enormous economic benefits to the Gippsland region. It is our responsibility to keep our demands to sustainable levels so future generations may enjoy the Lakes as we do. The Gippsland Lakes CAP was framed with this in mind.

The Gippsland Lakes Coastal Action Plan is a strategic planning and development framework for the future management of the Gippsland Lakes. It identifies a range of management activities, both around the Lakes and throughout the catchment, which will immediately tackle the problems of sedimentation and eutrophication. More importantly, the Coastal Action Plan sets out guiding principles for other land and resource managers, and creates a focus for community action over the longer term.

The Plan brings together management objectives for both public and private land. It establishes a vision for future development, identifies areas of possible conflict or ambiguity in existing planning documents, and ensures consistency between management instruments. The basis of future development is the identification of activity nodes, and criteria for residential and tourism growth.

The GL CAP was the product of an intense and exhaustive community consultation process. The public had input at every stage, from the release of information sheets, through public seminars, issues papers, and a formally displayed draft document.

2.2 Review Process

The *Coastal Management Act 1995* requires the Regional Coastal Boards to conduct a review of the success or otherwise of the implementation of each of their Coastal Action Plans (CAPs). Reviews are to be conducted every five years, or by other arrangement. Under the guidelines set forth by the Victorian Coastal Council (Appendix 2), the review of a CAP should consider:

- How the CAP has been implemented;
- What the outcomes were;
- What the successes and failures of the CAP were;
- Any unforeseen issues or impacts that arose over the life of the CAP.

2.3 Review Methods

The review of the Gippsland Lakes CAP was undertaken in 2009-10 by: 1) identifying, where possible, a contact person within all of the agencies responsible for CAP actions; 2) providing the contact person(s) an opportunity to report back with a detailed spreadsheet of all the actions assigned to their agencies; 3) inviting all of the agencies involved in CAP implementation to one of two CAP review workshops on this CAP and the Integrated Coastal Planning for Gippsland Coastal Action Plan and; 4) by seeking additional information as necessary.

The CAP review process was conducted by GCB staff and overseen by a CAP review subcommittee comprised of Gippsland Coastal Board members and the Gippsland Lakes Task Force Executive Officer. It should be noted that membership of this committee changed as there was a new Board appointed during the process of the review.

The other important piece of work that contributed to this review was the Gippsland Lakes CAP Interim Review Report from 2006. This work provided important information on the status of actions where they were not reported on later and/or where their status was uncertain by current staff.

3.0 Overview

3.1 Vision

The vision for the Gippsland Lakes CAP was articulated in the Chair's message at the beginning of the document. It said:

The Gippsland Lakes will continue to offer an outstanding nature-based experience for present and future generations, for visitors and residents alike. The coastal environment will be maintained and enhanced, and a balanced and sustainable approach will be applied to land use and development, in recognition of the Gippsland Lakes' vital role in the regional economy.

Development around the Lakes will provide a wide range of facilities, and will be well designed and sensitively located. Recreation facilities throughout the Lakes will be concentrated in well-defined activity nodes, and will ensure that visitors and residents can enjoy the natural values of the Gippsland Lakes without threatening the natural environment.

The ecology and water quality of Lake Wellington will have been stabilised. The improved foreshore, wetland and benthic vegetation will provide habitat for flora and fauna, and will provide the ideal setting for nature-based tourism and recreation.

Individuals, groups and organisations throughout the catchment will be working together on management activities that have local and downstream environmental and economic benefits.

The Gippsland Lakes will remain an icon for the local, national and international communities.

3.2 Objectives

Objectives of the Gippsland Lakes CAP follow the themes 'Sustain,' 'Protect,' 'Direct,' and 'Develop' from the 1997 Victorian Coastal Strategy. These themes and their alignment with priority issues will be discussed in more detail in section 3.3. The objectives underpin many of the subsequent actions in the document and are listed according to their thematic headings.

Sustain Objectives are:

- To address processes which threaten the Gippsland Lakes environment;
- To improve water quality within the Gippsland Lakes and wetlands;
- To increase public awareness and public involvement in the protection and enhancement of the Gippsland Lakes; and
- To improve and restore the values of the Gippsland Lakes, and so meet Australia's obligations as a signatory to the Ramsar Convention on Wetlands.

Protect Objectives are:

- To protect sites and areas of natural, historic, visual and built significance; and
- To enhance the system of parks and reserves around the Gippsland Lakes.

Direct Objectives are:

- To coordinate municipal, departmental, catchment management and economic planning processes, to ensure good planning outcomes for the Gippsland Lakes; and
- To provide a framework for the guidance of future development that reflects the strategic direction of the Victorian Coastal Strategy.

Develop Objectives are:

- To provide a framework for appropriate development around the Gippsland Lakes;
- To establish a cohesive, integrated framework for boating and boating related activities; and
- To provide a clear direction for future development by individuals, groups, businesses and government organisations.

3.3 Strategic Directions

Similarly, the strategic directions also follow the VCS themes and are contained in each thematic section. Because these strategic directions were considered to be high-level actions with responsibilities assigned to particular agencies they are also listed in section 4.0 reporting against their status. It is important to raise them here, however, because they provide insights into how the GL CAP is structured. It also demonstrates that actions were targeted to a range of strategic and operational aims with the overall intent of achieving the vision in section 3.1.

