



REPORT ON THE STATEWIDE FORESHORE POLICY WORKSHOPS

A Technical Paper in Support of the Statewide Foreshore
Policy for Creeks, Streams, Rivers and Estuaries



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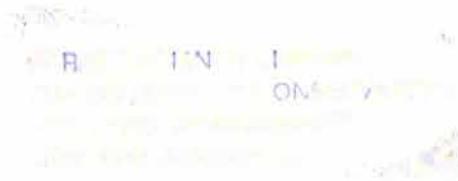
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A Technical Paper in Support of the
Statewide Foreshore Policy for Creeks,
Streams Rivers and Estuaries

Water and Rivers Commission
Policy and Planning Division

Acknowledgments

This technical paper was prepared by the inter-agency Foreshore Technical Advisory Group. The Technical Advisory Group was established by the Chief Executive Officers of the Ministry for Planning and the Water and Rivers Commission, the Executive Director of the Western Australian Municipal Association and the Chairman of the Swan River Trust to oversee the preparation of the foreshore policy.



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The workshops were facilitated by Dr Glen Watkins from BIZTRAC (Edith Cowan University). Dr Watkins was responsible for the recording of the content from the workshops and he also provided an overview of the outcomes. The workshops were hosted by Jason Byrne and Alex Marsden of the Water and Rivers Commission.



The contributions of time and energy by all the participants in the workshops are gratefully acknowledged. This report represents the views of those people who attended, either as representatives of organisations or as individuals. Their contributions have added to the understanding of the complex issues surrounding the protection and management of foreshores.



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Foreword

Many people use and are dependent on watercourses for a variety of reasons. Watercourses are functional habitats for flora and fauna, sources of water for agriculture and industry and sought-after locations for people to live near and recreate on. As such they represent one of the most important features in the natural environment of Western Australia.

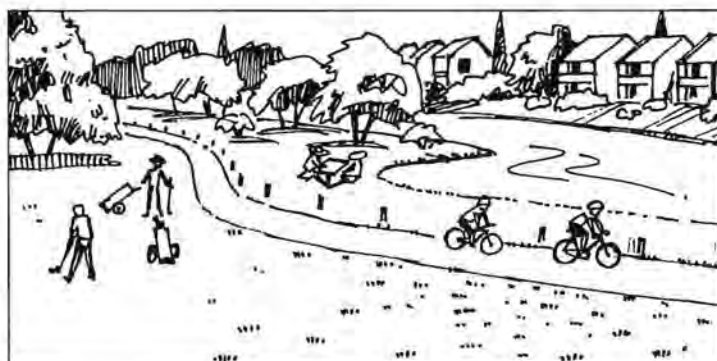
Policy is a very useful tool for the management of natural resources. It outlines the way that organisations intend to act in regard to particular issues. For this reason, it is important to ensure that those who will be affected by policy have the opportunity to have their say on how it should be developed.

The Statewide Foreshore Policy has been evolving for a number of years, and one of the most important elements in its development was a series of workshops for key stakeholders. These took place in Perth, Bunbury, Albany and Geraldton. Their purpose was to identify issues that need to be considered in formulating the policy, to discuss the strengths and weaknesses of current policy, and to describe the ideal attributes of the future policy.

This technical paper has been prepared to report back on the findings of the Statewide Foreshore Policy and the outcomes of workshops. These workshops were held in 1996/97 to examine the issues surrounding the development of the Inter-agency Statewide Foreshore Policy. This report is a record of all of the contributions of the participants who attended the foreshore workshops. It does not present any policy proposals to address issues discussed in the workshops. Nor should it be construed as an endorsement of the opinions of participants by the agencies involved in preparing the new foreshore policy.

Instead, this technical paper illustrates the complexity of the issues that were identified by workshop participants. In addition to being a source of extra information, the paper seeks to ensure that all comments received from workshop participants are available for examination by the wider community. Some simple analysis has been performed to help manage the information, but it still retains the wording as it was presented during the workshops, with the exception of a few instances of minor editing considered essential in the interests of clarity. These are presented in square brackets.

We trust that those seeking to verify the participatory nature of the policy development process will be satisfied that this is an accurate, open and accountable record of proceedings.



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Executive Summary

The purpose of this paper is to present the outcomes of the issues workshops that were held to guide the development of the Statewide foreshore policy.

The reasons for documenting the workshop responses are principally:

- to provide a documentary record of the workshop process,
- to put in place a source of data for those seeking specific information,
- to furnish 'evidence' of the origin of some of the core issues that will be incorporated into the Statewide Foreshore Policy.

Policies that affect the general community should be open and accessible. For this reason the policy development process needs to be transparent. It is recognised that the body of data is large, but its presentation here is nevertheless warranted for all of the above reasons.

The paper is divided into four sections. The first provides background to the formulation of policy and describes where this paper fits into the policy development process. The second outlines the details of the workshops themselves and provides the justification for holding them. In the third section, the data are examined and the methodology that was used to collect and analyse the responses is described. A description of how the data are presented in this paper is also included here. The fourth section reports the outcomes of the workshops. The results of the analysis and the possible implications for the foreshore policy are also described. A general summary and concluding remarks are contained in the final section.

Overall, a consistent group of themes emerged from the workshops. In the analysis of the responses made by participants at the workshops, the following general trends were found:

Management responsibility will need to be clearly defined, with recognition of the voluntary work done by the community.

Sources of funding will need to be identified in the policy.

Management practices will need to be based on a clear notion of the purpose of the foreshore. This will enable the means of implementation to incorporate expertise in relevant fields and to incorporate best management practices.

The new policy will need to be clearly set out in plain English and to incorporate a review period.

It is recognised that both flexibility and stability are desirable features. In certain cases, flexible policy elements will need to be included. In other cases, the need for stability is a desirable feature of policy.

There were some significant differences between the outcomes of the workshops held in regional areas and those held in Perth. In regional areas the responses were more specific, with a focus on the details of management and protection. In the metropolitan workshops, participants worded their responses in terms of principles and generalities.

Overall, the regional workshops emphasised a desire for decentralised management, access to expertise, the addressing of equity issues and clarity in policy documents.

Metropolitan participants generally supported the principle of public ownership of foreshores and public access to them. The use of biophysical characteristics for the determination of foreshore boundaries was repeatedly suggested, as was the need for clear guidelines and statutory regulation.

All of the above general themes will be considered in the development of the foreshore policy.

1. Introduction

1.1 What is policy?

Policies are statements of intent (McLoughlin 1973). They are words that describe what action should be taken in a given situation (Leung 1985). They also identify specific courses of action that are intended to be followed in order to reach policy objectives.

1.2 Why have policies?

Policy is a very useful tool for the management of natural resources, since it outlines the way that organisations intend to act in regard to particular issues. To achieve the objectives of a policy, everyone involved needs to share the same understanding of what is required by the policy.

The issues involved in the protection and management of foreshores are complex and numerous. The new policy aims to sort through these issues and set a direction for future actions. The foreshore policy will be a statement of intent on how responsible agencies should act when protecting and managing foreshores.

1.3 How is policy prepared?

The sequence of policy preparation for the foreshore policy is (*after* Leung 1984 p.31):

- Recognition that the current policy has some deficiencies, or requires updating;
- establishment of communication mechanisms with those best placed to prepare the policy;
- identification of issues and production of an **Issues Paper**;
- formulation of objectives in response to the issues identified, producing a **Discussion Paper**;
- development of policy statements to meet identified goals and objectives, producing a **Final Policy**;
- evaluation of outcomes of the implementation of the policy against the objectives.

Consultation is the key to preparing effective policy. It is unlikely that people will be willing to accept a policy unless they know why it is required, and have had an opportunity to participate in the process. The consultation process for the foreshore policy is illustrated in Fig. 1 and Fig. 2.



Figure 1 - The Policy Development Process

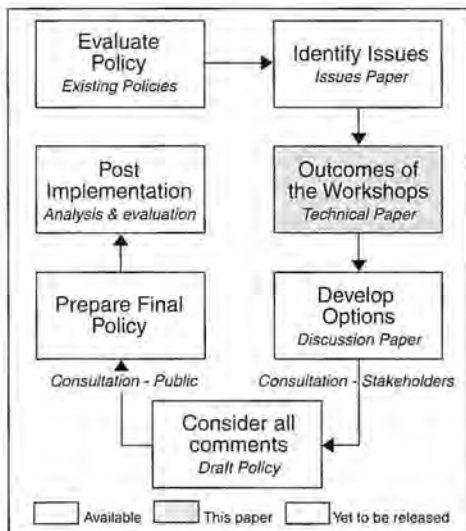
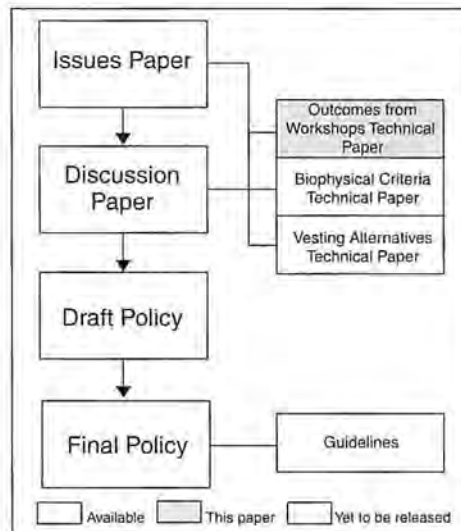


Figure 2 - Policy Development Structure

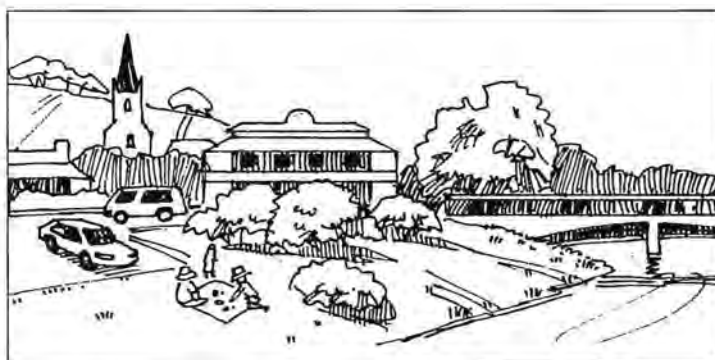


As outlined in Figure 2, the four main papers to be produced by this process are:

- the Issues Paper;
- the Discussion Paper;
- the Draft Policy;
- the Final Policy.

Technical papers that provide additional technical background support these main papers. This paper is a progression from the Issues Paper. The boxed areas throughout the text hold the actual outcomes of the workshops and their possible implications for the final foreshore policy.

The foreshore policy will consider the issues from the workshops and reflect the clusters of information gathered from the participants.



2. The Workshops

2.1 Why hold workshops?

There are many issues that need to be addressed in the new foreshore policy. If the policy is to be successful and address many of the problems that exist presently, it must take into consideration the ideas and attitudes of those it will affect most.

The time and effort put into consultation ensures that the policy will be effective and workable. The agencies preparing the Statewide Foreshore Policy have given a commitment to consider all the views of workshop participants and the groups they represent.

2.2 Who attended?

The foreshore Technical Advisory Group set about identifying as many stakeholder groups as possible that should be consulted during the preparation of the foreshore policy. These groups were notified about the workshops and invited to nominate any additional stakeholder groups not already identified by the Technical Advisory Group.

The following list includes the groups that were invited to attend the workshops and whose input is reflected in this document. They were seen to represent all of the stakeholders likely to be affected by the policy.

- Representative farmer groups
- Environmental consultants
- Planning consultants
- State government agencies
- Community-based environmental groups and councils
- Local government authorities
- Developers
- Interested individuals.

To ensure that workshop participants were able to be open and honest, there was an assurance by the Technical Advisory Group that comments from the workshops would not be linked to any specific individuals or organisations.

2.3 When were they held?

Before the workshops were held, an Issues Paper was released to the participants to stimulate discussion. This enabled the participants to attend the workshops 'armed' with information, which gave impetus for further scoping and discussion of the issues.

The workshops were held from November 1996 to May 1997. The holiday periods of Christmas and New Year were avoided so that the number of people interested in attending could be maximised.

2.4 Where they were held?

The workshops were held both in the metropolitan area and in a range of regional centres to allow as many people as possible to attend. The table below summarises the dates and locations of the workshops.

Perth	Thursday 28 November 1996	Wilson Hall, City of Canning
Albany	Wednesday 26 February 1997	Council Chambers, Town of Albany
Bunbury	Tuesday 4 March 1997	Council Chambers, City of Bunbury
Geraldton	Thursday 6 March 1997	Queens Park Theatre, City of Geraldton
Perth	Monday 19 March 1997	Wilson Hall, City of Canning
Bunbury	Thursday 22 May 1997	Council Chambers, City of Bunbury
Perth	Wednesday 28 May 1997	Wilson Hall, City of Canning
Perth	Thursday 29 May 1997	Wilson Hall, City of Canning

2.5 Who facilitated the workshops?

Dr Glen Watkins of Edith Cowan University facilitated the workshops to ensure that all the participants had the opportunity to contribute.



3. The Data

3.1 Methodology - How the data were collected

At the commencement of the meetings the participants were divided into groups of roughly equal size (normally averaging 6-8), the membership of each decided by the participants themselves. A series of identical questions was posed at all workshops, these being:

1. How would you describe our current foreshore protection and management practices: the good and the bad?
2. What do you consider are the ideal attributes of policy aimed at protecting and managing our foreshores?
3. Given what has been said about the present and the ideal attributes of policy, what are the issues that have to be addressed if we are to successfully protect and manage our foreshores?
4. Checklist development.

Not all participants were able to report on Question 4, as some of the workshops took longer than planned. That question was asked only at the two metropolitan and two regional workshops listed below.

Perth	Thursday 28 November 1996	Wilson Hall, City of Canning
Albany	Wednesday 26 February 1997	Council Chambers, Town of Albany
Geraldton	Thursday 6 March 1997	Queens Park Theatre, City of Geraldton
Perth	Monday 19 March 1997	Wilson Hall, City of Canning

All questions were discussed within the groups and the responses were recorded *verbatim*. The opportunity to clarify the responses was given to ensure accuracy.

3.1.1. The spending system

A 'spending system' was used to help clarify the significance of the many issues to emerge throughout the workshops. In effect, the system ranked the issues in order of importance.

Participants were each allocated an imaginary \$10 to divide among the many issues. They were able to spend as much or as little of the money on whatever issues they thought were the most important, though dollars could not be broken down into cents. This was done as one whole workshop group. As each successive person recorded their allocations, those behind them could weigh up the money already allocated to issues when making their own determinations. The results of this exercise are presented in Section 4.

At the end of the workshop period, lists of the recorded responses were sent to the participants for comment and correction. The information received back was incorporated into the final lists, which appear in the pocket at the back of this document. It is these final lists of raw data that were used to write this technical paper.

3.2 How the data were analysed

To organise the lists of issues, a simple technique of grouping 'like with like' was used. The initial step in this process was to treat all of the workshops held in the metropolitan area as one group and those held in the Regional centers as another. This distinction was made in order to determine whether there were any obvious differences in the way metropolitan and regional groups say the issues.

The final foreshore policy will need to consider any significant differences in geographic location, be they environmental/physical differences or differing social needs.

As the issues were sorted, themes began to emerge. A descriptive 'heading' was chosen to group issues with similar themes. The headings needed to be general enough to cover a range of responses, while being specific enough to accurately describe the issues.

There is no doubt that this simple method is subjective, and it is possible that a divergent range of descriptive headings would have emerged had the groupings been done at another time. However, the degree of subjectivity is comparable in any methodology involving grouping. No matter how many times the grouping is done, each event will be equally subjective. Because of this the consequence can be assumed to be negligible.

3.3 How the outcomes are presented

3.3.1 Grouping

The outcomes of the workshops are presented here following the question or statement they address. The question or statement is presented in full, followed by a ranked list of the descriptive headings that emerged from the data.

The analysis was conducted to the second level, enabling sub-headings to emerge if they were justified. For example, under one of the headings to emerge from the responses to Question 2, a whole range of issues emerged that were fundamentally concerned with the 'style' of the policy document itself.

These headings were grouped and called "**Policy Characteristics/Features**". Within this grouping a number of sub-headings emerged, for example:

Review

- *monitoring of on-ground policy implementation and management*
- *review/revise mechanism etc.*

Integration

- *integrate with related policies, e.g. catchment, e.g.[regional] schemes*
- *integrating issues, [including] groups, degradation topics etc*

3.3.2 Ranking

Following the gathering of the issues into first order groups, a simple ranking analysis was performed in two stages. The first was to count the number of issues within each primary heading and rank from most to least. These results are displayed in the tables headed;

'Combined Regional and Metropolitan Ranked Order'. This ranking was performed to establish the most important (most frequently mentioned) general issues for each question.

