

<b>ITEM 8.3</b>	<b>PUBLIC EXHIBITION OF COASTAL ZONE MANAGEMENT PLAN FOR COLLAROY-NARRABEEN BEACH AND FISHERMANS BEACH</b>
<b>REPORTING MANAGER</b>	<b>GROUP MANAGER NATURAL ENVIRONMENT</b>
<b>TRIM FILE REF</b>	<b>2014/110936</b>
<b>ATTACHMENTS</b>	<b>1 Draft Coastal Zone Management Plan for Collaroy-Narrabeen Beach and Fishermans Beach (Included In Attachments Booklet)</b> <b>2 Draft Coastal Zone Management Plan Appendices are available on Council's website</b>

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## EXECUTIVE SUMMARY

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### PURPOSE

Approval is requested to publicly exhibit the draft Coastal Zone Management Plan (CZMP) for Collaroy-Narrabeen Beach and Fishermans Beach.

### SUMMARY

The draft CZMP for Collaroy-Narrabeen Beach and Fishermans Beach was prepared following direction by the NSW Government. These beaches and adjacent development are identified as being at particularly high risk from storm damage and coastal erosion.

The draft CZMP establishes a long term planning framework and identifies solutions to manage the current and future impacts of coastal processes. Issues addressed in the draft CZMP include managing risks to public and private built assets, pressures on coastal biodiversity, community access and use, as well as safety and enjoyment of the beaches.

Once adopted, the CZMP will be used by Council to inform land use planning, development controls and coastal management activities on the open coast and sandy shoreline of Collaroy-Narrabeen Beach and Fishermans Beach, as well as adjacent public and private land.

### FINANCIAL IMPACT

Nil

### POLICY IMPACT

The draft CZMP has been prepared in accordance with the requirements outlined in the NSW Government *Guidelines for Preparing Coastal Zone Management Plans*.

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### RECOMMENDATION OF DEPUTY GENERAL MANAGER ENVIRONMENT

That:

- A. The draft Coastal Zone Management Plan for Collaroy-Narrabeen Beach and Fishermans Beach be placed on public exhibition for a minimum of 28 days.
- B. The draft Coastal Zone Management Plan for Collaroy-Narrabeen Beach and Fishermans Beach be forwarded to the NSW Minister for the Environment by 30 June 2014 in order to

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comply with the Ministerial Direction, and to seek comment.

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**REPORT**

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**BACKGROUND**

Warringah Council prepared the draft Coastal Zone Management Plan (CZMP) for Collaroy-Narrabeen Beach and Fishermans Beach in order to provide a strong management framework for these beaches under current and future conditions.

These beaches and adjacent development are identified as being at particularly high risk from storm damage and coastal erosion, and there is a long history of ad-hoc coastal protection works (mostly consisting of large rocks) being placed during or after coastal storms.

The draft CZMP establishes a long term planning framework and identifies management solutions to current and future coastal processes. Issues addressed in the draft CZMP include managing risks to public and private built assets, pressures on coastal biodiversity, community access and use, safety and enjoyment of the beaches. The draft CZMP has been prepared with financial assistance from the NSW Government.

**NSW Government Requirements**

In February 2011, Warringah Council was directed by the then (NSW) Minister for Climate Change and the Environment to complete a CZMP for Collaroy-Narrabeen Beach. With agreement from NSW Office of Environment and Heritage staff, Fishermans Beach has been included in the draft CZMP as it is located within the same embayment as Collaroy-Narrabeen Beach, and it is the only other beach along Warringah's coastline that has private residential properties immediately adjacent the beach.

The draft CZMP has been prepared in accordance with the requirements outlined in the NSW Government *Guidelines for Preparing Coastal Zone Management Plans* (the Guidelines). This includes incorporating the NSW Coastal Management Principles articulated in the Guidelines as well as complying with the *NSW Coastal Protection Act 1979* and *NSW Coastal Policy 1997*. Appendix P of the draft CZMP provides a detailed description of how this has been achieved. The full set of appendices to the CZMP is available on Council's website.

The Guidelines state that the main purpose of a CZMP is to describe the proposed management actions to be implemented by Council, other public authorities and potentially by the private sector to address priority management issues in the coastal zone.

**Objectives for Collaroy-Narrabeen Beach and Fishermans Beach**

Following stakeholder consultation, 4 overarching objectives were defined by Council and the Study Team to guide the management of these beaches. These objectives set the strategic direction of the draft CZMP as well as guide the selection and assessment of management options.