Sustain Directions are:

- Initiate catchment management actions with the aim of reducing nutrient loads into the Gippsland Lakes by 50% over the next twenty years (*CMAs, NRE, local government, urban and rural water authorities*)
- Undertake comprehensive modelling of the Gippsland Lakes system to determine appropriate remediation strategies for water quality deterioration, increased salinity levels in Lake Wellington, and the effects of dredging and the Entrance (*GCB, GP*)
- Establish a comprehensive water quality monitoring program for the Gippsland Lakes and streams leading to the Gippsland Lakes, as part of a region-wide network and publish the results on a regular basis (*GCB, WGCMA, EGCMA, NRE*)
- Promote the role of the catchment in the health of the Gippsland Lakes (*GCB, EGCMA, WGCMA, NRE*)

Protect Directions are:

- Formulate and implement a catchment-wide streamside revegetation strategy (*CMAs*)
- Investigate the feasibility of lake-edge revegetation with aquatic species (eg. phragmites), and undertake trials (*PV, NRE*)
- Develop a lake-edge revegetation plan following trials (*PV, NRE*)
- Manage Lake Wellington and its southern shores as a remote natural area, with facilities appropriate for these values (low impact and low density facilities, limited access, emphasis on conserving natural characteristics (*NRE, PV, WSC*))
- Ensure that any effects on fish stocks and other natural resources are adequately addressed prior to approval of major developments such as dam construction or a new entrance configuration (*SRW, GP, NRE*)
- Manage any reduction of the Gippsland Lakes commercial fishery so as to minimise personal and economic impacts on the regional community (*NRE*)
- Implement the recommendations of the Coastal Crown Land Management Review, maximising opportunities for community involvement (*NRE, GCB*)
- Review and implement the reservations of land recommended by the Land Conservation Council's Gippsland Lakes Hinterland Study (1983), including implementation of the Gippsland Lakes Reserve (*ECC, NRE*)

Direct Directions are:

- Take an adaptive and conservative approach when considering development which may be affected by future climate change or land subsidence (*DOI, WSC, EGSC, NRE*)
- Identify activity nodes and coastal settlements, to encourage development in suitable locations (*GCB, EGSC, WSC, DOI*)
- Actively discourage ribbon development by containing activity within defined nodes (*EGSC, WSC*)
- Review, complete and implement consolidation plans for old and inappropriate subdivisions (*EGSC, WSC*)
- Review and refine Municipal Planning Schemes to ensure adequate controls for the protection of significant environmental assets and sites in the Gippsland Lakes region (*GCB, DOI, WSC, EGSC*)

Develop Directions are:

- Ensure ecologically sustainable tourism is promoted, based on maintaining the long-term health of the Gippsland Lakes biological assets and minimising disruption to native flora and fauna populations (*TV, LWT*)
- Provide a safe, navigable and stable entrance to the Gippsland Lakes, catering for the maximum feasible range of boat types, and incorporating environmentally friendly outcomes as far as practicable (*GP*)
- Finalise the Gippsland Regional Boating Strategy, and implement the actions relevant to the Gippsland Lakes (*GCB*)
- Develop policies for up-river boating use by implementing recommendations of the Gippsland Coastal Board's Boat Wake Study (*GCB, EGCMA, WSC, WGCMA, NRE, GP*)

3.3 Implementation

The Gippsland Coastal Board coordinated an implementation committee, with membership comprising the major agencies responsible for the identified actions, including:

- East Gippsland Shire Council;
- Wellington Shire Council;
- East Gippsland Catchment Management Authority;
- West Gippsland Catchment Management Authority;
- Gippsland Ports;
- Department of Natural Resources and Environment; (now DSE, DPI and DPCD)
- Environment Protection Authority; and
- Parks Victoria.

It was through these agencies' coordination that many of the actions were implemented in the early years of the CAP. Another outcome perhaps of this coordination was ultimately the formation of the Gippsland Lakes Task Force in 2001 to target many of the water quality actions in the Gippsland Lakes CAP.

4.0 Progress on Actions/Recommendations

The Gippsland Coastal Board's role is to provide a strategic coastal planning overview for the benefit of other agencies as well as itself. Hence, this report will review progress of the tasks assigned to all of the stakeholders in the original Integrated Coastal Planning Coastal Action Plan.

The information used in preparing this report was obtained from the relevant agencies, through written responses, personal communication and other means as needed. The agency response rate was a little uneven across the whole action list and some interpretation by the Gippsland Coastal Board staff was necessary. This section of the review report has grouped actions into five categories: completed; in progress and/or ongoing; unfunded, still relevant; no longer relevant and; unknown/other.

Please note that some of the actions have been categorised by GCB staff using limited available information.

Later in this report an overall analysis is provided, including identifying any outstanding priorities and their possible resolution and time frame. The report finishes with considerations for the future.

4.1 Completed

The table below lists CAP actions that have been completed either as a direct result of the CAP itself or because the action(s) were superseded by government policies that ensured their completion by other means.

CAP Action No.	ACTION
1.2.2	Undertake comprehensive modelling of the Gippsland Lakes system to determine appropriate remediation strategies for water quality deterioration, increased salinity levels in Lake Wellington, and the effects of dredging and the Entrance
1.3.4	Develop contingency plans to respond to sudden or significant changes detected in water quality
1.4.2	Investigate and formalise environmental water allocations for Dowd's, Sale Common, Heart and Clydebank morasses
1.5.1	Undertake a study on the impact of salt water inflows into the Lake Wellington environment, and investigate the feasibility and constructing a restrictive barrier to stop salt water penetration
1.7.1	Complete installation of Stage 2 boat sewage pump out facilities and portable toilet disposal points at Bunge Arm, Holland's Landing, Duck Arm, Metung Yacht Club and Nicholson
1.8.3	Continue comprehensive public information programs during algal bloom outbreaks to minimise public health risks and to minima restrictions on recreational activities
1.8.4	Review and update the Gippsland Lakes Blue-green Algae Emergency Response Plan annually, and act as lead agency for the Plan
1.9.1	Replace pit toilets with composting toilets, and ensure all new facilities are composting units
2.5.5	Provide resource management agencies with education support for issues related to the Gippsland Lakes
2.5.11	Promote and display instructions on the use and location of boat sewerage pump-out facilities
2.6.8	Undertake environmental audits of the Gippsland Lakes each time the Plan is reviewed
3.2.6	Manage any reduction of the Gippsland Lakes commercial fishery so as to minimise personal and economic impacts on the regional community
3.4.1	Promote informed debate in the wider community on the likely impacts on the Gippsland Lakes of land subsidence resulting from fluid and groundwater extraction from the Latrobe Aquifers
3.9.2.1	Develop and implement management strategies for foreshore erosion at Loch Sport
3.9.3.1	Use appropriate planning overlays to retain natural bushland character and vegetation for Raymond Island
3.9.3.2	Investigate and review issues of koala population management on Raymond Island