The second stage of ranking was conducted within the sub-headings. The responses collected at metropolitan and regional workshops were treated as two separate groups and ordered in the same way as the primary headings. This was done to examine differences and similarities between the regional and metropolitan workshops.

All of the ranking information is presented at the bottom of the list of issues it relates to in the following manner:

e.g. Total Number of Issues = 16 Ranked Order = 1.

The next section of this paper will present the outcomes from the workshops. It presents all of the issues raised during the workshops and comments on their significance.



4. The Outcomes

4.1 Question 1 - How would you describe our current foreshore protection and management practices: The good and the bad?

4.1.1. Introduction

This section will present the 'good' aspects of current foreshore protection and management practices as mentioned by the workshop participants. The aim of this first question was to establish features of current policies that were working and that could be retained for the future policy.

The dominant themes to emerge from the 'good' aspects were:

- The commitment of current policies to public access to foreshores;
- The recognition by the majority of stakeholders that foreshores are important and worthy of protection;
- Flexibility in the implementation of current policies; and
- Stakeholder involvement in the management of foreshores.

4.1.2 Ranking of good aspects of current policies.

Table 1 illustrates the outcomes of the grouping process. It shows, in total number, the most important (most frequently mentioned) aspects of current policies that were described as 'good' by the workshop participants.

Public interest and benefit

Participants believed that current foreshore policies reflect the principle of public access, which was the most significant 'good' feature of the current foreshore policies for those in the metropolitan workshops. Participants stated that the general public places a high value on access to and use of foreshores. Vesting of foreshores in public ownership was also seen as a 'good' feature of the current policies:

Foreshores are set aside and protected for the public — a long-term commitment to access to foreshore for the general public. (Workshop participant)

Rank	Heading	Total issues
=1	Current Policies (Good) - Public Interest and Benefit	28
=1	Current Policies (Good) - Management Responsibility	28
3	Current Policies (Good) - Management Practices	22
=4	Current Policies (Good) - Statutory Regulation	10
=4	Current Policies (Good) - Expertise	10
=6	Current Policies (Good) - Boundaries	9
=6	Current Policies (Good) Policy Characteristics/Features	9
=6	Current Policies (Good) - Water Management	9
9	Current policies (Good) - Funding	2
=10	Current Policies (Good) - Equity	1
=10	Current Policies (Good) - Ownership Conflict	1

Table 1 - Combined regional and metropolitan ranked order of 'good' aspects

Management responsibility

In regional workshops, the most important cluster of 'good' issues were those concerned with 'Management Responsibility'. A total of 21 separate points were made (see Table 1) which raised self-management and decentralised management of foreshore reserves as good aspects of current foreshore protection and management practices. Farmers were mentioned regularly as competent managers of foreshore areas. A participant stated that, current policy is an advantage to farmers. There were, however, a few reservations about coordination and access to funding.

The range of responsible agencies identified was greater in the regional workshops. This could be due to the greater range of land uses found in both the towns and rural areas, including:

- natural bushland and riparian areas;
- natural flora and fauna habitats;
- broad acre and intensive agriculture;
- industrial sites;
- commercial and urban sites;
- residential sites; and
- active recreation.

The implication for the Statewide Foreshore Policy is that those who are most directly affected by the policy in regional areas need to be fully empowered both to direct the policy and to implement it. This would include farmers, catchment groups, regional offices of State agencies like Conservation and Land Management, Peel Inlet Management Authority, Leschenault Inlet Management Authority, and the Swan River Trust and local authorities.

Regional and Metropolitan Differences

There were far fewer groups identified as being involved in 'Management Responsibility' by those who attended the metropolitan workshops than by participants in the regional workshops. Local government was identified as the primary responsible agency in the metropolitan workshops. This may be due to the important role of local authorities in the process of development approvals.

Public interest and benefit

It is likely that higher population and the dominant land uses in metropolitan areas could be influencing the high number of issues concerning 'Public Interest and Benefit' highlighted in the metropolitan workshops. Passive recreation may be more highly valued in higher density residential areas around metropolitan watercourses, and the protection of these areas by reservation (public ownership) was certainly supported in the Perth workshops.

The possible implication for the future policy is that a range of protection mechanisms should be available to accommodate the different functions of foreshores across the State. These may range from reservation to zoning to no management for foreshores in pristine condition.

Management practices

The third most numerous set of issues were those concerning 'Management Practices'. The participants named a range of features involving conservation of foreshores, including:

- *fauna habitats;*
- *fences to define reserve;*
- *exclusion of stock;*
- *nutrient buffers.*

This also reflects the outcome that the principle of protection of foreshores and watercourses was well supported.

Statutory regulation

'Statutory Regulation' encompassed a bigger set of supported issues in the metropolitan than in the regional workshops.

Again, the implications for the final Foreshore Policy could be that more formal protection mechanisms may be more heavily utilised in metropolitan areas.

Boundaries

Of the issues described as 'good' features of current policies, the final set to be discussed here are those grouped under the heading 'Boundaries'. There was little difference in the points made by those at metropolitan and those at regional workshops.

Under the 'Boundaries' heading, the major themes common to both groups were '**flexibility**' and '**certainty**'. At first glance these two seem to be in contradiction, although the current policies of the Western Australian Planning Commission do accommodate a certain minimum reserve width (30 metres for rivers and 50 metres for estuaries) with the flexibility to negotiate on public open space, setbacks, infrastructure and land use upward from there. Flexibility and negotiation were key 'good' features of the current policies.

The implications for the Statewide Foreshore Policy could be to ensure that those affected by it are empowered, educated and knowledgeable in regard to the process. A full understanding of what is to be expected could lend the policy the 'certainty' factor that was identified as a good characteristic of current policies. Having negotiable criteria is a possible way in which 'flexibility' could be extended to the policy.

4.1.3 Outcomes

Overall, the principle of foreshore protection is well supported.

The participants identified increasing public and political recognition of the importance of foreshores. In general, the principles of foreshore protection and management were well established, well understood and well supported.

The next section will present the aspects of current policies that were described as 'bad' by the participants at the workshops.

Metropolitan Workshop Responses

Current Policies (Good) - Public Interest and Benefit

- recognition of public interest, want
- foreshores are set aside and protected for PUBLIC
- areas set aside for public benefit
- long-term commitment to access to foreshores for general public
- attempt to place in public ownership
- allows public access
- purchase of foreshores by government
- public spaces around watercourses
- increasing public awareness and willingness to assist
- community interest [is reflected in policy]
- generally the public places value on foreshores
- appreciation, public value of foreshore reserves recognised
- part of culture, public understanding
- community involvement in foreshore management, catchment management - government agency progress, community awareness and involvement
- potential for joint effort
- communications improving

Total Number of Issues = 16 Ranked Order = 1

Current Policies (Good) - Management Responsibility

- 120 years of management, landowners to improve their environment [policy has educated landowners]
- farmers more aware of Landcare
Swan River Trust maintains foreshores, cleans up rubbish etc.
- local government recognises importance, allocates budget accordingly
- where local government can afford a strategy [will make good managers]
- local government moving into environment

Total Number of Issues = 6 Ranked Order = 4

Regional Workshop Responses

Current Policies (Good) - Public Interest and Benefit

- community involvement in the management of this area
- growing community involvement
- high awareness where there are urban areas
- awareness and community awareness [of importance of foreshores]
- much work is done by volunteers, expected to find money, do the work as well, administer the funding
- recreation
- public access
- established principle that foreshores provide for[the] public [public] access
- public access is recognised
- public supports the process
- public supports landcare

Total Number of Issues = 12 Ranked Order = 2

Current Policies (Good) - Management Responsibility

- current policy an advantage to farmers
- farmers are doing things which are good
- some farmers manage - ad hoc
- farmers - the first thing they want to do is to protect creek beds etc.
- individual farmers doing good things but need to coordinate
- public utility, shared by all including costs of management
- some self-management of reserves happening
- private landowners willing to protect
- manage foreshores (but limited by funds, incentives, costs)
- Land Care District Committee [are good managers]
- catchment groups [are good managers]
- Water and Rivers Commission have nominated catchment area - cannot take out tree without permission [which is a good management practice]
- in some instances good work by government agencies
- Local government involvement
- Crown land vested in council - local decision- making
- Western Australian Planning Commission have a policy
- Conservation and Land Management foreshore reserves
- Peel Inlet Management Authority [are good managers]
- LIMA, Swan River Trust
- acceptance of responsibilities
- government support for it

Total Number of Issues = 22 Ranked Order = 1

Metropolitan Workshop Responses

Current Policies (Good) - Management Practices

- conservation of flora and fauna and water bodies
- recognition of value of remnant indigenous vegetation [that foreshores provide] fauna habitats
- getting better at managing foreshores in terms of stock
- allowances for floodways (public protection)
- nutrient buffers
- addresses continuous foreshore
- recognition of land degradation e.g. salinity
- water sensitive design principles
- some reserves are not exploited [reflects good management practices]
- recognition, definition and preservation of 'wet areas'
- recognition that there are foreshores
- designated areas for recreation, they are pretty well managed

Total Number of Issues = 13 Ranked Order = 2

Current Policies (Good) - Statutory Regulation

- Metropolitan Region Scheme sets aside [foreshores for protection]
- identifies Public Open Space in advance of development Metropolitan Region Scheme identifies foreshores as regional open space
- ceding of open space
- current policy of creating reserves with subdivision
- ceding of reserves at subdivision stage is good
- legal mechanisms to set aside foreshores [reflected in] principle of regional planning for foreshores reserves [which is] good
- regional approach - give uniform approach to a larger area - equity issues [are addressed]

Total Number of Issues = 7 Ranked Order = 3

Current Policies (Good) - Expertise

- significant research into foreshore management
- research prior to action
- continuous accreditation of knowledge and skills
- professional expertise available - state, local, community
- Swan Catchment Centre on best management practices

Total Number of Issues = 5 Ranked Order = 5

Regional Workshop Responses

Current Policies (Good) - Management Practices

- natural vegetation retained along foreshore
- streamlining
- Water's Edge programme
- fences to define reserve, exclude stock
- controlled access e.g. Molloy Island
- starting to change - some [management] plans
- 20% retention of vegetation, 20% catchment, 20% of shire - over past 5 years
- recognition that foreshores should be treated as a special area - good tucker, aesthetic values etc.
- recognition of values

Total Number of Issues = 9 Ranked Order = 3

Current Policies (Good) - Statutory Regulation

- can use subdivision to gain land & future regional plans
- local government and Environmental Protection Authority assessment of rezoning applications and subdivisions - can set conditions to fence etc. before title granted
- established policy for a need to give up foreshore reserves at the subdivision stage i.e. 30m

Total Number of Issues = 3 Ranked Order = 8

Current Policies (Good) - Expertise

- available expertise (research) but limited resources to import the knowledge
- expertise available to define appropriate foreshore widths for environmental protection
- local - use tertiary trained personnel - not in regional centre, on-the-spot technical assistance e.g. Margaret River and Lower Blackwood, Busselton and Bunbury
- good guidelines and reviews around
- Ribbons of Blue - educating people about the value of keeping rivers clean

Total Number of Issues = 5 Ranked Order = 5

Metropolitan Workshop Responses

Current Policies (Good) - **Boundaries**

- now more uniformly applying foreshore management schemes to developers, certainty as to minimum width
- flexible
- flexible - where it is good - Ministry [for Planning] will consider each case
- local government gets a say in setbacks

Total Number of Issues = 4 Ranked Order = =6

Current Policies (Good) - **Policy Characteristics/Features**

- current baseline numbers create an expectation to be protected
- good intention
- good concept

Total Number of Issues = 3 Ranked Order = 8

Current Policies (Good) - **Water Management**

- formation of catchment groups
- catchment [management] plans
- integrated catchment management
- better ideas about environment

Total Number of Issues = 4 Ranked Order = =6

Current Policies (Good) - **Funding**

- move to country statutory schemes with funding for acquisition

Total Number of Issues = 1 Ranked Order = 9

Regional Workshop Responses

Current Policies (Good) - **Boundaries**

- consistency of current policy
- we know where the goalposts are
- pretty good...flexible, needs scope for site specific[conditions]
- fully negotiable
- boundary roads [provide] access to define boundaries of foreshore and assist management

Total Number of Issues = 5 Ranked Order = =5

Current Policies (Good)- **Policy Characteristics/Features**

- referral process to a number of agencies
- established government agencies managing reserves i.e. Swan River Trust, LIMA etc.
- some policies are good
- some reserves created
- reserves to be established
- there is a policy

Total Number of Issues = 6 Ranked Order = 4

Current Policies (Good) - **Water Management**

- private water rights
- security of water supply
- deep drainage - attempts to minimise downstream effect - saline water used to be dumped into groundwater
- increased acceptance of water sensitive design
- drainage

Total Number of Issues = 5 Ranked Order = =5

Current Policies (Good) - **Funding**

- Metropolitan Region Scheme Improvement Tax is a means for finance

Total Number of Issues = 1 Ranked Order = =9

Current Policies (Good) - **Equity**

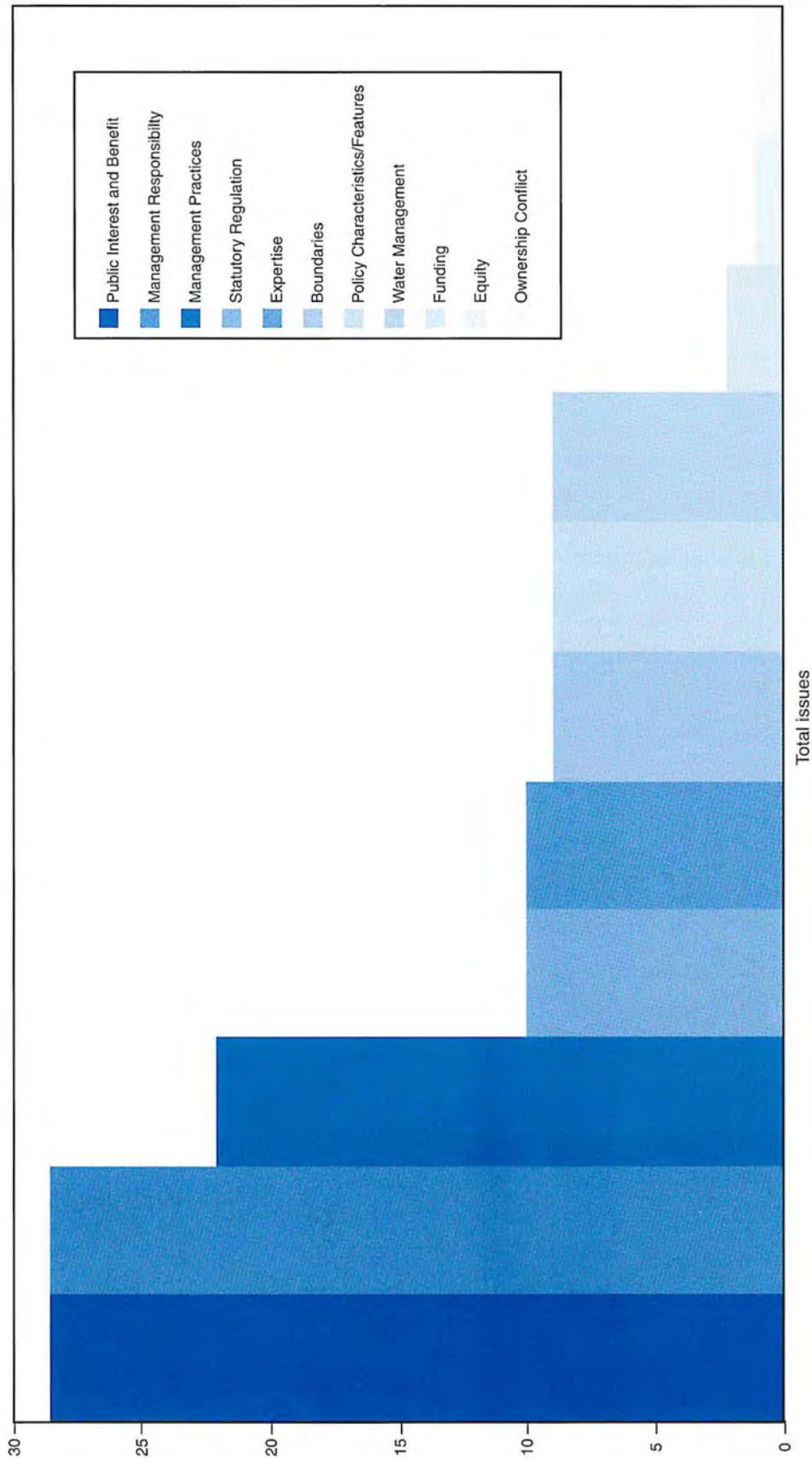
precious, good compensation

Total Number of Issues = 1 Ranked Order = =9

Current Policies (Good) - **Ownership Conflict**

private ownership

Total Number of Issues = 1 Ranked Order = =9



Graph of Table 1 - How would you describe our current foreshore protection and management practices? Good

4.2 Question 1 - How would you describe our current foreshore protection management and practices: the good and the bad?

4.2.1 Introduction

In the previous section, consideration was given to the issues that were used by participants to describe the good aspects of current foreshore policies. This section will look at the 'bad' aspects of current policies.