1. Council seeks to maintain beach amenity into the future as its highest priority.
2. Council seeks to enable property owners to carry out new development on beachfront and near beachfront land adjacent to Collaroy-Narrabeen Beach and Fishermans Beach where the risk of damage to development from coastline hazards can be demonstrated to be acceptably low.
3. Property owners will be responsible for protecting their property from the impacts of coastal processes.
4. Council seeks to maintain its own assets in these areas where it can be demonstrated that the risk of damage from coastal hazards is acceptably low.

The strategies and actions identified in the draft CZMP to address each of these are outlined below:

### **Maintaining Beach Amenity**

A wide sandy beach is attractive to beach users but will be a challenge to maintain if beaches recede (move landward) due to sea level rise. In response, the draft CZMP articulates the strategies Council will apply to active dune management, as well as sourcing and placing sand on the beach for amenity under current and future climatic conditions.

Reflecting the recommendation of Council's Environmental Conservation and Overall Sustainability Strategic Reference Group, the draft CZMP establishes that Warringah Council seeks to maintain beach amenity in the future, and prioritise the interests of the public who use and value these beaches.

Actions identified in the CZMP to protect and preserve the beach environment and beach amenity include:

- Continuing to undertake opportunistic beach nourishment (from building sites), beach scraping (to reprofile after erosion) and beach replenishment (from Narrabeen Lagoon entrance clearance works)
- Undertaking investigations into the required volume of sand, appropriate sand sources, extraction methods and funding mechanisms to undertake beach nourishment to maintain long-term beach amenity in response to climate change
- Investigating potential funding mechanisms to contribute to periodic restoration of beach amenity adjacent to protective works after storms.

### **New Development Where the Risk of Damage is Acceptably Low**

The draft CZMP identifies actions that enable existing and future development adjacent to Collaroy-Narrabeen Beach and Fishermans Beach to remain where there is an acceptable level of risk. To assess the appropriate setbacks and controls for future development an innovative risk assessment was undertaken in preparing the draft CZMP.

The methodology applied in the risk assessment is based on the Australian Geomechanics Society (AGS) procedures for landslide risk management. The AGS procedures can be considered to be an established, recognised and peer reviewed methodology for defining landslide risk for development assessment. With modification to be appropriate for "sandy beach" coastal hazards, it was considered that the same principles of the AGS procedures could be applied to define acceptable risk for beachfront development at Collaroy-Narrabeen Beach and Fishermans Beach.

The risk assessment assessed the likelihood and extent of coastal erosion/ recession against the likely consequences to development on both conventional foundations and those on piled foundations. This has resulted in the development of acceptable risk lines to define the minimum setbacks for new development as well as consideration of existing and future coastal protection works.

Traditional methods of defining development setbacks result in hazard lines for defined planning horizons (e.g. the 2050 line, the 2100 line) and potentially allow a relatively narrow consideration of site conditions. Collaroy-Narrabeen and Fishermans Beaches involve complex interactions between current development, existing protective works, coastal processes and sea level rise. Applying the innovative risk approach in the CZMP allows for a more accurate and reasonable assessment of existing and future risks to the beach and beachfront properties.

The only location where coastal protective works by property owners are considered to be necessary and suitable (provided they manage any offsite impacts and subject to the requirements

of the *Environmental Planning and Assessment Act 1979*), is south of Devitt Street at Collaroy-Narrabeen Beach. Protective works at other locations are not necessary or suitable.

As such, future development in the north of Collaroy-Narrabeen Beach, and development at Fishermans Beach will be protected by setting controls including minimum setbacks and piled foundations where required.

Future development in the south of Collaroy-Narrabeen Beach will also be protected by minimum setbacks and piled foundations, as well as new or upgraded protective works where required (and where environmental impacts of such works can be demonstrated to be acceptable).

An example of the minimum setbacks for development on conventional foundations (without upgraded or new protective works), piled development (without upgraded or new protective works) and piled development with upgraded or new protective works is provided in Figure 1.

Implementation of the controls outlined in the CZMP will require amendments to Warringah Local Environment Plan 2011 (WLEP 2011) and Development Control Plan 2011 (WDCP 2011). To address this, the CZMP identifies the modification of WLEP 2011 and WDCP 2011 as a high priority action for the Council to undertake once the CZMP is adopted.

### **Property Owners Responsible for Protecting Private Properties**

Approximately one third of beach front properties at Collaroy-Narrabeen Beach are at a high or very high risk of damage from coastal erosion. Based on NSW legislation, beachfront landowners can submit a Development Application for construction of a new seawall or upgraded seawall.