3.9.3.3	Proclaim Crown land as part of the Gippsland Lakes Reserve on Raymond Island as required to conserve and enhance wildlife habitat
3.9.5.1	Prepare a concept plan for Seaspray, including: Sites for urban extension and commercial development; Integration of the central and northern sections; Balancing recreation and wetland values; Provision of a suitable sewerage system and Development controls on flood prone areas
3.10.3	Develop appropriate environmental and design development guidelines for tourist development in planning schemes
3.11.2	Improve the drafting of fishing regulations to allow increased community understanding of the intent and mechanisms of the regulations
3.11.4	Investigate and overcome artificial impediments to fish movement in rivers
3.12.3	Establish criteria for the location of aquaculture and native fish hatcheries in the Gippsland Lakes region
3.13.2	Continue management planning for hog deer hunting, including strategies for managing impacts on adjoining non-hunting zones
3.13.3	Encourage the active participation of hunting groups in the management of game and game habitats
3.15.8	Complete integrated management planning for Ramsar wetlands, and ensure protection is provided (CMAs, DSE, PV)
3.15.10	Establish a biological monitoring network for the waters of the Gippsland Lakes
4.2.2	Review and implement the reservations of land recommended by the Land Conservation Council's Gippsland Lakes Hinterland Study (1983), including implementation of the Gippsland Lakes Reserve
4.3.4	Prepare management plans for Crown reserve at Lake Bunga, Lakes Entrance (Entrance to Eastern Beach), Nungurner, Metung, Tambo, Nicholson, Eagle Point, Paynesville, Raymond Island and Marlay Point
4.3.8	Determine visitor service standards across the Gippsland Lakes and review existing and proposed facilities against those standards
4.3.14	Revise Loch Sport Foreshore Management Plan following completion of the Coastal Processes Study
5.2.2	Identify activity nodes and coastal settlements to encourage development in suitable locations
5.2.3	Actively discourage ribbon development by containing activity within defined nodes
5.3.4	Undertake township urban design programs
5.5.1	Develop guidelines for the determination of landscape values
5.5.2	Undertake a comprehensive and comparative assessment of important scenic landscape areas around the Gippsland Lakes, and develop complementary planning controls
5.5.3	Identify and conserve significant heritage sites associated with the Gippsland Lakes
6.3.3	Ensure tourism development which are not coastal dependent are not located on foreshores

6.3.4	Using agreed criteria, list and protect sensitive sites around the Gippsland Lakes that are not suited to development due to natural values and prevailing conditions
6.3.5	Using agreed criteria, undertake an assessment of public land to identify sites suitable for tourism development
6.4.4	Implement recommendations of the Foreshore Planning Study for Eagle Point
6.4.6	Establish stronger planning links and physical access between Bairnsdale and the Mitchell River
6.5.5	Ensure adequate Surf Life Saving Club facilities are maintained at Lakes Entrance and Seaspray, with any redevelopment according to Victorian Coastal Council Siting and Design Guidelines
7.2.2	Finalise the Gippsland Regional Boating Strategy, and implement the actions relevant to the Gippsland Lakes
7.5.7	Complete a comprehensive recreational boating study of the Gippsland Lakes, including the examination of opportunities for house boats and major passenger vessels

4.2 In progress and/or Ongoing

The following actions have been classified as in progress or ongoing as they are either actions that will never achieve a finite end or they are currently being addressed. It is acknowledged that this is not an ideal categorisation as actions that are partially complete are in this category. However, given the imperfect nature of much of the wording, this was deemed the most appropriate way to proceed. Many of the actions were written as principles.

CAP Act'n No.	ACTION
1.2.1	Initiate catchment management actions with the aim of reducing nutrient loads into the Gippsland Lakes by 50% over the next twenty years
1.2.3	Establish a comprehensive water quality monitoring program for the Gippsland Lakes and streams leading to the Gippsland Lakes, as part of a region-wide network and publish the results on a regular basis
1.3.1	Implement the Macalister Irrigation District Nutrient Reduction Plan
1.3.2	Investigate and implement management actions to reduce soluble phosphorus losses from agricultural enterprises
1.4.1	Recognise environmental flow entitlements for rivers entering the Gippsland Lakes in the bulk entitlement process, and in legal agreements allocating water rights
1.4.3	Base the determination of environmental flows for the lower Latrobe, Avon, Mitchell, Tambo and Nicholson Rivers on the cumulative impact of reduced flows on the Gippsland Lakes
1.4.4	Ensure that any future regulation or extraction of water from the river systems of the Gippsland Lakes Catchment is preceded by an impact study which quantifies all social, economic and environmental costs and benefits
1.6.1	Following confirmation of the need (on environmental and health grounds), identify and install appropriate sewerage and water supply systems for unsewered settlements, with priority for Loch Sport, Seaspray and Banksia Peninsula
1.6.3	Implement the findings of the Macleod's Morass Catchment and Waste Management working Party