Use of the term 'bad' was intended to reveal any aspects of current policies that were unsatisfactory. It was these issues that would become the initiator of the formation of a new policy.

One of the general characteristics of the responses was the difference in the style of language when discussing 'good' and 'bad' aspects of policy. The 'good' issues were addressed in language associated with principles, using generic and broad language. In addressing the 'bad' aspects, participants were more concerned with the on-the-ground practice of foreshore reserving and the language was accordingly more specific.

The dominant 'bad' themes were:

- the implementation of the policies lack clarity, consistency and detail;
- the current 30-50 metre setbacks do not work;
- there are poor management practices;
- responsibility for management of is difficult to determine.

Furthermore,

- the total number of 'bad' issues (223) was nearly double the number of 'good' issues (128), clearly supporting the need to review current policies.

4.2.2 Ranking of bad aspects of current policies

Table 2 illustrates the outcomes of the grouping process. It shows the most important (most frequently mentioned) aspects of current policies described as 'bad' by the workshop participants.



Rank	Heading	Total issues
1	Current Policies (Bad) - Policy Characteristics/Features	36
2	Current Policies (Bad) - Boundaries	30
3	Current Polices (Bad) - Management Practices	25
5	Current Policies (Bad) - Funding	24
4	Current Policies (Bad) - Management Responsibility	22
5	Current Polices (Bad) - Land Use	21
6	Current Policies (Bad) - Statutory Regulation	16
7	Current Policies (Bad) - Ownership Conflict	14
8	Current Policies (Bad) - Public Interest and Benefit	9
=9	Current Policies (Bad) - Consultation	8
=9	Current Policies (Bad) - Equity	8
11	Current Policies (Bad) - Water Management	7
12	Current Policies (Bad) - Expertise	3

Table 2 - Combined Regional and Metropolitan Ranked Order of 'Bad' Aspects

Policy characteristics and Features

The grouping 'Policy Characteristics/Features' was the largest in the metropolitan workshops (24). It included issues like inconsistency, poor implementation and an *unrealistic environmental bias*.

The dominance of issues associated with 'Policy Characteristics/Features' in the metropolitan workshops could be a result of the way that the current policies are enforced at the subdivision stage.

The outcomes of the workshops held in regional areas presented the same types of issues grouped into 'Policy Characteristics/Features', although they were fewer in number.

Implications for the Statewide Foreshore Policy may be the development of policy to guide the determination, management and vesting of foreshores. Any such policy would need to be cognisant of the different development pressures in metropolitan and regional areas.

Boundaries

In response to this question, the highest number of issues raised in the regional workshops concerned the determination and definition of 'Boundaries' and problems in this area. This could be due to the variability of land uses and biophysical environments in regional areas and the lack of clear information providing a rationale for boundaries.

Within the metropolitan workshops, issues surrounding 'Boundaries' also presented a major number of concerns. The *arbitrary 30 metre* setback was heavily criticised as being inadequate and too rigid because of its imposition on the natural environment without regard for site-specific characteristics.

Boundary determination based on a set of biophysical principles could be a possible solution to the problem indicated by this set of 'bad' characteristics of the current policies. Some system of 'model foreshores' which covers a range of landforms and riverine environments would extend expertise to those who will be using the final policy. Guidelines that assist in identifying boundaries would also be useful.

Management practices

Issues relating to 'Management Practices' were the third most numerous set of 'bad' features of current foreshore policies. Although the participants in the metropolitan workshops identified more issues (16) than those in the regional workshops (9), the content was similar. The lack of weed control and fire management were specifically mentioned. Both groups used terms including *patchy*, *none*, *not enough*, and *lack* of management instruments when describing current foreshore policies.

The level of dissatisfaction with management practices is illustrated by the following comment made by a workshop participant:

Actual management practices by vested authorities and some farmers results in increased fires, weed invasions etc.

The future foreshore policy could address these deficiencies by developing guidelines. In consultation with the responsible agents, the guidelines should include examples from a range of locations and include a range of biophysical situations. This would enable a range of management practices to be developed to help prevent the problems described above.

Funding

'Funding' emerged as the fourth largest group of problem issues in the workshops. Both metropolitan and regional groups identified similar concerns, including a lack of resources to manage public and private foreshores. Among the regional workshops, 'Funding' was identified as as much of a problem as 'Boundaries'.

Funding was identified as a problem for *pressured* regional local authorities, landholders and farmers, who were 'expected' to fund the management of foreshores themselves.

As a result of the funding problems, any future foreshore policy should consider the resourcing of management and perhaps present a range of funding alternatives, similar to the vesting alternatives.

Management Responsibility

The final set of issues to be specifically discussed here are those grouped as 'Management Responsibility'. Participants in the metropolitan areas identified a greater range of responsible agencies than those in regional areas, the reverse of the outcome when identifying the 'good' aspects of current policies. Management responsibility was described as *fragmented* and *lacking* coordination. A reluctance to accept responsibility for foreshores was also described, and a range of State Government agencies named.

'This reverse pattern is difficult to explain, except to suggest that there may be competing interests and multiple resource issues in areas experiencing greater development pressures. This could result in *'too many fingers in the pie'*. It could also be the product of there not being any overall coordinating plan or strategy like the Metropolitan Region Scheme.

The development of a system to help identify the most appropriate responsible agency for particular situations could be a policy response to this particular problem.

Other

Generally, issues concerning lack of clarity and poor integration with other policies were central to the remainder of the 'bad' features of current policy. Equity issues concerning lack of compensation were mentioned, perhaps demonstrating that there is a perception that the surrendering of foreshores at subdivision is regarded as *doing something for nothing*.

It would seem that better communication regarding statutory requirements is needed, including the conditions of granting sub-division approval.. A clear explanation in the foreshore policy would be beneficial.

The benefits to proponents of policy requirements would also assist in marketing the advantages of the policy.

4.2.3 Outcomes

Overall, the delegation of responsibility and problems with definitions of 'foreshore' and perception that responsibility for foreshores is unclear were aspects of current policies that need attention.

The next section will examine the responses to Question 2, which moves on to the 'Ideal Attributes' of a future policy.



Metropolitan Workshop Responses

Current Policies (Bad) -

Policy Characteristics/Features

- lack of resolution or a mechanism for resolution
- differences of policy, opinion between authorities
- clarification on end use of reserves prior to acquisition
- lack of accountability (Water and Rivers Commission, Western Australian Planning Commission, Swan River Trust, regional authorities etc.)
- no clear definition of what various control mechanisms mean (ie. reservation, flood plain control area) or how compensation (if any) will operate
- inconsistent
- lack of consistency in application
- Water and Rivers Commission policies vague
- policy inadequate
- why produce a policy if it isn't adhered to
- in rural areas there is not much protection of streams and creeks
- lack of control
- implementation bad
- policy lacks direction, coordination, and guideline parameters
- does not help with specific issues e.g. buffer zones from reserves (rather than waterway), rubbish dumping, conflicts in policies
- many authorities + many different policies = uncertainty
- current policy prescriptive, not outcomes-oriented
- departments have unrealistic views, want farmland naturally vegetated
- unrealistic government expectations for reservation, acquisition and management
- presumption against foreshore development
- what is the intention of the reserve, clarify
- public perception of environmental process is hugely wrong
- arbitrarily reflects conservation
- expectation of landowners that they can subdivide - inconsistent with wider public expectations

Total Number of Issues = 24 Ranked Order = 1

Regional Workshop Responses

Current Policies (Bad) -

Policy Characteristics/Features

- marketing of policy [poor]
- no overall policy
- no priorities, strategies
- much effort put into making policies but not in actual implementation of management
- current practices aimed at private [sector] and local government, state agencies not really contributing
- tough planning process (means ad hoc right of way)
- inconsistent application of policies
- policy too general
- lack of definition
- lack of clear definition of what is a waterway - need to define and give reasons
- need to concentrate on major watercourses first
- not enough carrots and sticks

Total Number of Issues = 12 Ranked Order = 3

Metropolitan Workshop Responses

Current Policies (Bad) - Boundaries

- Metropolitan Region Scheme requirement of 30m arbitrary, doesn't reflect functional boundaries
- arbitrary lines do not work
- inconsistency of boundaries
- arbitrary criteria used, not site-specific, no flexibility, policy vague
- boundary definition
- we impose statutory boundaries on natural areas
- different statutory definitions of what constitutes a bank
- lack of criteria for reserve width
- foreshore reserve widths - unclear criteria, lack of flexibility
- messes that arise because lines drawn ad hoc, block by block
- biophysical characteristics not addressed
- insufficient reserve widths [are] created
- not enough variety of foreshore uses
- not enough leasing of useable foreshore land for private uses in order to rehabilitate other uses
- not enough variety in foreshore reserves
- too rigid for optimal use
- over protection for flood levels (needs to be flexible), arbitrarily reflects flood control

Total Number of Issues = 17 Ranked Order = 2

Current Policies (Bad) - Management Practices

- management practices poor
- no management plan for many reserves
- lack of integration of foreshore management into broader land management
- lack of awareness of the need for management
- existing management plans need review to bring them up to date
- in many cases no management plans
- inappropriate drainage policy and practice
- fire hazards
- actual management practices by vested authorities (and some public farmers) result in increased fires, weed invasions etc. (Conservation and Land Management refuses to fence or effectively manage reserves) or allow or provide for access, fire control management
- inappropriate rehabilitation
- lack of management of vacant crown land
- limited access to monitoring information
- Landcare, very patchy
- cutting foreshore bush [and] corridors connecting
- lack of environmental indicators
- unrealistic objectives - not capable of being wholly achieved e.g. reserving land but not managing or doing anything worthwhile with it

Total Number of Issues = 16 Ranked Order = 4

Regional Workshop Responses

Current Policies (Bad) - Boundaries

- defining high water marks on creeks around here is difficult with flash floods
- insufficient guidelines for determining suitable foreshore reserve widths
- lack of criteria
- too much reliance on 30m 'norm': need to respond to environmental attribute, topography, vegetation, river characteristics etc.
- inconsistency in reserve widths (planning policy)
- no standardised setback (100 m minimum from high water mark)
- 30 m reserve
- 30 m does not allow for variations in the watercourse
- need to widen definition of foreshore reserve
- developers pursue minimum foreshore widths
- inflexible
- policy inflexible i.e. needs to vary between rural and urban
- controls too rigid - a variety of circumstances exist

Total Number of Issues = 13 Ranked Order = 1

Current Policies (Bad) - Management Practices

- need to address fire management issues - weeds, rehabilitation, access, crossing points
- non-control of noxious weeds
- poor management of reserves. e.g. Blackwood River - weeds - pigs - fire. Collie, Wellington - uncoordinated management, non-vesting of reserves
- foreshores badly managed on the whole
- cattle in creeks - stock damage
- not enough expertise (in all levels) or assessment of ongoing management
- no coordination
- impact of wildlife - rabbits, roos etc.
- lack of monitoring

Total Number of Issues = 9 Ranked Order = 4

Metropolitan Workshop Responses

Current Policies (Bad) - **Funding**

- resources for management of these areas not available
- ceded to the Crown, where does the money come from?
- fencing of reserves, funding
- many foreshore practices have evolved depending on the resources available
- lack of resources for maintenance and acquisition
- resourcing/funding is a problem
- lack of access to adequate resources
- not enough resources to implement policy, lack of funding and resources for acquisition and management
- no resourcing (passing the buck) e.g. mosquito management, fire, legal liability lack of dollars and human resources for management, no funding to set up recreation areas on foreshore
- creation of new reserves not adequately resourced through management
- management responsibility - resources - \$ and labor falls to local government

Total Number of Issues = 11 Ranked Order = 6

Regional Workshop Responses

Current Policies (Bad) - **Funding**

- lack of financial support
- [lack of] incentives for private landowners to protect, rehabilitate foreshores
- lack of resources, funds to purchase and manage
- lack of financial resources
- funding - State remnant vegetation scheme very loathed to give money to foreshore protection etc.
- lack of financial resources to do an 'A' class job
- lack of funds to manage at all levels
- not enough funds for foreshore management
- no funding for green belts outside the metro area
- local council under pressure to fund maintenance of areas - mowing lawns, firebreaks etc.
- lack of on-ground funding both private and government
- public land not well funded, not coordinated. Private landowners working to rectify but no cooperation (e.g. weed control) lack of funding and problems with management
- lack of assistance to landowners

Total Number of Issues = 13 Ranked Order = 1

Metropolitan Workshop Responses

Current Policies (Bad) - Management Responsibility

- foreshores are often left to local government to manage
- management responsibility fragmented (M&H, Ministry for Planning, Western Australian Planning Commission, Water and Rivers Commission, Department of Land Administration, Swan River Trust, Local Government, Conservation and Land Management, MRWA, private ownership, corporate citizens)
- [lack of] cooperation between government departments, no coordination
- no clear delineation of responsibilities - vesting, management, funding
- lack of mechanisms for ongoing monitoring of private, public management of reserves
- delineation of responsibilities between regional and local
- coordination between government agencies (AGWA, Conservation and Land Management, DEP, Local Government Authorities)
- lack of consistency in recognition of foreshore areas - nonsensical management
- no authority wants responsibility
- need agency coordination
- no one wants responsibility
- too many fingers in the pie - who is responsible? - who is responsible for maintenance and upkeep?
- erosion control responsibility lacking
- no authority designated to care for the land - problems of maintaining fences, fire hazards develop, noxious weeds, hazard of snakes
- definition of responsibility
- some government [bodies] and LGs not willing to accept vesting and management responsibilities
- local governments not accepting vesting of foreshores given up free of cost

Total Number of Issues = 17 Ranked Order = 2

Regional Workshop Responses

Current Policies (Bad) - Management Responsibility

- poorly defined options for foreshore vesting
- [who's] management responsibility?
- no management
- unmanned reserves e.g. council, or unvested lands
- [which] agency responsible?