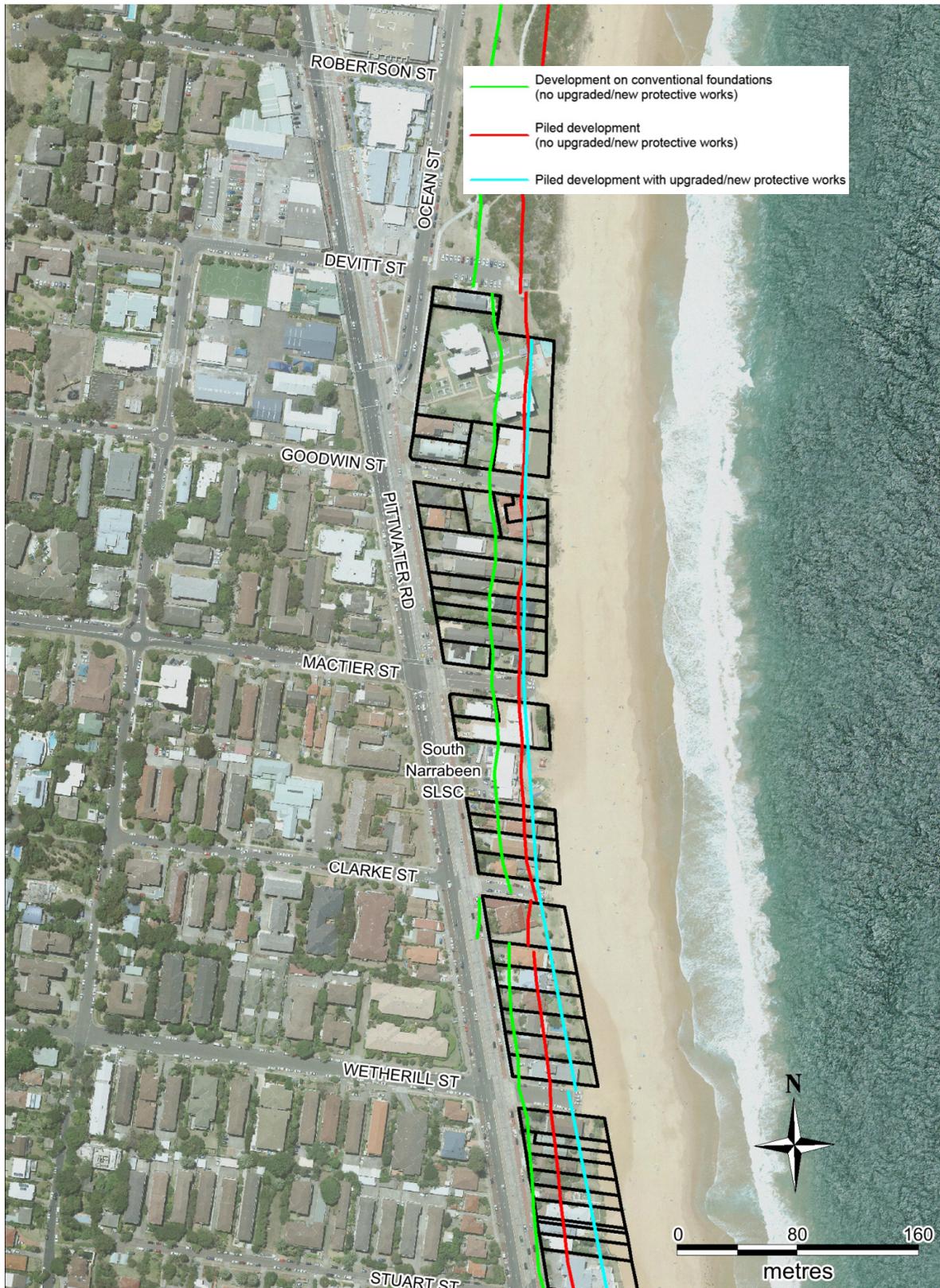
Beachfront property owners who choose to construct new or upgraded seawalls will directly benefit from these works. As a result, the CZMP recommends that private property owners fully fund these works.

The implementation of consistent and appropriate protective works on Collaroy-Narrabeen Beach is complex and will require co-ordination of the various property owners, consideration of funding and maintenance mechanisms, and detailed design guidance.

In recognition of this, one of the highest priority actions in the CZMP is to develop guidelines on the protective works to resolve these issues. The guidelines will include design standards, alignments and required setbacks. Additionally, the guidelines will recommend that all future protective works shall be contained on private property and existing protective works on public land be removed where appropriate.

Application of the guidelines will ensure that any future protective works are constructed to the prescribed standards ensuring consistency in siting and quality as well as maintenance of the beach environment.