1.8.1	Continue long term hydrodynamic, chemistry and algal bloom studies
1.8.2	Continue community education on the cause, effect and management of algal blooms
1.9.2	Evaluate and implement the North Arm Foreshore and Estuary Plan
2.2.1	Promote the role of the catchment in the health of the Gippsland Lakes
2.3.1	Promote participatory activities in nature conservation, in order to create a more informed and active public
2.3.2	Continue and expand summer nature interpretation programs
2.3.3	Promote waste avoidance, reuse, recycling, cleaner production and litter reduction throughout the catchment, emphasising impacts on Gippsland Lakes
2.3.4	Promote the importance of native vegetation for landscape and conservation values, particularly in urban areas and on roadsides
2.4.2	Continue public awareness campaigns relating to fuel reduction, mosquito control, environmental principles and domestic animals
2.4.4	Undertake awareness campaigns regarding threatened species that are dependent on the lakes system. Undertake awareness campaigns regarding threatened species that are dependent on the lakes system
2.4.5	Undertake education programs to inform the public about actions in progress to manage processes that are threatening the lakes system
2.4.6	Promote the coordination of educational and research activities between service agencies in the Gippsland Lakes
2.5.1	Promote environmental education programs at all schooling levels, and encourage institutes to develop programs on the Gippsland Lakes and environment
2.5.2	Conduct public education programs on the importance of fish habitat protection, and threatening processes.
2.5.3	Investigate and disseminate information on the affect of native title on leasing and licensing of public land, foreshore and waterway areas around the Gippsland Lakes
2.5.4	Maintain, expand and improve reference material for the public on the Gippsland Lakes and its environment
2.5.9	Provide prospective purchasers of land adjacent to National Parks and Crown Reserves with educational material on the implications and responsibilities of such ownership
2.5.10	Improve instructional and educational signage at jetties and foreshore to inform public about facilities
2.5.13	Review and improve the content of tourism and recreation literature about the Gippsland Lakes and environment
2.6.1	Update and periodically assess information on the effects of climate change on the Gippsland Lakes and catchment
2.6.2	Encourage research on coastal and Lakes issues and the dissemination of knowledge through seminars, conventions, published papers and community forums
2.6.3	Continually update and publicise agency roles and relationships
2.6.4	Encourage a suitable advisory system for all reserve areas, including consultative mechanisms
2.6.5	Encourage local management of reserves
2.6.6	Encourage local government to assume an active role in management, including remedial and improvement works, and assistance to community groups

2.6.7	Undertake research into the existing distribution of benthic habitat, and determine the value of the habitat for other purposes such as fish recruitment
3.2.1	Formulate and implement a Catchment-wide streamside revegetation strategy
3.2.2	Investigate the feasibility of lake-edge revegetation with aquatic species (eg. phragmites), and undertake trials
3.2.3	Develop a lake-edge revegetation plan following trials
3.2.4	Manage Lake Wellington and its southern shores as a remote natural area, with facilities appropriate for these values (low impact and low density facilities, limited access, emphasis on conserving natural characteristics)
3.2.5	Ensure that any effects on fish stocks and other natural resources are adequately addressed prior to approval of major developments such as dam construction or a new entrance configuration
3.4.1	Promote informed debate in the wider community on the likely impacts on the Gippsland Lakes of land subsidence resulting from fluid and groundwater extraction from the Latrobe Aquifers
2.5.1	Manage mosquito populations in accordance with agency and municipalities' policies without jeopardising natural systems
3.6.1	Continue investigations as to whether changes in the entrance channel configuration have altered water exchange between the estuary and ocean in recent years
3.6.2	Improve dredging and spoil disposal, with preference for dredging practices which return spoil to the ocean
3.6.3	Consult with environmental and community groups when establishing dredge spoil disposal programs
3.6.4	Review the Trial Dredge Protocol and seek finalisation
3.9.1.1	Support the ongoing programs by Local Government and the Department of Natural Resources and Environment directed at the problem of "creeping backyards" encroaching on to public foreshore and coastal areas
3.9.1.2	Ensure that private development does not restrict access to public foreshore, or detracts from significant landscape values both to and from the Gippsland Lakes
3.9.1.4	Enforce existing penalties for foreshore misuse, and investigate need to increase penalties
3.9.1.5	Limit coastal reclamation and drainage works to identified activity nodes, and subject any proposed works inside activity nodes to environmental assessment
3.10.1	Prevent commercial development, which is not coastal dependent, from locating on shoreline sites
3.10.2	Recognise the value of designated wetlands and reserves as a recreation resource for hunting as well as nature conservation, recognising the impact on adjacent areas
3.10.4	Support the principle of user pays for camping and moorings on the basis of revenue being used to maintain these facilities
3.11.3	Monitor catch and effort from both commercial and recreational fishers, as a means of measuring sustainability, and adjust limits to reflect stock viability
3.11.5	Continue research on fish yields and catch impacts
3.11.6	Manage the impact of bank fishing (vegetation destruction, erosion, litter, fires)
3.12.1	Encourage sustainable and environmentally sensitive aquaculture by implementing the Victorian Aquaculture Strategy
3.12.2	Investigate aquaculture proposals in the context of environmental considerations for the Gippsland Lakes system as a whole
3.13.1	Continue management planning for hunting on approved wetlands, including strategies for managing impacts on adjoining non-hunting zones
3.14.3	Recognise and preserve significant post-European sites around the Gippsland Lakes

3.15.2	Encourage local government and government authorities to support weed control programs on public and private land
3.15.3	Protect the Latrobe River delta, other deltas and foreshore areas generally, from threatening processes such as grazing, by a program of fencing or other management strategies
3.15.5	Protect remnant indigenous vegetation on private land, and support revegetation, through planning controls and incentives such as rebates, grants and other assistance
3.15.6	Undertake feral predator control programs in priority areas in accordance with threatened species and park management plans, and encourage responsible pet ownership
3.15.7	Establish programs to increase the public's understanding of, and need for, protection and monitoring of vulnerable habitats, including wetlands, seagrass and salt marsh
3.15.9	Continue development of wetlands management plans
3.15.11	Implement threatened species management programs that are relevant to the Gippsland Lakes, focusing on control of threatening processes
3.15.12	Encourage local government and government authorities to support weed control programs on public and private land
4.3.2	Improve river frontage access at appropriate points
4.3.6	Establish strong strategic and open planning linkages between parks and reserves and adjoining private land
4.3.9	Communicate the need for balance between tourism and conservation within park areas
4.3.12	Increase enforcement of regulations in National Parks
4.3.13	Prepare (or update if required) management plans for park and reserve management areas
4.3.15	Develop a prioritised register of land to be incorporated into Gippsland Lakes Reserve
5.2.1	Take an adaptive and conservative approach when considering development which may be affected by future climate change or land subsidence
5.2.4	Review, complete and implement consolidation plans for old and inappropriate subdivisions
5.2.5	Review and refine Municipal Planning Schemes to ensure adequate controls for the protection of significant environmental assets and sites in the Gippsland Lakes region
5.3.1	Prohibit inappropriate development on the island or outer barrier of the Gippsland Lakes system
5.3.3	Investigate and implement appropriate planning controls for developments in and on the waters of the Gippsland Lakes
5.3.6	Establish mechanisms to ensure appropriate authorities are consulted when considering development near lake edge, including the ability to: negotiate increases in public foreshore widths; remove unauthorised structures on public land; discourage and take legal action as required to discourage damage to public foreshore vegetation; protect important cultural sites; phase out grazing on public foreshores; and take action as necessary to prevent damage to public foreshore vegetation
5.3.7	Monitor the implementation of new Municipal Planning Schemes in Wellington, East Gippsland, La Trobe and Baw Baw Shires, to ensure appropriate attention is given to Catchment environmental issues at the planning stage of development applications
5.3.9	Discourage developments which overshadow foreshore areas
5.3.10	Actively encourage the relocation of facilities or structures which are inappropriately located on foreshore or frontage areas
5.3.11	Discourage resorts from becoming quasi-residential settlements
5.4.2	Delineate private land boundaries adjacent to Crown foreshore
5.4.4	Review zoning (both planning and activity) of waters of the Gippsland Lakes for different activities