Total Number of Issues = 5 Ranked Order = 9

Metropolitan Workshop Responses

Current Policies (Bad) - Land use

- inappropriate development on foreshores (e.g. pump station, car parks, toilet blocks)
- incompatible use of reserves with natural environment attributes
- physical infrastructure is often too close to waterway i.e. sewerage and drainage, pump stations etc.
- inadequate controls over use of waterways
- overuse of waterway area for servicing corridor
- lack of control of activities on private foreshores
- grazing on foreshore and watering of stock
- ongoing degradation of valuable environmental reserves
- the resources pressure (water and forest, grazing)
- there is little remnant vegetation
- lack of [knowledge of] pre-clearing ecology
- 4WD intrusion
- dual use paths inappropriate sometimes
- impact of boating activities
- conflict between diverse users and different forms of recreation i.e. bird watching and jet skis

Total Number of Issues = 15 Ranked Order = 5

Current Policies (Bad) - Statutory Regulation

- acquisition should not be compulsory - currently no Public Open Space credit given for foreshores (useable)
- subdivision needs to draw back to have closer links to zoning and strategies
- poor implementation of regional planning
- policy currently doesn't differentiate between different types of reserves
- appeals to the minister have resulted in building on the flood-plains, liability of which authority?
- ministerial involvement has caused reduction in the setback criteria, appeals to Town Planning Minister or Tribunal are often determined in favour of the developers
- no maintenance of setbacks
- lack of attention and [lack of] mechanism to 'reserve' in upper reaches of catchment
- not responsive to adjacent land use
- nothing controlling streams etc., in town planning scheme - it is a hole in the plan

Total Number of Issues = 10 Ranked Order = 7

Regional Workshop Responses

Current Policies (Bad) - Land use

- initial mass clearing
- properties without trees at all
- illegal and incremental clearing
- reluctance of agriculture department to enforce Notice of Intent
- creeks used as rubbish tips (changing)
- unsustainability of current land use practices

Total Number of Issues = 6 Ranked Order == 5

Current Policies (Bad) - Statutory Regulation

- Planning Commissioner has not got a mechanism to secure foreshore land outside the metro area i.e. Metropolitan Region Scheme - region scheme, ad hoc, developers often not happy
- inappropriate subdivision design to facilitate good foreshore management
- landlocked foreshore reserve
- reserves created by subdivision conditions
- lack of consistency (appeal process)
- appeal decisions of foreshore reserves

Total Number of Issues = 6 Ranked Order == 5

Metropolitan Workshop Responses

Current Policies (Bad) - Ownership Conflict

- fragmented ownership (public and private)
- legal uncertainties over title
- ownership due to dynamic nature of river
- administrative boundaries down center lines of rivers, ownership and management conflict
- some farmers abuse floodplains contained within titles
- native title uncertainty
- no acquisition of reserved land
- general assumption that public ownership better than private ownership, management

Total Number of Issues = 8 Ranked Order = 8

Current Policy (Bad) - Public Interest and Benefit

- public access disputes
- assumption of 100% public access of foreshores
- lack of clear definition of what constitutes 'public access', [is it] continuous, nodal?
- lack of continuous public access
- access to foreshore is not always possible
- difficulty in encouraging and maintaining public interest in foreshore maintenance - sustainability of community group involvement

Total Number of Issues = 6 Ranked Order = 9

Current Policies (Bad) - Consultation

- lack of consultation with landowners at reservation
- people not effectively notified when affected by a plan
- poor consultation process
- acquisition practices - notification bad, consultation non-existent
- gazettal of reserves like Swan Coastal Plain wetlands means nothing and land-holders are not advised
- lack of understanding of the significance of foreshore to Aboriginal people

Total Number of Issues = 6 Ranked Order = 9

Regional Workshop Responses

Current Policies (Bad) - Ownership Conflict

- fragmented foreshore along a watercourse
- development ownership
- recognition of ownership (subdivision - deny access to fertile land)
- ownership
- landowner aspirations
- mixed ownership of waterways

Total Number of Issues = 6 Ranked Order = 5

Current Policy (Bad) - Public Interest and Benefit

- too much access
- properties being bisected by reserves, restricting access
- volunteers lack support and resources

Total Number of Issues = 3 Ranked Order = 11

Current Policies (Bad) - Consultation

- no shire input
- lack of public education for new owners adjoining foreshore i.e. land use, stocking

Total Number of Issues = 2 Ranked Order = 12

Metropolitan Workshop Responses

Current Policies (Bad) - Equity

- equity issues - costs of initial private development, rehabilitation of sea foreshore
- restrictions and zonings can devalue the land and cost is borne by landholders, not the public in whose name this is done - implementation can devalue land
- ownership - landowner gives, public receives (no compensation), immediate ratepayers usually wear costs even though general value development incentives not available for all acquisition practices - compensation offered (if any) does not reflect the value of the land to the landowner
- non-metro areas - dollars to purchase land not available, equity not there in country vs. metro

Total Number of Issues = 4 Ranked Order = 11

Current Policies (Bad) - Water Management

- foreshore policy not related to catchment policy
- has little effect on quality upstream influences - underestimate water quality - foreshore reserves do not solve water quality problems
- integration, inter, extension, coming of water quality information

Total Number of Issues = 3 Ranked Order = 12

Current Policies (Bad) - Expertise

- lack of independent consultants

Total Number of Issues = 1 Ranked Order = 13

Regional Workshop Responses

Current Policies (Bad) - Equity

- no provisions for compensation
- developers often question why this is required
- lack of clarity as to why it is required government agencies not bound by regulations and private landholders are
- developer can often be asked to give up to 10% of land for reserves

Total Number of Issues = 4 Ranked Order = 9

Current Policies (Bad) - Water Management

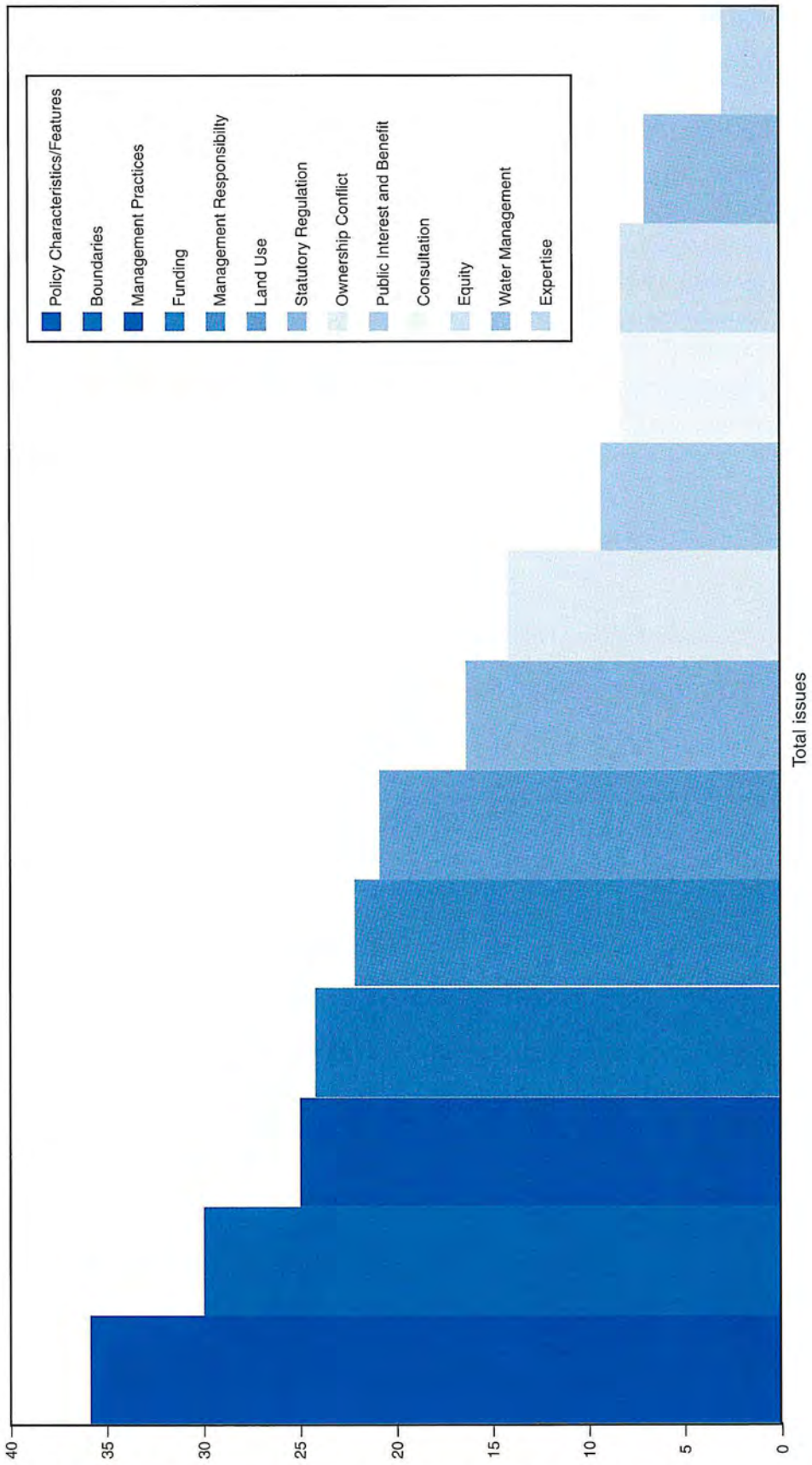
- quality of underground water (government)
- drainage not managed at all, catchment not practical
- nobody sets controls on dams
- drainage

Total Number of Issues = 4 Ranked Order = 9

Current Policies (Bad) - Expertise

- access to information, guidelines difficult
- technical advice not readily available

Total Number of Issues = 2 Ranked Order = 12



Graph of Table 2 - How would you describe our current foreshore management and practices? Bad

4.3 Question 2 - What do you consider are the ideal attributes of a policy aimed at managing our foreshore?

4.3.1 Introduction

This section presents the ideal attributes of a foreshore policy as suggested by the participants at the workshops.

This question was asked to find out what stakeholders believed the future policy should look like. The resulting cluster of ideal attributes represents a 'wish list' to be considered in the policy development process. They will be used to formulate goals and objectives for the policy, to guide policy direction and to develop policy principles.

In this section, the method of ranking the issues becomes a little more complex. Grouping 'like with like' has been taken to the second level. The lists of issues that fell under the primary headings were comprehensive enough to divide again while still retaining meaning.

Overall, participants wanted a policy that was:

- easy to read and use;
- flexible;
- had a defined purpose for the foreshore;
- utilise biophysical criteria in the determination of foreshore boundaries.

4.3.2 Ranking of ideal attributes

Table 3 illustrates the outcomes of the grouping process. It shows, in total number, the most frequently mentioned ideal attributes nominated by the workshop participants.

Policy Characteristics/Features

The largest cluster of ideal attributes comprised those concerning 'Policy Characteristic/Features'. A generally high degree of consistency is evident from this result when revisiting the previous question. 'Policy Characteristics/Features' also represented the most numerous 'bad' aspects of current policies.

Attention should be given to addressing the main issues identified in 'Policy Characteristics/Features'. The consistency of the outcome further signifies the importance of this range of issues.

The workshop participants identified as ideal attributes of the policy an inbuilt review period, some clear implementation strategies and integration with other state agency policies.

Cooperation with other key State agencies and stakeholders in the formulation of the policy and agreement to adopt the final principles would contribute greatly to its successful implementation.

Rank	Heading	Total issues
1	Ideal Attributes - Policy Characteristics/Features	42
2	Ideal Attributes - Management Practices	33
3	Ideal Attributes - Boundaries	32
4	Ideal Attributes - Consultation	20
5	Ideal Attributes - Management Responsibility	19
6	Ideal Attributes - Expertise	18
7	Ideal Attributes - Equity	15
8	Ideal Attributes - Funding	14
9	Ideal Attributes - Statutory Regulation	11
=10	Ideal Attributes - Water Management	6
=10	Ideal Attributes - Public Interest and Benefit	6
12	Ideal Attributes - Land use Conflict	2
13	Ideal Attributes - Ownership Conflict	1

Table 3 - Combined Regional and Metropolitan Ranked Order of Ideal Attributes

Management Practices

'Management Practices' and 'Boundaries' once again arose as important issues. Participants in regional workshops particularly wanted flexibility in the management practices. This is consistent with the results of the previous section. Regional stakeholders also reiterated that they want flexibility in management responsibility.

Participants in metropolitan workshops wanted the purpose of foreshores to be clearly defined so that they can be better managed. This too is consistent with the emerging theme that, in metropolitan areas, foreshores are the subject of more competing interests creating difficulties for those involved in their management.

Boundaries

Participants raised a range of issues concerning the methods of identifying the boundaries of foreshores. Use of biophysical criteria was suggested as a method of determining foreshore boundaries; these include vegetation, contours, social use, soil types, steepness and habitat linkages. This idea was summarised by one of the participants:

Minimum width and biophysical and social criteria equals sustainable foreshores.

This ideal was shared equally between the participants at both the regional and the metropolitan workshops.

The incorporation of biophysical criteria into the determination of foreshores could also provide a solution to the seemingly contradictory 'good' issues of 'certainty' and 'flexibility'. 'Flexibility' was a more common issue at the workshops in the metropolitan area, perhaps due to the development pressures mentioned previously.

By ensuring a *minimum* foreshore protection area and then utilising the biophysical criteria, foreshore determination would be negotiable and maintain *flexibility*. Guidelines providing clear advice in identifying boundaries would also aid in the successful implementation of the policy.

Consultation

Although the issue of consultation was not specifically mentioned in the responses to Question 1, it does appear as an important ideal attribute. In the responses to Question 1, the problem of lack of clarity was identified and appeared under the heading 'Policy Characteristics/Features'. With Question 2, participants appear to have addressed this by reference to the ideal attribute of 'Acceptance'. Similarly, 'Management Responsibility' problems that were described as 'bad' in the first question have been addressed by the 'Preference for a single responsible agency' under the second.

Features of the Statewide Foreshore Policy may include:

- a single body responsible for the coordination of matters concerning foreshores or a written agreement between relevant agencies identifying who is responsible for what, where and when;
- a process that pursues acceptance of the policy outcomes;
- the adoption of open and accountable consultation.

Expertise

The sixth most important set of issues to come out of the workshops comprised those concerned with 'Expertise'. Those who attended the regional workshops were much more concerned about having guidelines as an educational component and being able to access expertise, while those in metro workshops placed more emphasis on the future policy having guidelines to ensure consistency.

The competing pressures on foreshore land in metropolitan areas and the economic competition for their acquisition could account for the request for guidelines to encourage uniformity.

Guidelines aimed at equity in the implementation of the foreshore policy wherever possible will go some way towards satisfying both ideal attributes of 'Expertise' and 'Equity'.

Having examined the highest ranked 'Ideal Attributes' identified by the workshop participants, the remaining attributes will be briefly presented.

Other

The identification of a range of funding options would be a welcome feature of the future foreshore policy, as would an accountability system for the spending of public funds.

The participants further identified 'statutory robustness' in the policy and legislation to back it up, as factors that would encourage wide-spread adoption, ensure consistent application and bind the Crown.

Outcomes

Overall, workshop participants clearly identified the wish for a policy that was easy to understand and use, flexible and equitable.

4.3.3 Priorities - the spending system

This final section examining the responses to Question 2 turns to the priorities participants have put on the ideal attributes. A 'spending system' was used to help clarify the importance of the many attributes to emerge throughout the workshops.

An imaginary \$10 allocated to each participant was distributed among the many attributes by each individual participant.

A note of caution must be made in relation to the analysis of these results. They can only be analysed internally, and not compared with those for other questions. Since the numbers of individuals at the workshops varied, and some issues may have received higher totals as a result of this alone. Thus, the results of the spending system can only be interpreted as a general indication of importance and not as a true ranking of the ideal attributes.

In the ranking, the total amount of money was the first determinant of order, followed by the number of people who spent money on that issue. For example, if one issue had \$30 spent on it and another \$28, the former was automatically ranked higher irrespective of the number of people contributing. However, if two issues both recorded \$30, the ranking went according to the number of participants supporting each.

'Spending' patterns supported the ranking of the ideal attributes outlined under 4.3.2 in many respects. Those in regional areas spent the greatest amount in support of mechanisms to vest the decision-making authority in those most closely involved with the foreshores.

Equally, those in metropolitan areas spent most on ideal attributes concerned with Policy Characteristics/Features and Management Responsibility.

Overall, the spending on ideal attributes reinforced the pattern that participants in the regional workshops are most concerned with maintenance of a decentralised, flexible policy, while those who attended the metropolitan workshops are most concerned with consistency of implementation and clarity of the 'rules'.