Figure 1: Minimum setbacks from Stuart Street to Robertson Street at Collaroy-Narrabeen Beach



## Maintaining Public Assets

### Warringah Council Assets

The draft CZMP recommends that assets owned by Council be maintained where the risk of damage from coastal processes can be demonstrated to be acceptably low. It is recommended that management actions required for assets impacted by coastal processes integrated into the appropriate asset management plans for buildings, roads, stormwater and natural area assets. The draft CZMP does not make any specific recommendations in relation to the protection of these assets from coastal process.

### Other Public Authorities

There are a number of assets owed by public authorities adjacent to Collaroy-Narrabeen Beach and Fishermans Beach. These include stormwater assets, electricity cables, water mains, communications cables (such as Telstra and Optus), and gas lines. Additionally, Pittwater Road, classified as regional road under the authority of Roads and Maritime Services, runs parallel to Collaroy-Narrabeen Beach and Fisherman Beach.

The responsibility for these assets lies with the particular asset owners. The draft CZMP recommends that Council work collaboratively with these authorities so that the risk of damage can be determined and managed by these owners consistently with the CZMP.

## Key Management Actions

The draft CZMP identifies a number of actions to manage the issues outlined in the Guidelines and Council's management objectives for Collaroy-Narrabeen Beach and Fishermans Beach. Section 8 of the CZMP outlines high, medium, low, ongoing and "as required" actions that will address the issues that have been identified. Some of the more significant actions include:

- Identifying funding to restore beach amenity.  
This will include investigating potential funding sources and mechanisms to contribute to restoration of beach amenity adjacent to protective works after storms.
- Working with other Councils and organisations to identify sand sources for moderate beach nourishment to maintain beach amenity into the future.  
This will include identification of required sand volumes, appropriate sand sources, extraction methods and funding mechanisms.
- Developing guidelines on requirements for new and upgraded protective works south of Devitt Street at Collaroy-Narrabeen Beach.  
The guidelines will stipulate specifications for the design standard, alignment and required setback for new or upgraded protection works as well as identify funding mechanisms and strategies to coordinate construction of protective works.
- Modifying the Warringah Local Environment Plan 2011 (WLEP 2011) and Warringah Development Control Plan (WDGP 2011).  
This will involve liaison with NSW Department of Planning and Environment to create a clause that enables the setbacks and other appropriate controls stipulated in the CZMP to be implemented.

The management actions identified in the draft CZMP are considered to be feasible and achievable for Council to implement. Potential sources of funding for these activities have been identified in the CZMP at a local, State and Federal level.

## CONSULTATION

There have been a number of previous studies and community consultation activities associated with the impacts of coastal processes on Collaroy-Narrabeen Beach and Fishermans Beach, including extensive engagement in 2011 during development of the Coastal Erosion Emergency Action Subplan for Beaches in Warringah. As a result a good understanding of coastal processes and impacts to the beach and development already exists amongst beach users, property owners and other stakeholders.

A Discussion Paper covering the key issues for the area was also used as an important community engagement tool. Distribution of the Discussion Paper was accompanied by meetings with key stakeholder groups (including beachfront landowners, Surf Life Saving Clubs and surfing groups), a community forum and acceptance of written submissions on the coastal management matters relevant to Collaroy-Narrabeen Beach and Fishermans Beach.

The issues raised during these activities have been considered and helped guide the direction of the draft CZMP, which is recommended to be placed on public exhibition for further community consideration.

During public exhibition of the draft CZMP the community will be invited to participate in the review of the document through (as a minimum):

- A letter and summary document being sent to all home owners and residents adjacent to Collaroy-Narrabeen Beach and Fishermans Beach, inviting them to comment on the report
- Posting of the draft report on the *yoursaywarringah*
- Displays in the Customer Service foyer of the Civic Centre, and all Council libraries
- Public information drop in sessions
- Meetings with key stakeholders including beachfront landowners, Surf Life Saving Clubs and surfing groups.

Following completion of public exhibition a final draft CZMP will be prepared and presented to Council for adoption. This will include a detailed description of community consultation, including the issues raised and how they were addressed.

## TIMING

Public exhibition of the draft CZMP for a minimum of 21 days is a legislative requirement under the *Coastal Protection Act 1979* and is necessary to ensure members of the community have an opportunity to comment. This report recommends placing the draft CZMP on public exhibition for a minimum of 28 days.

As part of the Ministerial Direction, and in accordance with our grant funding obligations to the NSW Government, a draft CZMP is to be submitted to the NSW Minister for the Environment by 30 June 2014.

## FINANCIAL IMPACT

Nil

## POLICY IMPACT

The draft CZMP has been prepared in accordance with the requirements outlined in the NSW Government *Guidelines for Preparing Coastal Zone Management Plans*.