6.3.1	Encourage tourism projects with year round use
6.3.2	Develop criteria to define suitable sites for large tourism developments. Criteria will be consistent with Municipal Planning Schemes, and will include: Requirement for development to occur within existing activity nodes, or nodes identified by municipalities in conjunction with the Board in the future; Infrastructure requirements such as proximity to major roads and reticulated services such as power, water and sewerage; Urban and landscape design criteria; Drainage requirements; Water quality implications including protection of aquatic environments; Special consideration of sites of biological significance as depicted in the Environmental Significance Overlay in the East Gippsland Planning Scheme and areas of important remnant vegetation identified within Wellington Shire; and Provision of Stormwater Pollution Prevention Plans
6.4.1	Develop town entrances to complement the town's tourism role
6.4.3	Implement Urban Design Framework for urban centres
6.5.1	Undertake a study of recreational demand in the Gippsland Lakes area, including forecasts of future growth and impacts on infrastructure
6.5.2	Give high priority to the provision of clean beaches for swimming at high use locations
6.5.3	Permit beach creation and limited control of seagrass to provide access to facilities, only within identified activity nodes, and only following appropriate estuarine processes studies
6.6.1	Recognise tourism values of significant sites and activities of post-European settlement, such as the Gippsland Lakes shipping history and the Entrance, and increase their utilisation
7.2.1	Provide a safe, navigable and stable entrance to the Gippsland Lakes, catering for the maximum feasible range of boat types, and incorporating environmentally friendly outcomes as far as practicable
7.2.3	Develop policies for up-river boating use by implementing recommendations of the Gippsland Coastal Board's Boat Wake Study
7.3.2	Undertake a review of private jetty allocations in accordance with the Foreshore Boating Facilities Plan
7.3.4	Prohibit the establishment of new jetties on unoccupied foreshore without due consideration of adjoining land impacts
7.4.1.1	Improve boat access to Paynesville commercial centre Expand Slip Bight marina to meet projected demand for berths
7.4.1.3	Establish a regional boating service centre in McMillan Straits near the Government Slipway
7.4.2.1	Provide additional recreational boat access and moorings at the town centre (Lakes Entrance)
7.4.2.2	Encourage provision of shower facilities, fuel and short term moorings for visiting recreational boats and yachts
7.4.2.3	Police the use of short term moorings
7.4.3.3	Provide appropriate infrastructure for charter boat operations at Metung, both on-shore and in the water
7.4.4.1	Facilitate the establishment of short term boat mooring facilities at each highway village and other "up river" locations, depending on resolution of boat wake impacts, and in addition to other standard permit conditions
7.4.6.1	Establish facilities at Port of Sale in keeping with a major boating destination and as a terminal/transit point for land-based tours
7.5.1	Concentrate long term moorings and facilities so as to efficiently use existing infrastructure
7.5.2	Identify and provide a managed system of boating destination points throughout the Lakes
7.5.3	Identify and establish a network of safe havens for overnight mooring throughout the Gippsland Lakes

7.5.4	Improve public knowledge of destination points, safe moorings and dangerous lake conditions
7.5.5	Improve the policing of short-term jetty moorings
7.5.6	Develop a strategy for management of water, air-borne and noise pollution at boat maintenance and repair sites

4.3 Unfunded, Still Relevant

The following actions have been reported by the lead agents as unfunded but still relevant to consider in the future. A future CAP might therefore determine whether their intent is still important to the overall strategic aims of the Gippsland Coastal Board.

CAP Act'n No.	ACTION
1.3.3	Establish sediment monitoring programs for the Lakes, and instigate research on sediment nutrient fluxes
1.7.2	Promulgate regulations that require the fitting of portable tanks or holding tanks to all boats requiring toilet facilities after a one-year education campaign (commencing when installation of Stage 2 facilities is complete)
2.5.6	Develop a communication strategy which promotes the activities of coastal indigenous communities, as well as establishing protocols for improved consultation and involvement with those communities
3.11.7	Identify and protect fish spawning sites
3.11.8	Identify fish breeding areas, and use as a guide to sensitive sites when dredging is proposed
3.11.9	Undertake additional research into mercury sources, sinks and cycling, and investigate interactions between mercury and selenium toxicity
3.12.4	Encourage the transition of commercial open water fisheries to aquaculture and hatchery ventures in the Lakes, provided appropriate environmental safeguards are put in place
3.14.2	Protect and promote Aboriginal cultural heritage within the wider community, following preparation of an Aboriginal Heritage Plan
4.3.3	Acquire Flanagan Island for incorporation in the Gippsland Lakes Coastal Park or Gippsland Lakes Reserve
4.3.16	Evaluate Rigby Island as a possible addition to the Gippsland Lakes Coastal Park
5.3.5	Ensure Municipal Planning Schemes include provisions to protect the important geomorphological features of the Gippsland Lakes
5.4.3	Prepare a feasibility report on providing improved walking trails and paths including linked networks adjoining, and in the vicinity of the Gippsland Lakes
6.5.4	Undertake a feasibility study (having regard to site and management constraints) on the establishment of an eco-tourism circuit of the Gippsland Lakes and barrier, comprising hiking, bush camping, sailing and canoe stages
7.3.1	Assign responsibility for all aspects of management of berthing facilities in the Gippsland Lakes to a single agency, or develop a joint management contract on behalf of agencies

4.4 No Longer Relevant

There are some actions considered to be no longer relevant as they were not supported by the government or they were superseded by other activities. In some instances actions were placed into this category as they were designated as irrelevant to a strategic planning document such as a CAP. This categorisation is somewhat inconsistent throughout this document but is important as it demonstrates a strong recommendation from the interagency CAP review workshops.