Ideal Attributes - Policy Characteristics/Features

Total Number of Issues = 41 Ranked Order = 1

Metropolitan Workshop Responses

Language

- plain language, clear aims and objectives
- plain language
- should have legal and commonsense clarity
- clear, concise, brief, succinct
- clear objectives, readable
- plain language
- easy to understand, 'plain English', good read
- not too long

Total Number of Issues = 8 Ranked Order = 1

Implementation

- identify mechanisms for general and specific policy
- provide a range of appropriate mechanisms to implement e.g. reservation, ceding, management agreements
- mechanisms of implementation (including coordination of actions)
- able to be implemented

Total Number of Issues = 4 Ranked Order = =2

Integration

- clear links to other policies (e.g. for wetlands) - a real link
- should link to and build on policy in other states and national policy
- to have links, integration with other government policy
- whole-of-government control, management and resourcing including Research & Development

Total Number of Issues = 4 Ranked Order = =2

Review

- policy must be reviewed regularly
- policy review clause

Total Number of Issues = 2 Ranked Order = =5

Definition of foreshore

- policy should adequately define what 'foreshore' means
- definition of foreshore including natural and man-made (e.g. drains) - value judgments often made
- checklist of criteria for foreshore definition
- clear definition of foreshore purpose, use

Total Number of Issues = 4 Ranked Order = =2

Consistency

- consistency throughout the State
- consistency

Total Number of Issues = 2 Ranked Order = =5

Regional Workshop Responses

Language

- clear, plain language, simple, pictures and diagrams, checklist, descriptive
- straightforward - easy-to-understand diagrams, plain language
- intention/objectives to be clear and specific

Total Number of Issues = 3 Ranked Order = =3

Implementation

- policy has to be implementable
- implementation of policies
- workable across the whole State
- how to implement? how to finance? who to implement?
- why a foreshore policy?
- surplus policy, implementation later
- include an implementation strategy e.g. region schemes for funding, resourcing, agency/landowner responsibilities/options

Total Number of Issues = 7 Ranked Order = 1

Integration

- smaller creeks to be privately protected/managed - links to Landcare initiatives
- interaction between Landcare/local govt. and across all boundaries
- state-endorsed policy that everyone uses

Total Number of Issues = 3 Ranked Order = =3

Review

- time frame for review - 5 years
- ongoing review and adoption
- audit of implementation of policy independent of landowners/agencies
- review period to be specified

Total Number of Issues = 4 Ranked Order = 22

Consistency

- uniformity of controls - no stand-alone scheme provisions

Total Number of Issues = 1 Ranked Order = 5

Ideal Attributes - Management Practices

Total Number of Issues = 33 Ranked Order = 2

Metropolitan Workshop Responses

Flexibility

- flexibility, performance-based
- encourage innovation to suit local area, community needs
- must cover the full range of foreshore management situations (e.g. conservation through to exploitation)
- should cater for different categories of foreshore i.e. farm land, rural residential, urban, pastoral
- should provide a suite of mechanisms for protection (not just reservation/resumption)
- perhaps dual policy needs to be developed - one rural, one urban

Total Number of Issues = 6 Ranked Order = 1

Purpose

- prioritise objectives for each site reserve, why reserve required, how much reserve is required to achieve objective, use of reserve, who is responsible for ongoing maintenance?
- clear objectives and purpose - manage foreshore better to retain resource, aesthetic, heritage, amenity, public access, health, protecting development and property, time horizon achieving long term sustainability in the medium term
- address different purposes that foreshores are managed for (management plans and objectives required)
- allow for primary purpose of foreshore to be defined (not all Parks & Recreation or multiple use)
- key objectives for foreshores to result from catchment management planning
- river health objective

Total Number of Issues = 6 Ranked Order = 1

How to manage

- prevention of erosion
- maintenance of biodiversity and ecological process
- best practices and management outcome

Total Number of Issues = 3 Ranked Order = 3

Accountability

- consistent management practices where possible
- monitoring process
- timeline and monitoring (accountability to be addressed)

Total Number of Issues = 3 Ranked Order = 3

Incentives

- mechanisms of incentives to maintain foreshores
- provision for landowner incentives

Total Number of Issues = 2 Ranked Order = 5

Regional Workshop Responses

Flexibility

- whole range of management options - State, local, private etc.
- establish a hierarchy of foreshore types, i.e. estuaries/lakes, rivers, creekline, to assist in the application of flexibility, funding , management
- range of preferred uses
- able to address the needs of local individual communities - rural and urban
- flexible
- flexibility to suit local conditions
- management of reserves - option must be offered to adjoining landowners to caretake reserves (unwritten law on foreshore titles)

Total Number of Issues = 7 Ranked Order = 1

Purpose

- clear and precise objectives
- include rationale
- policy to be based on specific criteria
- single goal, direction for policy - what is the foreshore to be used for?

Total Number of Issues = 4 Ranked Order = 2

How to manage

- make foreshores leased land

Total Number of Issues = 1 Ranked Order = 3

Incentives

cattle grazing on river edge - sometimes no option except negative funding; provide incentive- e.g. paid a lease for land management and the land, cheaper than buying the land back for foreshore

Total Number of Issues = 1 Ranked Order = 3

Ideal Attributes - Boundaries

Total Number of Issues = 32 Ranked Order = 3

Metropolitan Workshop Responses

Flexibility

- flexible enough to accommodate local circumstances
- flexibility in setbacks (minimum and flexible addition)
- flexibility on setback - rural particularly
- appropriate to a wide range of foreshore conditions
- policy applicable to government and private foreshore areas
- flexible, adaptive
- flexible and robust (certainty of minimums)
- flexible
- encourage boundary adjustments and/or land exchanges to protect foreshore
- reserve - different defining criteria depending on purpose
- allow for site-specific circumstances - greater flexibility
- criteria for site-sensitive flexibility

Total Number of Issues = 12 Ranked Order = 1

Biophysical criteria

- reserve widths determined by social, environmental values rather than arbitrary measures
- minimum width and biophysical social criteria equals sustainable foreshore
- site-responsive - social, environment
- more recognition of biophysical, environmental factors
- boundaries based on biophysical criteria
- policy should stress linkage between reserves, habitats, parks etc.

Total Number of Issues = 6 Ranked Order = 2

Reasons

- foreshore boundaries definition for reasons of flood protection

Total Number of Issues = 1 Ranked Order = 3

Regional Workshop Responses

Flexibility

- able to cope with change
- flexible (different agendas, foreshores, soil types etc.)
- policy has to recognise the differences in the State
- not against every form of development e.g. ecotourism, [assess] visual impact etc.
- needs to be able to deal with both the built and natural environment

Total Number of Issues = 5 Ranked Order = 2

Biophysical criteria

- reserve widths to be tied to vegetation, natural processes (floodplains, wetlands), built environment
- need to take account of the way the river works - e.g. river boundaries are changeable over long period
- soil types, vegetation, biophysical factors taken into account
- baseline width: take into account contours, steepness
- remnant vegetation best alternative for foreshores
- riparian zone, water, e.g. turbidity and recreation, agricultural use

Total Number of Issues = 6 Ranked Order = 1

Reasons

- region planning schemes to include boundaries of foreshore areas so landowners know the extent of future reservation

Total Number of Issues = 1 Ranked Order = 3

Ideal Attributes - Consultation

Total Number of Issues = 20 Ranked Order = 4

Metropolitan Workshop Responses

Acceptance

- level of acceptance and commitment to withstand political whim, change and pressure - as 'apolitical' as possible
- imperative that local community, either through council or community, have input to management plan and decision-making
- accepted, publicised, resilient
- accepted and endorsed at whole of Government level
- general community acceptance
- bipartisan support, commitment
- widest possible 'public support'

Total Number of Issues = 7 Ranked Order = 1

Openness

- open assessment, public awareness, accountability
- open assessment practices

Total Number of Issues = 2 Ranked Order = 2

Regional Workshop Responses

Acceptance

- policy has to be agreed to by all key players, and responsibilities defined - ownership
- State policy put in place
- policy must have community acceptance

Total Number of Issues = 3 Ranked Order = 2

General

- community involvement of policies (ownership)
- early local input and consultation (ongoing)
- equity of consultation - landowner participation
- ongoing
- consultation/participation of fisheries
- consultation
- sane public access and participation at policy bodies (LIMA etc.) as with local government

Total Number of Issues = 7 Ranked Order = 1

Openness

- get back to people on the ground

Total Number of Issues = 1 Ranked Order = 3

Ideal Attributes - Management Responsibility

Total Number of Issues = 19 Ranked Order = 5

Metropolitan Workshop Responses

Who is responsible

- maintenance responsibilities
- policy must designate who is the agency responsible for maintenance
- assign responsibility - funding
- allocation of responsibility for foreshore land in particular areas to a continuing body

Total Number of Issues = 4 Ranked Order = 2

Preference for a single responsible agency

- one agency responsible for rivers and waterways with clear objectives, performance indicators to be developed, ridiculous stage of having six agencies for one section of a waterway, this does not preclude different agencies having authority over different section
- assigns responsibility - implementation, management of policy, monitoring and audit performance and applicability
- single responsible coordinating body (to receive advice input from a variety of sources)
- one waterway agency responsible - disseminate ideas and transfer of innovations

Total Number of Issues = 4 Ranked Order = 2

Regional Workshop Responses

Who is responsible

- clearly identify responsible authorities
- coordination
- State department, clear delegation
- who will enforce this policy?
- OM between government agencies to clearly define land agency
- avoid plethora of government policy/strategies/agencies
- set out roles and responsibilities implicitly
- coordination of agency responsibilities e.g. ex-WAWARC - a body representing the relevant agencies/landholders

Total Number of Issues = 8 Ranked Order = 1

Preference for a single responsible agency

- fold up Water and Rivers Commission and hand funds to local government to formulate own policies
- one body to manage - cohesion of policies of Conservation and Land Management/Water and Rivers/Local Government to implement across-the-board proposal
- AgWA properly funded to be lead agency in rural areas

Total Number of Issues = 3 Ranked Order = 2

Ideal Attributes - **Expertise**

Total Number of Issues = 18 Ranked Order = 6

Metropolitan Workshop Responses

Management Practices

- examples of achievable management practices

Total Number of Issues = 1 Ranked Order = 2

Guidelines

- uniform guidelines according to use of that section of foreshore
- include examples of STDS - for acquisition, purpose, management - illustrating specific criteria or principles
- general guidelines - not too specific
- backed up by best management practice guidelines
- established guidelines (not stringent) for specific situations
- backed by practical examples/guidelines

Total Number of Issues = 6 Ranked Order = 1

Regional Workshop Responses

Management Practices

- education of values
- education process
- education programmes/strategies to focus on key issues, e.g., salinity, phosphorus control
- access to information and resources
- greater level of research - historical
- comparative studies
- scientific input (e.g. on blue-green algae)
- education component
- assistance to property owners in maintenance

Total Number of Issues = 9 Ranked Order = 1

Guidelines

- quality advice and guidance - credible and proven strategies on ground level - accountability, not academic, must be practical to implement
- clear guidelines for deciding what is the appropriate foreshore width (flexible to deal with natural variability and the range of uses)

Total Number of Issues = 2 Ranked Order = 2

Ideal Attributes - **Equity**

Total Number of Issues = 15 Ranked Order = 7

Metropolitan Workshop Responses

Equity

- foreshores should be public reserves, not private - more so in urbanised areas
- equity in acquisition
- equity for private landowners
- equitable
- rural/urban policies

Total Number of Issues = 5 Ranked Order = 1

Regional Workshop Responses

Equity

- protection of landowners' livelihoods, e.g. farming operations, compensation to take into account primary income
- respect the landowners rights, farmers rights, owners rights
- non-discriminatory against farmers
- compensation provisions to maximise landowner cooperation and participation
- social impact on local region to be considered (in the area of Darken)
- recognition and respect of landowners property rights and expectations
- equitable policy for all areas and sectors in WA, e.g.. tourism vs. agriculture
- mechanism for compensation to landowners where planning policies (e.g. zoning) are discriminatory
- consideration of social and economic fabric of the community
- compensation

Total Number of Issues = 10 Ranked Order = 1

Ideal Attributes - **Funding**

Total Number of Issues = 14 Ranked Order = 8

Metropolitan Workshop Responses

Funding options

- policy must designate mechanism for funding
- needs to identify realistic funding options for land acquisition and maintenance
- identify funding options
- management must have a reliable funding base
- policy must be achievable - if it cannot be funded is it viable to have a setback area?

Total Number of Issues = 5 Ranked Order = 1

Accountability

- cost-benefit accountability of spending public funds

Total Number of Issues = 1 Ranked Order = 2

Regional Workshop Responses

Funding options

- dollars for implementation
- funding support - grants system, material support
- government won't pay for this, where would money come from?
- incentive - community will have to pay - water usage land levy
- create foreshore reserves when opportunities arise - even if funding resources are currently inadequate, consider interim management options until further resources available for ultimate management objective e.g. lease back
- not solely driven by statutory referrals i.e. look for additional options for creating resources
- recognised economic benefits

Total Number of Issues = 7 Ranked Order = 1

Accountability

- must be able to be implemented and regulated given the current and projected dedicated resource funding

Total Number of Issues = 1 Ranked Order = 2

Ideal Attributes - Statutory Regulation

Total Number of Issues = 11 Ranked Order = 9

Metropolitan Workshop Responses

Protection

- statutory weight
- robustness
- need to be protected by legislation

Total Number of Issues = 3 Ranked Order = 1

Enforcement

- with statutory teeth - carrot and stick approach
- have statutory weight to ensure it applies consistently and lasts

Total Number of Issues = 2 Ranked Order = 2

Obligations

- it must recognise that a variety of acts and policies requires management for specific purposes

Total Number of Issues = 1 Ranked Order = 3

Regional Workshop Responses

Protection

- carrots and sticks - a wide variety of mechanisms e.g. ratable incentives to protect remnant vegetation
- needs to be supported by legislation and integrated with other legislation and policy
- any proposal for subdivision must contain a reserve management plan on permanent streams

Total Number of Issues = 3 Ranked Order = 1

Enforcement

- has to be able to stand up, some strength behind it, implementation

Total Number of Issues = 1 Ranked Order = 2

Obligations

- [support] 'Crown is bound' principle

Total Number of Issues = 1 Ranked Order = 2

Ideal Attributes - Water Management

Total Number of Issues = 6 Ranked Order = 10

Metropolitan Workshop Responses

- recognition that foreshore is part of the catchment system
- addresses riparian rights privilege

Total Number of Issues = 2 Ranked Order = 1

Regional Workshop Responses

- look at whole catchment - ground water issues etc.
- start with upper catchment
- sustainability/stable river system
- policy has to take into account position in catchment, stream order

Total Number of Issues = 4 Ranked Order = 1

Ideal Attributes - Public Interest and Benefit

Total Number of Issues = 6 Ranked Order = 10

Metropolitan Workshop Responses

- policy serves aspirations of 'community'
- seek to acquire foreshore land as government-owned land

Total Number of Issues = 2 Ranked Order = 1

Regional Workshop Responses

- establish continuous foreshores without land segregation, i.e. access
- encourage people (farmers) to do right thing
- get younger people involved - a variety of people - a policy for all ages
- preserve heritage

Total Number of Issues = 4 Ranked Order = 1

Ideal Attributes - **Land Use Conflict**

Total Number of Issues = 1 Ranked Order = 12

Metropolitan Workshop Responses

Regional Workshop Responses

- establish avenues for dispute resolution

Total Number of Issues = 1 Ranked Order = 1

Ideal Attributes - **Ownership Conflict**

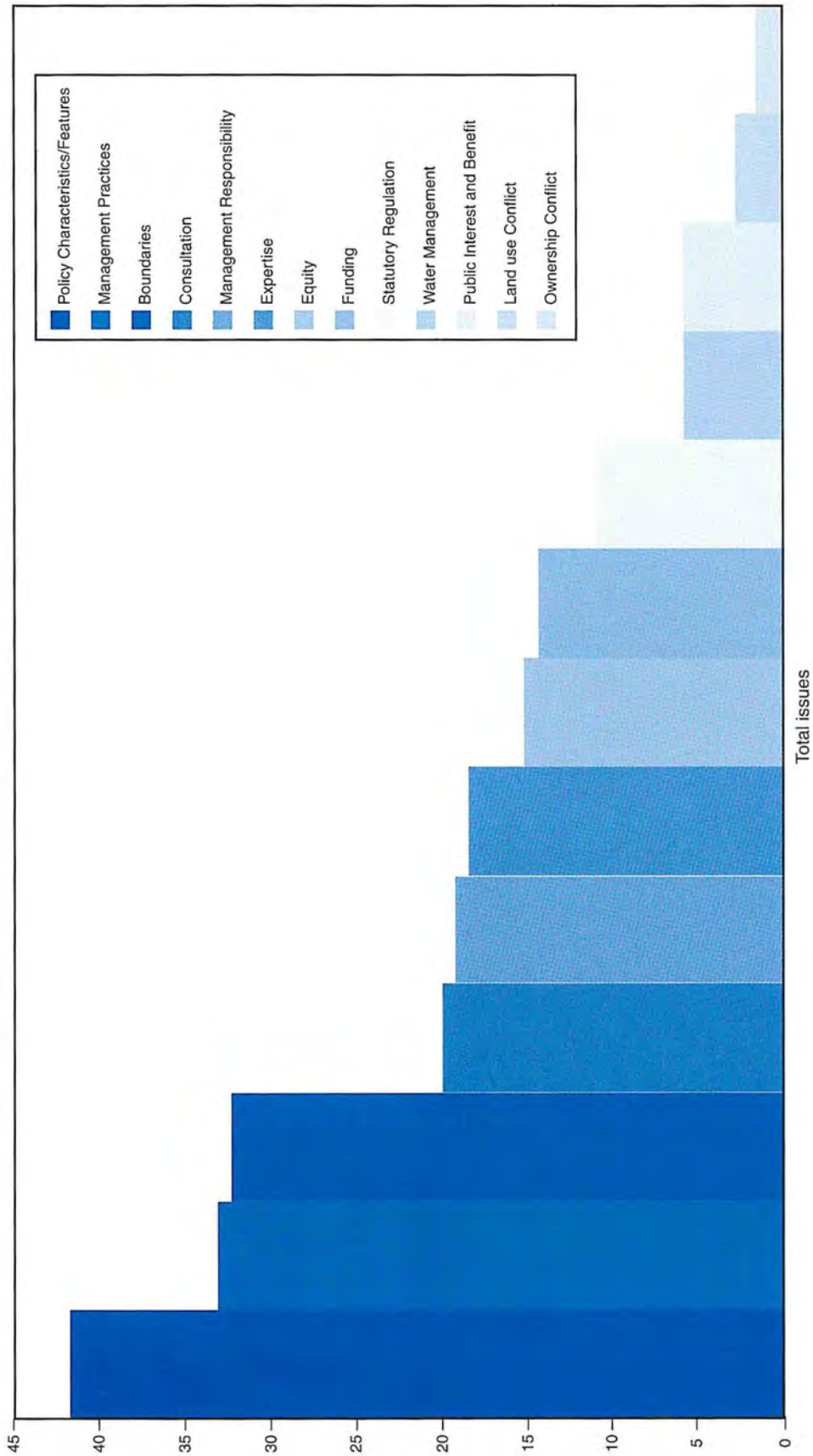
Total Number of Issues = 1 Ranked Order = 13

Metropolitan Workshop Responses

Regional Workshop Responses

- address land ownership - public, private (management principles associated with ownership)

Total Number of Issues = 1 Ranked Order = 1



Graph of Table 3 - What do you consider are the ideal attributes for policy aimed at managing our foreshore?