CAP Act'n No.	ACTION
1.3.7	Implement water quality management strategies and investigations as proposed in the Gippsland Lakes National Park and Gippsland Lakes Coastal Park draft Management Plan
2.4.1	Publicise the availability of grants for the study of system processes in ecologically significant lakes
2.5.7	Develop environmental education centres at Lakes Entrance and Sale (display and active learning facilities), and develop environmental interpretive centre (display-based) in Lakes Entrance and Bairnsdale
2.5.8	Develop interpretation material and facilities for sites of natural and heritage significance
3.3.1	Continue investigations into the extent of cormorant predation on Gippsland Lakes fisheries, along with an investigation into the links between European Carp and cormorant numbers
3.4.2	Investigate and implement appropriate actions to avoid, halt or reverse land subsidence
3.7.1	Develop a carp management plan for the region, in line with national carp management guidelines currently being produced
3.7.2	Implement a carp industry strategy which avoids the perpetuation of a carp harvesting industry
3.8.1	Continue to implement guidelines to reduce the environmental effects of exploration, pipeline construction, infrastructure malfunctions and earth movements associated with mineral extraction
3.11.1	Implement recommendations from the Gippsland Lakes Fisheries Management Plan or alternative management strategies endorsed by Government
3.14.1	Consult with AAV regarding need for impact assessments before any ground-breaking activities
3.15.4	Encourage community groups to undertake projects in priority areas
4.3.7	Retain funds generated in the Gippsland Lakes parks and reserve system for maintenance funding within that system
4.3.10	Identify and encourage appropriate recreational, eco-tourism and economic opportunities for parks and reserves
4.3.11	Increase opportunities for bush camping areas in appropriate locations around the Lakes
6.4.2	Ensure development on Bullock Island reflects the strategically important location and value of the site
7.4.5.2	Accommodate a water safety centre in foreshore planning

4.5 Unknown / Other

Many actions were unreported or the assigned responsible agent did not know they existed. They are listed below.

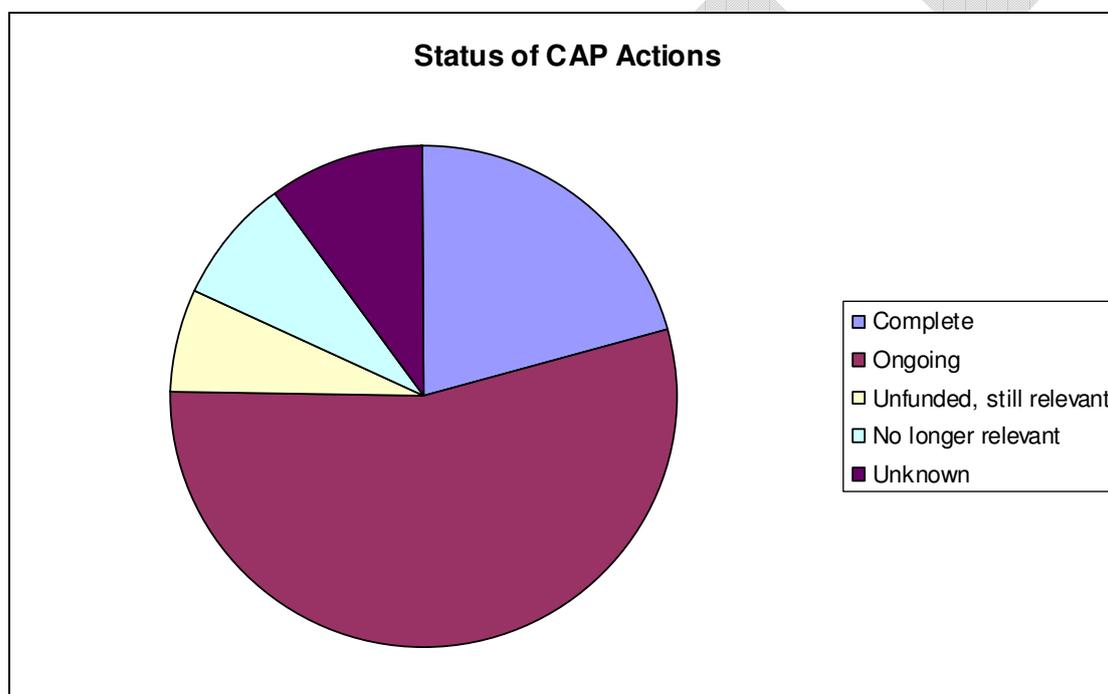
CAP Act'n No.	ACTION
1.3.5	Undertake a comprehensive analysis of long term trends in water quality to determine the rate of degradation in the Gippsland Lakes
1.3.6	Assess the impact of wastewater disposal from the Golden Beach area into Lake Reeve
1.4.5	Deliver environmental flows for the Gippsland Lakes and fringing wetlands that satisfy the intent of the allocation
1.6.2	Implement management actions to minimise sediments from streets and drains at coastal settlements, with priority for Eastern Creek (Lakes Entrance) and Tambo Bluff
2.4.3	Publicise listings of sites of biological significance in the Gippsland Lakes, and advise the community on means of protection and management
2.5.12	Develop and distribute educational literature for boat hirers, including information on navigation rules and anchoring locations
3.9.1.3	Implement and enforce planning controls preserving identified valuable vegetation on all Gippsland Lakes foreshores and escarpments, particularly North Arm and Lake Bunga
3.9.4.1	Retain low density development to protect landscape and conservation values on both public and private land for Newlands Arm
4.2.1	Implement the recommendations of the Coastal Crown Land Management Review, maximising opportunities for community involvement
4.3.1	Improve coordination and enforcement of regulations in reserves and river frontages, by increased patrol presence, the use of increased on the spot fines for illegal activities and improved signage
4.3.5	Develop a concept plan for McLennan Straits and surrounding foreshore
5.3.2	Develop an overall public open space strategy, including guidelines for the linkages between private and public land set aside for open spaces
5.4.1	Promote the use of the Victorian Coastal Council's Siting and Design Guidelines by developers and planning authorities
6.2.1	Ensure ecologically sustainable tourism is promoted, based on maintaining the long-term health of the Gippsland Lakes biological assets and minimising disruption to native flora and fauna populations
6.4.5	Resolve road access pressures in Metung
6.4.8	Ensure appropriate utilities are available and provided to service development
6.4.9	Promote major tourism developments in larger lakeside centres - Lakes Entrance, Bairnsdale, Metung, Paynesville, Loch Sport and Sale

7.3.3	Add references to the Management Plan: Foreshore Boating Facilities. Gippsland Lakes, Lake Tyers, Mallacoota (DSE 1998) into municipal planning schemes
7.4.3.1	Provide additional wet berth storage by extensions to the Metung marina
7.4.3.2	Provide additional short-term boating access to the town centre of Metung
7.4.5.1	Resolve management and maintenance options for boat ramps at Loch Sport

5.0 Findings

5.1 Implementation

The GL CAP lists a total 211 actions. The following pie chart reflects the percentage of these actions that fall into each of the categories developed for the purposes of this review. While some of the actions were written in such a way that they could be partially completed and perhaps ongoing as well, an attempt was made to assign the action to the most appropriate category. Because of the manner in which the actions were written, some of this work in assigning actions to categories is therefore rather subjective.



The chart demonstrates that of the actions reflected in the numbers, 21% were completed and a huge 55% are either ongoing or underway. In contrast, there were only 14 actions that were unfunded, still relevant, and 8% of actions were deemed no longer relevant. The unknown / other reporting category had 10% of overall actions attributed to that column.

5.2 Outcomes

Notwithstanding the vast number of actions in the plan and the numerous actions that may or may not have been achieved as a direct result of the CAP, the Gippsland Lakes CAP demonstrated some clear achievements. It is useful to discuss the completed or partially completed outcomes in the overall context of the plan.

There were a great number of completed or partially completed actions under the water quality and quantity objectives. It could be argued that this CAP was a large driver for the

formation of the Gippsland Lakes Task Force (GLTF). Hence, many of the actions that the GLTF and its partners have since undertaken to improve water quality and quantity in the Lakes have been completed in the years since this CAP was approved. Many water quality modelling and monitoring actions in this CAP, for instance, have been addressed via the GLTF and their Future Directions and Actions Plan (2002).

It is apparent from reading the list of completed actions that there is a trend towards the most specific and discrete actions being achieved. Many of these were discrete management actions—e.g. the replacement of pit toilets and a direction for greater control and monitoring of koala populations on Raymond Island—but even more of these were planning actions. Planning actions that were completed or that are ongoing include, amongst them, concept plans for townships and management plans for hunting, the identification of significant Gippsland Lakes' heritage sites as well as an increase on planning centred around activity nodes.

Another notable outcome from the Gippsland Lakes CAP was the inclusion of many of its objectives into other CAPs and plans. For example, section 7 on boating was superseded to a large extent by the 2002 Gippsland Boating Coastal Action Plan. This plan, also under review, addressed many of the recreational boating issues in the Gippsland Lakes that were described in the GL CAP. Other issues were covered off by the GCB's Boating Amenity and Sustainable Infrastructure Study (BASIS) report.

5.3 Successes and Challenges

In terms of the overall achievements of the document, it is fair to say that the Gippsland Lakes CAP should be considered a practical success because the majority of its aims are either ongoing or have been achieved. While it might be argued that some of the actions were not achieved as a direct result of the CAP; nonetheless, it is important that this plan be recognised as an important product of its time that achieved many great outcomes for the Gippsland Lakes region. Further, many of the objectives were achieved by other agencies and through other means and perhaps those agencies might have become more interested in Gippsland Lakes' management and conservation through their involvement with this CAP planning process. When actions in this CAP have not been addressed in any meaningful way it seems this is often because the action became irrelevant, was unfunded, or was superseded by another process, program or project.

In the late 1990s, when this CAP was written, the Gippsland Coastal Board was entering new territory in terms of regional strategic planning. Since then, much of the policy 'space' that needed to be filled by this CAP has been addressed through other means. These include other CAPs, the Gippsland Lakes Task Force, the planning system, new coastal policies (e.g. Coastal Spaces 2006) and the more recent iterations of the Victorian Coastal Strategy.

The Gippsland Lakes CAP review process was challenging because some of the agencies no longer existed and overall there was little corporate knowledge carryover to inform the process. At time it was also difficult to understand the motivations behind a specific action and the actions were often assigned to multiple agencies. In addition, agencies and their responsibilities have changed in the years since this CAP was signed off by the Minister and it was sometimes challenging to identify the reasons for assigning actions to certain agencies.

Some other challenges encountered during the review included: the action(s) being overtaken by other CAPs (e.g. Boating), no dollars or will attached to many of the actions, and the research actions being written in such a manner that they could have been consolidated (note that this was a recommendation from the CAP review workshops).

Another significant challenge was the high number of actions to review. Finally, and most critically, potentially half of the actions in the CAP were simply not actions, but principles and

aspirations. Many of them could never achieve a finite end date or any type of resolution as they were written as 'continually update' or 'promote informed debate' on some broad issue.