Total \$ spent on Ideal Attributes

Number of people/total spent

- fold up Water and Rivers Commission and hand funds to local government to formulate own policies 4/25
- carrots and sticks - a wide variety of mechanisms e.g. rateable incentives to protect remnant vegetation 7/24
- policy has to be agreed to by all key players, and responsibilities defined - ownership 6/20
- reserve widths to be tied to vegetation, natural processes (floodplains, wetlands) built environment 7/15
- clear, plain language, simple, pictures and diagrams, checklist, descriptive 6/13
- one agency responsible for rivers and waterways with clear objectives, performance indicators to be developed, ridiculous stage of having six agencies for one section of a waterway, this does not preclude different agencies having authority over different sections 5/13
- assigns responsibility - implementation, management of policy, monitoring and audit performance and applicability 5/13
- protection of landowner's livelihoods, e.g. farming operations - compensation to take into account primary income 3/13
- consistent management practices where possible 4/12
- policy must designate mechanism for funding 3/12
- let a State policy put in place 2/12
- education of values 2/11
- smaller creeks to be privately protected/managed - links to Landcare initiatives 1/11
- with statutory teeth - carrot and stick approach 4/10
- needs to be supported by legislation and integrated with other legislation and policy 3/10
- education process 6/9
- plain language, clear aims and objectives 4/9
- level of acceptance and commitment to withstand political whim, change and pressure - as 'political' as possible 4/9
- flexible enough to accommodate local circumstances 3/9
- identify mechanisms for general and specific policy 3/9
- respect the landowner's rights, farmer's rights, owner's rights 4/8
- prioritise objectives for each site reserve, why reserve required, how much reserve is required to achieve objective - use of reserve, who is responsible for ongoing maintenance 3/8
- dollars for implementation 3/8
- imperative that local community either through council or community have input to management plan and decision-making 2/8
- policy must have community acceptance 2/8
- clear objectives and purpose - manage foreshores better to retain resource, aesthetic, heritage, amenity, public access, health, protecting development and property, time horizon achieving long-term sustainability in the medium term 4/7
- whole range of management options - State, local, private etc. 4/7
- reserve widths determined by social, environmental values rather than arbitrary measures 4/7
- region planning schemes to include boundaries of foreshore areas so landowners know the extent of future reservation 4/7
- maintenance responsibilities 3/7
- education programmes/strategies to focus on key issues, .e.g. salinity, phosphorus control 3/7
- provides a range of appropriate mechanisms to implement e.g. reservation, ceding, management agreements 4/6
- clearly identify responsible authorities 4/6
- monitoring process 2/6
- straight forward - easy-to-understand, diagrams, plain language 4/5
- look at whole catchment - ground-water issues etc. 4/5
- minimum width and biophysical/social criteria equals sustainable foreshore 3/5
- able to cope with change 3/5
- has to be able to stand up, some strength behind it [for effective] implementation 3/5
- coordination 3/5
- needs to identify realistic funding options for land acquisition and maintenance 3/5
- funding support - grants system, material support 3/5
- have statutory weight to ensure it applies consistently and lasts 2/5
- interaction between Landcare/local govt. and across all boundaries 3/4
- policy must designate who is the agency responsible for maintenance 3/4
- clear and precise objectives 3/4

Total \$ spent on Ideal Attributes continued

Number of people/total spent

- includes rationale 3/4
- establish continuous foreshores without land segregation, i.e. access 2/4
- must be able to be implemented and regulated given the current and projected dedicated resource funding 2/4
- access to information and resources 3/3
- address different purposes that foreshores are managed for (management plans and objectives required) 2/3
- flexibility in setbacks (minimum and flexible addition) 2/3
- assign responsibility - funding 2/3
- identify funding options 2/3
- policy must be reviewed regularly 1/3
- foreshores should be public reserves, not private - more in urbanised area 1/3
- establish a hierarchy of foreshore types, i.e. estuaries/lakes, rivers, creekline, to assist in the application of flexibility, funding, management 2/2
- flexibility on setback - rural particularly 2/2
- community involvement in policies (ownership) 2/2
- flexible (different agendas, foreshores, soil types etc.) 2/2
- range of preferred uses 1/2
- policy has to recognise the differences in the State 1/2
- policy based on specific criteria 1/2
- single responsible coordinating body (receiving advice input from a variety of sources) 1/2
- policy has to be implementable 1/1
- implementation of policies 1/1
- recognition that foreshore is part of the catchment system 1/1
- addresses riparian rights privilege 1/1
- equity in acquisition 1/1
- open assessment, public awareness, accountability 1/1
- single goal, direction for policy - what is the foreshore to be used for? 1/1
- able to address the needs of local individual communities - rural and urban 1/1
- flexible 1/1

4.4 Question 3 - Given what has been said about the present and the ideal attributes of policy, what are the issues that have to be addressed if we are to successfully protect and manage our foreshores?

4.4.1 Introduction

The responses to Question 3 focus directly on the issues that need to be addressed by the future policy in order to successfully protect and manage foreshores. As a consequence, the points made by the participants are much more specific than those made in response to the first two questions.

The dominant themes to emerge were:

- the importance of specific management strategies;
- a range of policy characteristics/features including in what style the policy will be written and implemented;
- the delineation of responsibilities.

Rank	Heading	Total issues
1	Issues - Management Practices	50
2	Issues - Policy Characteristics/Features	40
3	Issues - Statutory Regulation	16
=4	Issues - Management Responsibility	13
=4	Issues - Consultation	13
=6	Issues - Equity	10
=6	Issues - Water Management	10
=8	Issues - Boundaries	9
=8	Issues - Public Interest and Benefit	9
10	Issues - Funding	7
11	Issues - Ownership Conflict	3
12	Issues - Land use Conflict	1

Table 4 - Combined Regional and Metropolitan Ranked Order of issues needing to be Addressed.

Table 4 illustrates the outcomes of the grouping process. It shows, in total number, the most important (most frequently mentioned) issues nominated by the workshop participants.

Management Practices

From the above combined ranked order of the issues, it can be seen that 'Management Practices' was the set of issues identified as most important by all workshops. The need for the policy to address a range of specific management practices was seen to be important by the workshop participants, including "How to manage" activities like *worm digging, sacred sites, fires, weeds, riparian rights* and defining compatible land uses.

The implications for the future foreshore policy could be to provide guidelines for a range of areas and to take into account the suggestions that arise from these workshops.

Policy Characteristics

'Policy Characteristics' were the second largest group of issues to be identified by the workshops, including:

- the need for a review of the policy some time after implementation;
- integration with other policies;
- consistency over different agencies;
- clear, concise language.

Consultation could be a response to many of the issues grouped as 'Policy Characteristics'. As with this current set of workshops under review, further consultation may ensure that the language of the policy is in *plain English* and that the document is dynamic and open to alteration should its environment change.

The above two groups of issues are by far the predominant identified by both the metropolitan and regional workshops.

The policy would therefore be well served by the allocation of substantial attention to them.

Statutory Regulation

In both regional and metropolitan workshops, participants identified the provision of guidelines as an important issue. The enforcement of implementation mechanisms of the policy was also identified as important.

Statutory regulation was seen by all participants as an important issue, summarised by the comment:

Who will enforce this policy?

Management Responsibility

Again, responsibility for the management of foreshores arose as an issue during the workshops. State government agencies were criticised, and described as:

cumbersome, lacking coordination and requiring a definition of roles and responsibilities.

Clearly defined responsibilities have been consistently identified as an important issue, and participants went further to show a preference for a single responsible authority.

Other

In general, the remainder of the issues concerned the need for clarity in the language and objectives of the policy, specific instructions about boundary determination and support for ongoing consultation.

A range of suggested funding alternatives and mechanisms for addressing perceived equity issues were also included in the issues that have to be addressed if we are to successfully manage our foreshores.

4.4.2 Outcomes

Participants identified a need for the policy to be specific, clear and backed by statutory regulations. The issues also included providing guidance for management practices and clear, concise language.

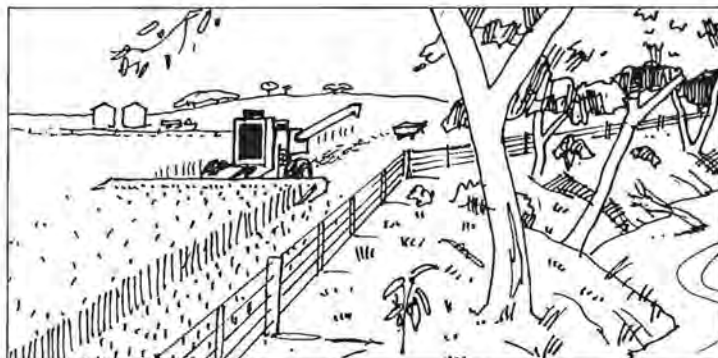
4.4.3 Spending System

The issue of 'environmental protection' received by far the greatest allocation of money.

A range of specific management issues, including weeds, fire and archaeological sites were supported, to a degree consistent with the results of the previous questions.

Acknowledgment for the managers of foreshores and a clarification of roles and responsibilities follow closely from the above leading issues. Again, the identification of decentralised management was found in the regional workshops.

Having examined the outcomes concerning Question 3, the next section will present the outcomes of the final part of the workshops, the development of a checklist.



Issues - Management Practices

Total Number of Issues = 50 Ranked Order = 1

Metropolitan Workshop Responses

How to manage

- find and develop best management practice
- water craft usage
- public facilities - BBQs etc.
- active and passive recreation
- commercial usage / activities
- exclude access to sensitive areas
- digging and filling holes
- feral animal control
- worm-digging
- dumping of rubbish
- fire controls
- sacred / fossil sites
- fencing
- security of adjacent properties
- regionally based management, multi based management
- roads / bridges

Total Number of Issues = 16 Ranked Order = 1

Flexibility

- management of foreshores - public or private
- processes to trade off management responsibilities and development rights
- identification of circumstances where private ownership is concerned
- management categories
- recognition that rural will be different to urban
- spectrum of opportunities for management
- encourage a range of management strategies e.g. community responsibilities
- institute processes to deal with a range of tasks - acquisition
- compensation
- river equality

Total Number of Issues = 8 Ranked Order = 2

Purpose

- redefinition of foreshore purposes

Total Number of Issues = 1 Ranked Order = 3

Incentives

- incentives for landowners and investors

Total Number of Issues = 1 Ranked Order = 3

Regional Workshop Responses

How to manage

- commitment to foreshore reserve management and maintenance
- management plans - preparation and implementation
- protecting the resources
- alternatives to acquisition
- no interference in land use where no problem exists or can be reasonably foreseen
- environment protection - fires, weeds, cattle, vermin, etc.
- riparian rights and responsibilities (weeds, stock access, fire control, public access, translocation of species)
- ownership of land
- defining compatible land uses
- sustainable land use
- private/public ownership
- feral animals
- fencing - reason and type
- identification of major problem area

Total Number of Issues = 14 Ranked Order = 1

Flexibility

- hierarchy - creeks, rivers etc.
- urban and rural - gap in the transition
- local flexibility - change of focus at local level
- objectives of different players (agencies)
- recognition of values - economic, social, environmental

Total Number of Issues = 5 Ranked Order = 2

Purpose

- identify and justify areas required - avoid taking on land simply on opportunity basis

Total Number of Issues = 1 Ranked Order = 4

Incentives

- establishment/management (on private land)
- recognise what has been achieved - what reward for those people who have already done the right thing?
- incentives for foreshore reserve

Total Number of Issues = 3 Ranked Order = 3

Accountability

- enforcement - auditing

Total Number of Issues = 1 Ranked Order = 4

Issues - Policy Characteristics/Features

Total Number of Issues = 40 Ranked Order = 2

Metropolitan Workshop Responses

General

- identify existing policy and legislation
- policy should provide leadership from a regional basis
- address interim policy development period - what do we do in interim?
- establish why we need a foreshore policy
- establish practical solutions

Total Number of Issues = 5 Ranked Order = 2

Review

- monitoring of on-ground policy implementation and management
- review of policy
- review/revise mechanism
- review and revision period
- retrospectivity
- policy and testing given sufficient time to be allowed to 'work' before changing legislation

Total Number of Issues = 6 Ranked Order = 1

Integration

- how best to adopt? - approval at various levels of government makes it so broad that it is of little use
- ownership of the policy
- integration of grassroots bodies into state/national framework to achieve consistent targeted results
- integrate with related policies e.g. catchment, regional schemes

Total Number of Issues = 4 Ranked Order = 3

Consistency

- a policy that is consistent across bodies
- whole-of-government approach
- common approach between authorities

Total Number of Issues = 3 Ranked Order = 5

Language

- clear objectives and performance indicators
- very clear rationale for the policy so that it can be communicated
- policy must be accessible
- communicating the policy

Total Number of Issues = 4 Ranked Order = 3

Regional Workshop Responses

General

- protect what we have and then add
- the region has a lot of different areas - desert to the south west - develop a broad framework with mechanisms to develop local policy
- recognition systems - Tonkin Awards
- rainfall zones
- establishment of committed foreshore reserves constant application or policy

Total Number of Issues = 5 Ranked Order = 1

Integration

- blanket policy - across all sectors
- integrating issues, groups, degradation topics

Total Number of Issues = 2 Ranked Order = 3

Language

- selling the policy (marketing) catchwords, key phrases - 4Ps: project, professionalism, passion, pride

Total Number of Issues = 1 Ranked Order = 5

Issues - Policy Characteristics/Features continued

Total Number of Issues = 40 Ranked Order = 2

Implementation

- how best to implement at local government level and at other levels of government
- establish priority area

Total Number of Issues = 2 Ranked Order = =6

Definition of foreshore

- clear definition of foreshore
- defining foreshores

Total Number of Issues = 2 Ranked Order = =6

Implementation

- marketing of policy
- problem will take a long time to fix - realistic time factor

Total Number of Issues = 2 Ranked Order = =3

Definition of foreshore

- sort out criteria to define foreshore reserves (site-specific); e.g. natural values and land uses
- definition of foreshore
- define what a foreshore is e.g. natural to man made
- definition of urban waterways and rural

Total Number of Issues = 4 Ranked Order = 2

Issues - Statutory Regulation

Total Number of Issues = 16 Ranked Order = 3

Metropolitan Workshop Responses

Guidelines

- timing factor - 12 months for tech guidelines and agreement across the agencies about sunset of process
- guidelines for determining whether foreshore be vested with government or private, and/or managed in partnership

Total Number of Issues = 2 Ranked Order = =1

Management Practices

- develop case studies to test the criteria and processes
- examples of best practice

Total Number of Issues = 2 Ranked Order = =1

Regional Workshop Responses

Enforcement

- statutory release from planning process i.e. Public Open Space where applicable e.g. foreshore relinquished on subdivision
- policy to dictate, i.e. adhered to
- who will enforce this policy?

Total Number of Issues = 3 Ranked Order = 1

Protection

- vesting
- generating new mechanisms for protection

Total Number of Issues = 2 Ranked Order = =2

Guidelines

- development of practical management guidelines for all tenures
- technical assistance to landowners

Total Number of Issues = 2 Ranked Order = =2

Management Practices

- best management practices
- expertise - access to people, expertise is mobile (contracts etc.)

Total Number of Issues = 2 Ranked Order = =2

Issues - Statutory Regulation continued

Total Number of Issues = 16 Ranked Order = 3

Obligations

- investigate rights over minerals in foreshores

Total Number of Issues = 1 Ranked Order = =3

General

- clear explore other planning mechanisms

Total Number of Issues = 1 Ranked Order = =3

Obligations

- forced acquisition only as a last resort

Total Number of Issues = 1 Ranked Order = 5

Issues - Management Responsibility

Total Number of Issues = 13 Ranked Order = 4

Metropolitan Workshop Responses

Who is responsible

- strategies for responsibilities and implementation and coordination
- define responsibility (responsibility, management, acquisition, funding)
- identify management responsibilities
- public vs. private management issues
- identification of responsibility for monitoring

Total Number of Issues = 5 Ranked Order = 1

Preference for a single responsible agency

- recognition of a central agency

Total Number of Issues = 1 Ranked Order = 2

Regional Workshop Responses

Who is responsible

- resolution of agency overlap and understanding of roles and responsibilities, agency empowerment in relation to their charters at local and regional levels subject to independent arbitration and appeal
- coordination
- government bureaucracy cumbersome
- responsibility of players
- responsibility

Total Number of Issues = 5 Ranked Order = 1

Preference for a single responsible agency

- how do we get to self-policing?
- local management responsibility

Total Number of Issues = 2 Ranked Order = 2

Issues - Consultation

Total Number of Issues = 13 Ranked Order = 4

Metropolitan Workshop Responses

Openness

- identify and involve all stakeholders and debate issues
- development of communication strategy
- encourage debate re public and private ownership
- information about process given honestly to participants

Total Number of Issues = 4 Ranked Order = =1

General

- set up consultative process to deal with government and political processes
- need to work closely with current landowners
- people are being impacted on by proposed and actual policy; don't leave in limbo
- community consultation process

Total Number of Issues = 4 Ranked Order = =1

Regional Workshop Responses

Openness

- picking up all the players - farmers/owners, Land Care District Committee, developers, local government, State government
- access to information

Total Number of Issues = 2 Ranked = =1

General

- education in the broad sense - positive to primary students
- identification of stakeholders

Total Number of Issues = 2 Ranked Order = =1

Issues - Consultation continued

Total Number of Issues = 13 Ranked Order = 4

Metropolitan Workshop Responses

Regional Workshop Responses

Acceptance

- acceptance

Total Number of Issues = 1 Ranked Order = 3

Issues - Equity

Total Number of Issues = 10 Ranked Order = 6

Metropolitan Workshop Responses

Regional Workshop Responses

- recognition and incorporation of Aboriginal cultural and heritage issues
- expectations of landowners are different to those of the community
- equity in acquisition

- acquisition compensation
 - making sure people don't lose - equitable to all sides
- difference between looking at and making a living from creeks etc.
- equity of access
- compensation
- land purchased to be tied to valuations based on market values and/or replacement value by negotiation, resumption if no agreement reached
- compensation to be based (if necessary) on loss of right of access and its effect on use (loss of water for rural purpose)

Total Number of Issues = 13 Ranked Order = 1

Total Number of Issues = 7 Ranked Order = 1

Issues - Water Management

Total Number of Issues = 10 Ranked Order = 6

Metropolitan Workshop Responses

Regional Workshop Responses

- catchment management
- salinity / water control
- drainage - storm
- water sensitive design
- septic tanks
- pollution control

- prioritisation of stream orders for attention
- water quality - pollution
- monitoring - water quality (resource) and policy implementation
- scope - dams, drains, irrigation channels

Total Number of Issues = 6 Ranked Order = 1

Total Number of Issues = 4 Ranked Order = 1

Issues - Public Interest and Benefit

Total Number of Issues = 9 Ranked Order = 8

Metropolitan Workshop Responses

Regional Workshop Responses

- consideration of environmental, social value - the value a community places on a reserve
- community involvement
- public access
- mechanisms for getting foreshore into public ownership
- recognise local community priorities

- presumption of private property as a community resource, acknowledgment - Landcare groups - volunteers, respect for landowner rights
- how much access should the public have and what activities
- accessibility
- land purchase desirable by government agency, said land to be available to former owners by negotiation

Total Number of Issues = 5 Ranked Order = 1

Total Number of Issues = 4 Ranked Order = 1

Issues - Boundaries

Total Number of Issues = 9 Ranked Order = 8

Metropolitan Workshop Responses

Biophysical criteria

- environmental protection
- riparian vegetation - clearing and revegetation
- weeds
- fire
- pumping rights
- hard-walling for erosion control
- development controls
- archaeology sites
- health
- floodway management
- stock
- habitat protection
- technical criteria to establish biophysical boundaries
- setbacks related to topography and usage
- visual value of a foreshore is as important as floodplain and other physical characteristics

Total Number of Issues = 3 Ranked Order = 1

Flexibility

- develop criteria for a variety of widths and other parameters

Total Number of Issues = 1 Ranked Order = 2

Reasons

- parameters of where reserve starts and ends

Total Number of Issues = 1 Ranked Order = 2

Regional Workshop Responses

Biophysical criteria

- keep waterways as natural as possible
- breeding areas for birdlife - limited area in Geraldton area therefore more reliance on resource than down south
- how will problem be approached e.g. hydrology, land use, biodiversity?

Total Number of Issues = 3 Ranked Order = 1

Flexibility

- overcome boundaries - e.g. State, property etc.

Total Number of Issues = 1 Ranked Order = 2

Issues - Funding

Total Number of Issues = 7 Ranked Order = 10

Metropolitan Workshop Responses

Funding options

- funding / resources
- funding
- funding / resources

Total Number of Issues = 3 Ranked Order = 1

Regional Workshop Responses

Funding options

- funding - collection and allocation
- funding - adequate and ongoing
- funding
- funding issue for acquisition of land and maintenance, fencing etc.

Total Number of Issues = 4 Ranked Order = 1

Issues - Ownership Conflict

Total Number of Issues = 3 Ranked Order = 11

Metropolitan Workshop Responses

Ownership conflict

- clarify ownership issue: remove common law uncertainties
- clearly identify landowners' rights/responsibilities

Total Number of Issues = 2 Ranked Order = 1

Regional Workshop Responses

Ownership conflict

- policy to set criteria for determination of future ownership

Total Number of Issues = 1 Ranked Order = 1

Issues - Land Use Conflict

Total Number of Issues = 1 Ranked Order = 12

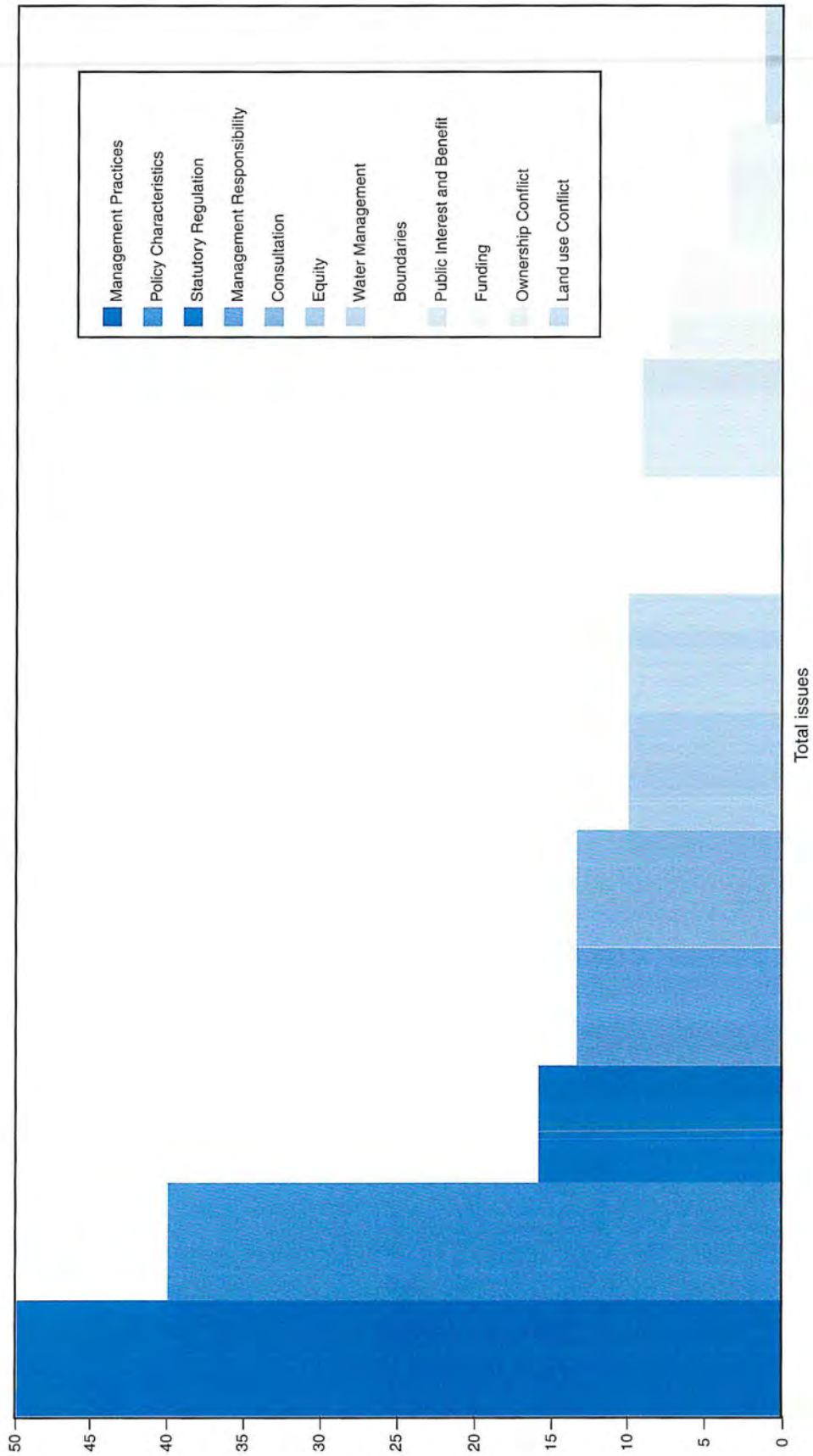
Metropolitan Workshop Responses

Regional Workshop Responses

Dispute resolution

- resolution of conflicts

Total Number of Issues = 1 Ranked Order = 1



Graph of Table 4 - Given what has been said about the present and the ideal attributes of policy what are the issues that have to be addressed if we are to successfully protect and manage our foreshores?

Total \$ spent on Issues

Number of people/total spent

- environmental protection 17/53
 - riparian vegetation - clearing and revegetation
 - weeds
 - fire
 - pumping rights
 - hard-walling for erosion control
 - development controls
 - archaeological sites
 - health
 - floodway management
 - stock
 - habitat protection
- technical criteria to establish biophysical boundaries 9/30
- *presumption of private property as a community resource, acknowledgment - Landcare groups - volunteers, respect for landowner rights* 10/41
- *resolution of agency overlap and understanding of roles and responsibilities; agency empowerment in relation to their charters at local and regional levels subject to independent arbitration and appeal* 11/30
- management of foreshores - public or private 14/29
- *funding - collection and allocation* 9/29
- sort out criteria to define foreshore reserves (site-specific); natural values and land uses 11/27
- *funding / resources* 12/27
- *education in the broad sense - positive to primary students* 10/24
- *funding* 10/23
- *funding / resources* 7/20
- *commitment to foreshore reserve management and maintenance* 11/20
- *acquisition compensation* 6/20
- consultative process set up to deal with government and political processes 4/19
- strategies for responsibilities and implementation and coordination 8/17
- monitoring of on-ground policy implementation and management 9/16
- find and develop best management practice 8/16
- define responsibility (responsibility, management, acquisition, funding) 7/16
- *definition of foreshore* 5/16
- identify and involve all stakeholder and debate issues 3/16
- *funding adequate and ongoing* 8/15
- *management plans - preparation and implementation* 6/15
- processes to trade off management responsibilities and development rights 6/15
- *identify and justify areas required - avoid taking on land simply on opportunity basis* 5/15
- *protect what we have and then add* 5/15
- *the region has a lot of different areas - desert to the south west - develop a broad framework with mechanisms to develop local policy* 6/13
- clear objectives and performance indicators 5/13
- consideration of environmental, social value - the value a community places on a reserve 6/12
- *funding* 6/12
- *blanket policy - across all sectors* 3/12
- *establishment/management (on private land)* 5/11
- *making sure people don't lose - equitable to all sides* 4/11
- community involvement 6/10
- *how do we get to self-policing?* 5/10
- *keep waterways as natural as possible* 5/10
- *resolution of conflicts* 5/10
- need to work closely with current landowners 5/10
- *integrating issues, groups, degradation topics* 1/10
- public access 6/9
- setbacks related to topography and usage 6/9

Total \$ spent on Issues continued

Number of people/total spent

- how best to implement at local government level and at other levels of government 5/9
- how best to adopt? - approval at various levels of government makes it so broad that it is of little use 5/9
- recognition of a central agency 5/9
- establish priority area 3/9
- identify existing policy and legislation 6/8
- a policy that is consistent across bodies 6/8
- *marketing of policy* 5/8
- mechanisms for getting foreshore into public ownership 5/8
- recognition and incorporation of Aboriginal cultural and heritage issues 5/8
- *funding issue for acquisition of land and maintenance, fencing etc.* 4/8
- timing factor - 12 months for tech guidelines and agreed-across-agencies sunset of process 4/8
- very clear rationale for the policy so that it can be communicated 4/7
- *protecting the resources* 2/7
- *alternatives to acquisition* 2/7
- *best management practices* 2/7
- number of people/total spent
- ownership of the policy 4/6
- whole-of-government approach 4/6
- develop case studies to test the criteria and processes 4/6
- *enforcement - auditing* 3/6
- catchment management 3/6
- visual value of a foreshore is as important as floodplain and other physical characteristics 3/6
- integration of grassroots bodies into State/national framework to achieve consistent targeted results 3/6
- policy should provide leadership from a regional basis 3/6
- *define what a foreshore is e.g. natural to man made* 5/5
- development of communication strategy 4/5
- *difference between looking at and making a living from creeks etc.* 3/5
- *no interference in land use where no problem exists or can be reasonable foreseen* 3/5
- *environmental protection - fires, weeds, cattle, vermin, etc.* 3/5
- *coordination* 3/5
- *prioritisation of stream orders for attention* 3/5
- *riparian rights and responsibilities (weeds, stock access, fire control, public access, translocation of species)* 2/5
- examples of best practice 1/5
- *acceptance* 1/5
- *development of practical management guidelines for all tenures* 4/4
- clear definition of foreshore 3/4
- identify management responsibilities 3/4
- defining foreshores 2/4
- *breeding areas for birdlife - limited area in Geraldton area therefore more reliance on resource than down south* 2/4
- *ownership of land* 1/4
- *government bureaucracy cumbersome* 1/4
- incentives for landowners and investors 1/4
- address interim policy development period - what do we do in interim? 3/3
- *defining compatible land uses* 2/3
- hierarchy - creeks, rivers etc. 2/3
- review of policy 2/3
- policy must be accessible 2/3
- parameters of where reserve starts and ends 2/3
- *selling the policy (marketing) catchwords, key phrases - 4Ps: project, professionalism, passion, pride* 2/3
- review/revise mechanism 1/3
- expectations of landowners are different to those of the community 1/3
- salinity / water control 1/3
- public vs. private management issues 2/2
- identification of responsibility for monitoring 2/2

Total \$ spent on Issues continued

Number of people/total spent

- redefinition of foreshore purposes 2/2
- water craft usage 2/2
- *local management responsibility* 2/2
- identification of circumstances where private ownership is concerned 2/2
- *urban and rural - gap in the transition* 2/2
- drainage - storm 2/2
- water sensitive design 1/2
- *recognise what has been achieved - what reward for those people who have already done the right thing?* 1/2
- guidelines for determining whether foreshore vested with government or private agency and/or managed in partnership 1/2
- *technical assistance to landowners* 1/2
- *how will problem be approached e.g. hydrology, land use, biodiversity?* 1/2
- *water quality - pollution* 1/2
- people are being impacted on by proposed and actual policy: don't leave in limbo 1/2
- *picking up all the players - farmers/owners, Land Care District Committee, developers, local government, State government* 1/2
- *local flexibility - change of focus at local level* 1/1
- *overcome boundaries - State, property etc.* 1/1
- *objectives of different players (agencies)* 1/1
- common approach between authorities 1/1
- *problem will take a long time to fix - realistic time factor* 1/1
- clarify ownership issue: remove common law uncertainties 1/1
- management categories 1/2
- recognition that rural will be different to urban 1/1
- public facilities - BBQs etc. 1/1
- active and passive recreation 1/1
- commercial usage / activities 1/1
- establish why we need a foreshore policy 1/1
- exclude access to sensitive areas 1/1
- *identification of stakeholders* 1/1
- equity in acquisition 1/1

4.5 Question 4 - Checklist development

4.5.1 Introduction

The presentation of the responses to this final question differs from the rest, in that the headings were actually formulated in the workshops themselves. Also, the responses below were gathered from only a few of the workshops, as not all of them had time to discuss it.