5.4 Future Considerations

In the context of this review it is important to consider improvements that might ensure more effective, accountable 'next generation' coastal action plans.

Responding to the issues identified through this review, it is important that:

Future CAPs should ensure that principles are stated separately from actions and that actions flow from 'evidence based' evaluations or assessments of needs.

CAP actions should be: a) clear and unambiguous; b) specific and achievable within the time frame of the CAP; c) regionally appropriate; d) easily understood and transferable; e) assigned to a specific, identifiable lead agency and transferred accordingly if responsibilities of that lead agency change.

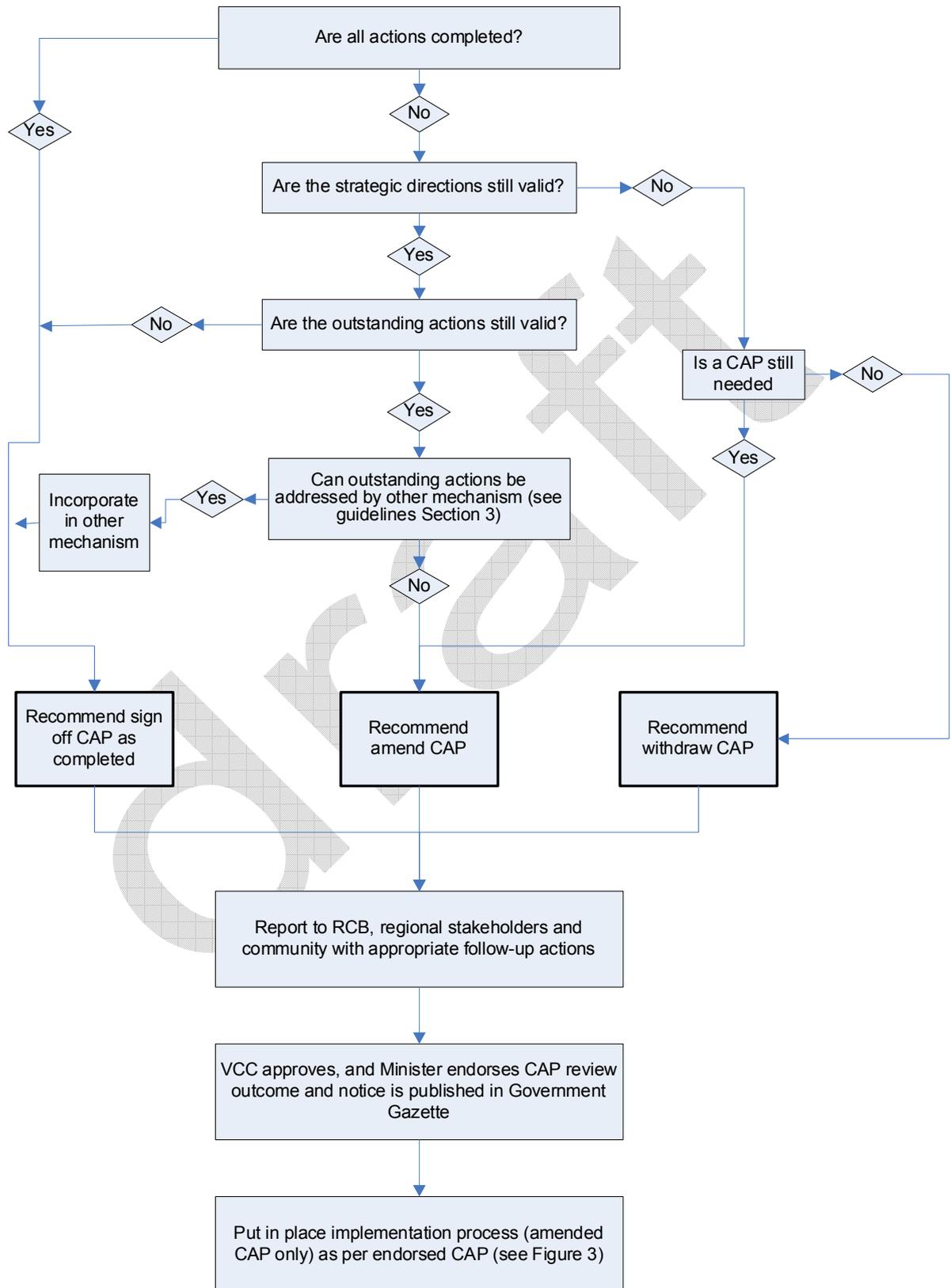
CAPs should include criteria by which the effectiveness of the plan can be measured, in terms of outcomes achieved for the coastal and marine environment.

Importantly, there are also a number of issues which could be called 'future considerations' as they are relevant to the GCB's work on a 'next generation' CAP and/or to regional and statewide coastal planning and management. These future considerations include appropriate ways to carry forward those strategic directions of the original document are still valid and still need to be pursued. These issues will be discussed as recommendations in a separate addendum to this document and to the Integrated Coastal Planning for Gippsland Coastal Action Plan (2002) review document.

It is therefore recommended that this CAP be accepted as having completed its objectives as far as practicably and be signed off accordingly.

Appendix 1: CAP Review Process

(Source: CAP Guidelines, VCC 2005)



Appendix 2: List of CAP Review Contributors

Bairnsdale and Leongatha CAP Review Workshop Attendees and Gippsland Integrated Coastal Planning CAP Actions Reporting

AGENCY
East Gippsland CMA
West Gippsland CMA
South Gippsland Shire Council
Wellington Shire Council
Bass Coast Shire Council
East Gippsland Shire Council
Dept. Sustainability & Environment
Dept. Planning & Comm. Development
East Gippsland Water
Gippsland Ports
Aboriginal Affairs Victoria
Dept. Primary Industries
Parks Victoria
GCB Members
Gippsland Lakes Task Force
GCB (EO) & (EA)

Appendix 3: References

CSIRO for the Gippsland Coastal Board (2001) *Gippsland Lakes Environmental Study: Assessing Options for Water Quality and Ecological Function*, Victorian Government, Australia.

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