The workshops that undertook this exercise were

Perth	Thursday 28 November 1996	Wilson Hall, City of Canning
Albany	Wednesday 26 February 1997	Council Chambers, Town of Albany
Geraldton	Thursday 6 March 1997	Queens Park Theatre, City of Geraldton
Perth	Monday 19 March 1997	Wilson Hall, City of Canning

The purpose of this exercise was to further extend the significance of the issues identified by participants. By developing an 'issues checklist', a simple list was formed that could be used in the formulation of the policy.

This checklist represents the final exercise of the workshops and is representative of the outcomes of the previous questions.

4.5.2. Ranking of Checklist Development

Rank	Heading	Total issues
1	Checklist - Environmental Protection	35
2	Checklist - Policy Characteristics/Features	30
3	Checklist - Funding	26
4	Checklist - Management Practices	11
=5	Checklist - Management Responsibility	4
=5	Checklist - Statutory Regulation	4

Table 5 - Combined Regional and Metropolitan Ranked Order of items on issues Checklist.

Table 5 illustrates the outcomes of the grouping process. It shows, in total number, the most important (most frequently mentioned) issues in the checklist development exercise.

Environmental Protection

Under the heading 'Environmental Protection', a range of performance indicators have been suggested by the participants in order to evaluate the success of any future policy. Generally, the management issues were seen as items that could measure the performance of the policy.

The metropolitan participants identified a blend of 'general' and 'social' environmental issues to be included on the checklist, reflecting the workshops as a whole. As one participant stated, the consideration of environmental and social values should include:

recreation, user surveys, range of opportunities provided, catering for a variety of user groups without conflict and with no environmental degradation.

Protecting What We Have

Regional participants focused on 'protecting what we have' by thoroughly examining the existing situation and building upon it. Again a range of indicators were suggested to measure the performance of the Foreshore Policy. *The amount of fencing, number of private landowners involved and provision of wildlife corridor* were included as future measurements for the policy.

As with many of the previous issues, the regional participants' suggestions were focused toward on-the-ground examples, while the metropolitan participants seemed more concerned with statutory issues and provisions to cater for mixed uses.

The implications for the foreshore policy could be that a range of environmental indicators need to be established that can be measured by both those implementing the policy and the managers of the foreshores.

Policy Characteristics/Features

In this 'action checklist' for the major issues identified by participants, those relating to 'Policy Characteristics/Features' concentrated on communication. Clear processes and ongoing consultation were identified as important characteristics of any future policy. A range of principles focusing on the achievement of a *balance of human use and environmental (providing for a range of usage)* were also seen as being very important.

Funding

In the development of this checklist, people at the workshops suggested a range of alternatives for how to fund the protection and management of foreshores. They included:

- *private contributions;*
- *collection of state, federal and local rates;*
- *user pays;*
- *an emphasis on funding for on-the-ground management, rather than administration.*

The policy could include a range of alternatives to administer the funding of foreshore management. Suggestions made by participants were valuable and practical, and should be considered in the policy development process.

A range of suggestions were made on how to solve the vesting problem, as well as management practices, management responsibility and statutory regulation.

4.5.3 Outcomes

The policy would benefit from addressing the items put forward by the workshops, including:

- environmental protection;
- protecting what we have;
- characteristics of the policy;
- funding arrangements.

Checklist - Environmental Protection

Total Number of Issues = 45 Ranked Order = 1

Metropolitan Workshop Responses

Regional Workshop Responses

Environmental Protection - General

- goals/objectives - criteria/standards
- these need to be identified with standards (compatible with Environmental Protection Policy objectives too which are then described in the policy as to how they will be achieved, who achieve them etc.
- environmental protection goal - measurable, known, understandable standard - outcome through policy requirement / guidance which includes who is responsible
- water quality protection
- protection of remnant riparian vegetation
- rehabilitation of degraded foreshore
- protection of habitat
- protection of flora and fauna through provision of wildlife corridors
- preservation of visual amenity
- promotion of ecologically sustainable development
- recognition of the need for stream buffers
- maintenance of biodiversity/conservation
- landscape protection
- salinity issues
- erosion issues
- nutrient biofilters and water quality protection
- protection of public water supplies
- protection of supply catchments
- contaminated sites
- wildlife corridors
- maintaining dynamic riverine and estuarine processes
- habitat protection
- protection of ecological processes

Consideration of environmental and social values

- floodway and flood plain protection - flooding downstream, frequency of flooding, water quality monitoring, Local Government Authority approval of inappropriate use e.g. unsewered development
- recreation - user surveys, range of opportunities provided, catering for variety of user groups without conflict, no environmental degradation
- mosquitoes - fewer complaints to Local Government Authorities, number of cases of Ross River virus
- vegetation - species composition and condition indexing (check with satellite imaging)
- aesthetics (landscape value) - areas reserved or Town Planning Scheme zoning, rural strategy, policy precincts
- bird habitat areas - survey of bird numbers, use by birdwatchers, education use, feedback from users to Local Government Authorities, e.g. schools
- wildlife/multiple-use corridors - monitor amount of linkages, length of reserve, survey of biota

Checklist - Environmental Protection continued

Total Number of Issues = 45 Ranked Order = 1

Metropolitan Workshop Responses

- streamline protection - support for coherent and long-term monitoring of water quality (Ribbons of Blue), monitoring algal blooms, mosquitoes, complaints, monitoring of riparian vegetation, support landcare groups and initiatives and look at success
- commercial activities - monitor number of licences per km, count and survey of cafe visitor numbers, assess impact regularly

Regional Workshop Responses

Protecting what we have

- audit what we have already got, identify
- overseeing body to coordinate, like the Bccg
- policy and guidelines, not enforced by fines, encouraged
- encourage public interest in remnant vegetation
- protection of remnant vegetation, fencing, provision of funds, vouchers for material
- herbariums
- local indigenous species for revegetation, seed orchards
- performance indicators, amount of fencing, number of private landowners involved, provision of corridors for wildlife etc.
- Conservation and Land Management to monitor corridors for improvement in biodiversity
- continually refer back to what we had initially to monitor improvement
- research methods of revegetation to determine best methods of seed collection, germination, ripping etc.
- conflicting advice
- public access, determine location and use, try to channel into certain areas to minimise degradation

Checklist - Policy Characteristics/Features

Total Number of Issues = 30 Ranked Order = 2

Metropolitan Workshop Responses

Objectives

- conserve environmental attributes
- maintain aesthetic amenity
- balance human use and environmental (provide for a range of usage)
- encourage appropriate management
- provide clear direction for delineation of reserve

Regional Workshop Responses

Objectives

- develop a broad framework with mechanisms to develop local policy
- keep waterways as natural as possible
- make sure people don't lose, equitable to all sides
- market policy

Checklist - Policy Characteristics/Features continued

Total Number of Issues = 30 Ranked Order = 2

Metropolitan Workshop Responses

Performance indicators

- water quality
- recreational usage
- fauna/vegetation diversity
- percentage of river fenced
- erosion fronts

Regional Workshop Responses

Performance indicators

- implementation, are they being created?, no. of agreements with landowners, no. of Local Government Authoritys preparing local policy, no. of appeals against providing the reserve (find out current no.), number of amendments to policy indicate its robustness/flexibility, community acceptance/involvement, local government involvement
- retain vegetation and rehabilitate degraded areas, numbers of birds and animals, use air photos and satellite images, areas identified during firebreak inspection, maintain water quality - nutrients and salts, monitoring (Ribbons of Blue), protect habitat - numbers of birds, wildlife, fencing off areas, kms fenced, work around, allow variations in watercourse, use of eroded gullies and creeklines for rubbish disposal, check during firebreak inspection, eradication of noxious weeds and feral animals (cats and pigs), need for monitoring of impact of aquaculture, guidelines needed
- no. of appeals against conditions to give up the reserve, the policy/plan implemented, preserve waterway, expected lot yield = actual lot yield, degree of foreshore used by community, creation of wildlife/vegetation corridors, community feedback by lack of complaints to council
- reaching all, get to grass roots level and explain what is needed, feedback to and from local government, pamphlets and ads in local paper, executive staff to be fully conversant with intent of the policy, seminars, proper workshops on draft policy run by experts held in each . Local Government Authority non-legalistic plain English, no. of cases appealing (i.e. loopholes for lawyers to exploit must be undertaken by developers, clear guidelines, no. of cases of appeal, developers expect more), involved local groups (including community services e.g. Lions, LCDs) in management of local foreshore, degree of involvement, reduction in Local Government Authority expenses, no. of friends groups formed

Definitions

- clear distinction of hierarchy, estuaries/rivers, streams (permanent and seasonal), wetlands associated
- irrigation systems, south west irrigation committee responsibility for asset
- drainage reserves, coastal versus inland private drains, flood control drains
- minimum width of foreshore from centre of stream, high water mark of river, estuaries, lakes
- first determine floodway, floodplain at the beginning of the process (i.e. 1:10, 1:50, 1:100 year flood) extent of floodway (no go area)
- extent, types, condition of existing fringing vegetation
- contours, topography, inclusion of embankment

Checklist - Policy Characteristics/Features continued

Total Number of Issues = 30 Ranked Order = 2

Metropolitan Workshop Responses

- definition of dams, responsibility to control dams
- clear definition of responsibility, e.g. Water and Rivers Commission, Department of Transport, port authorities
- recognize existing legislative right, Government Acts, e.g. Rights in Water and Irrigation Act, riparian rights, certificates of titles (pre 1899 titles allow mining rights to the owner and not the Crown and owners with title to middle of rivers)
- define potential impact of land use/developments on watercourses, establish foreshore reserves
- define acceptable and restricted uses within foreshore reserves, e.g. jetties

Regional Workshop Responses

Checklist - Funding

Total Number of Issues = 26 Ranked Order = 3

Metropolitan Workshop Responses

Funding - General

- private contributions
- MRIF (current)
- government commitment
- equity
- efficient use of resources
- who pays
- private endowment funds (e.g. BHP sponsorship)
- matched responsibility to financial resources
- security of funding
- acquisition v. management funding
- commercial activities to generate funding (e.g. leases, generation of income)
- rehabilitation
- provision of recreation facilities (capital improvements)
- 'toll' foreshores (user pays)

Regional Workshop Responses

Funding - General

- collection of: State (current budget), federal (National Heritage Trust), local (rates), user pays (fishing licence, pumping from rivers, commercial, community, drinking, boat licence, fines)
- allocation, based on management plans of management body, Western Australian Municipal Association, Grants Commission (minimum percentage of funds to works program, e.g. 95% not to management or administration)
- direct to local authority as a grant, funds to shore boundaries, not catchment boundaries
- to be based on need, priority, not population numbers

Funding - Performance indicator

- criteria for funding e.g. objectives - refer to guidelines e.g. biodiversity
- sources of funding - securing \$ over time, how many different sources, recognition of private funding by farmers (tax rebate)
- types of projects - create/refer to guidelines, hierarchy of funding
- responsibility for allocation \$ - establishment of agency guidelines
- equity
- responsibility for monitoring success - utilise a number of groups, Land Care District Committee, Landcare, National Heritage Trust, performance indicator will vary greatly
- integration of existing potential - no. of participants, performance indicator will vary greatly
- big nets only catch little fish - get the rules right in the first instance so they don't keep changing

Checklist - Management Practices

Total Number of Issues = 14 Ranked Order = 5

Metropolitan Workshop Responses

Regional Workshop Responses

Public

- setbacks must relate to topography and agreed usage
- statutory control
- agreement between agencies as to responsibility for maintenance
- development control - nonclearing of land adjacent to waterways
- fencing
- weed control
- public participation in decision-making

Private

- setbacks must relate to topography
- agreed usage (farmer to fence but allow watering sites)
- statutory control or incentive?
- maintenance contracts for management
- development control
- fencing
- weed control

Checklist - Management Responsibility

Total Number of Issues = 4 Ranked Order = 5

Metropolitan Workshop Responses

Regional Workshop Responses

Define Responsibility

- Action - develop a hierarchy of plans and strategies
Evaluation - number of plans produced and agreed
- Action - identify outcomes at all levels (i.e. plans, directions, approaches, models/samples)
Evaluation - plans produced, acceptance of direction, agreed approaches, participation at all levels of government, Metropolitan Region Scheme up to date
- Action - broad development issues at state, regional, local
- Action - decision to reserve
Evaluation - local strategies, Town Planning Scheme, foreshore management plans, regional councils

Checklist - Statutory Regulation

Total Number of Issues = 4 Ranked Order = 5

Metropolitan Workshop Responses

Regional Workshop Responses

Regulation

- Action - policy specifies
Evaluation - produce review regulations
Town Planning Scheme
- Action - statutory authority, State, Western Australian Planning Commission (Metropolitan Region Scheme), Swan River Trust (Swan River Trust Act), local, Local Government Authority (Town Planning Scheme)
Evaluation - existing responsibilities and review acts, requirements of statutory agencies and their performance
- Action - local foreshore management plans
Evaluation - number of plans drawn
- Action - control (activity levels, water uses)

Outcome Summary

Summary

The total number of 'bad' issues (223) was nearly double the number of 'good' issues (128), clearly pointing to the need to review current policies.

The development of policy to guide the determination, management and vesting of foreshores was widely supported. Any such policy would need to be cognisant of different development pressures in metropolitan and regional areas.

The final foreshore policy will need to consider any significant differences in geographic location, be they environmental/physical differences or differing social needs.

Those who are most directly affected by the policy in regional areas need to be fully empowered both to direct the policy and to implement it. This would include farmers, catchment groups and the regional offices of state agencies like the Department of Conservation and Land Management, Water and Rivers Commission and Ministry for Planning as well as local authorities.

The possible implication for the future policy is that a range of protection mechanisms should be available to accommodate the different functions of foreshores across the State. These may range from reservation through to zoning and private management.

More formal protection mechanisms may be more heavily utilised in metropolitan areas.

A full understanding of what is to be expected could lend the policy the 'certainty' factor that was identified as a good characteristic of current policies. The incorporation of negotiable criteria is another possibility that could extend 'flexibility' to the policy.

Boundary determination based on a set of biophysical principles could be a possible solution to some of the problem represented by the 'bad' characteristics of the current policies. Some system of 'model foreshores' that covers a range of landforms and riverine environments would further extend expertise to those who will be using the final policy.

The policy could develop guidelines and, in consultation with the responsible agents, ensure that they encompass a range of site-specific strategies.

In view of the funding problems, any future foreshore policy should consider the resourcing of management and perhaps present a range of funding alternatives, similar to the vesting alternatives.

The development of a system to help identify the 'best' responsible agency for particular situations could be a policy response to defining roles and responsibilities.

It would seem that there is a requirement for better communication regarding statutory requirements, including the conditions of granting sub-division approval. A clear explanation in the foreshore policy would be beneficial.

The benefits to proponents of policy requirements would also assist in marketing the advantages of the policy.

Cooperation with other key State agencies and stakeholders in the formulation of the policy and agreement to adopt the final principles would contribute greatly to its successful implementation.

Features of the Statewide Foreshore Policy may include:

- a single body responsible for the coordination of matters concerning foreshores or a written agreement between relevant agencies identifying who is responsible for what, where and when;
- a process that pursues acceptance of the policy outcomes;
- the adoption of open and accountable consultation.

The foreshore policy should adopt a principle of equity wherever possible.

A range of funding options and an accountability system for the spending of public funds need to be identified.

‘Statutory robustness’ and legislation are needed to back up the policy and encourage widespread adoption, ensure consistent application and bind the Crown.

The policy should be written in ‘plain English’ and be adaptive to change.

The implications for the foreshore policy could be that there needs to be established a range of environmental indicators, that can be measured by both those implementing the policy and the managers of the foreshores.

Thank you

The development of a new whole of government foreshore policy has required considerable commitment from the agencies involved. Whilst this commitment is necessary for success, it is the commitment and enthusiasm of the stakeholders, representatives of peak bodies and the public which will determine the nature of the policy.

The Technical Advisory Group that is steering the policy development process would like to formally thank all the participants in the round of workshops described in this paper. Input from those who will be affected by the policy is essential to its success. Thank you.

Where to now?

As described at the beginning of this paper, the outcomes of the workshops will be used to develop the discussion paper for the foreshore policy. The production of the discussion paper is the next step in the process and will be mailed to all workshop participants and will also be available on request. The discussion paper will outline policy options to address issues raised by workshop participants. Comments on the discussion paper are as vital to the process as participation in the workshops. The Technical Advisory Group will welcome all comments on the discussion paper.

References

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