



# Regional Boating Coastal Action Plans and Recreational Boating Facilities Framework Review 2019

December 2019



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We are committed to genuinely partner, and meaningfully engage, with Victoria's Traditional Owners and Aboriginal communities to support the protection of Country, the maintenance of spiritual and cultural practices and their broader aspirations in the 21st century and beyond.



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## Acknowledgements

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# Executive summary

The Western Victoria Boating Coastal Action Plan, Gippsland Boating Coastal Action Plan (BCAPs) and the Recreational Boating Facilities Framework (RBFF) for the central coastal region were made and implemented under the former *Coastal Management Act 1995* (replaced by the *Marine and Coastal Act 2018*).

The BCAPs and RBFF outline a vision of how recreational boating facilities are to be delivered and managed in the marine and coastal environment for each region, incorporating elements relating to the sustainability, safety, benefits and synergy of boating facilities. The two BCAPs were developed to consider boating to 2035 and the RBFF to 2030.

The objective of this report is to document the process and findings of a full review of the two BCAPs and the RBFF. The review provides a summation on general effectiveness of the documents for the three coastal regions and the progress of key actions identified in the plans. Generally, the review assessed whether actions identified in the plans have been completed, implementation matters, effectiveness of the plans and any unforeseen issues or impacts over the life of the BCAPs/RBFF.

The review does not make recommendations as to the future of the BCAPs/RBFF or how any key issues identified should be addressed. Better Boating Victoria (Department of Transport) will be working with the Department of Environment, Land, Water and Planning (DELWP) and other key stakeholders to progress a Victorian Boating Strategy. This strategy will be informed by key inputs including this review.

A survey was distributed to 111 representatives of 58 organisations across the state. A total of 24 surveys were completed, and 12 telephone interviews were also conducted to obtain more in depth analysis.

The review found that:

- There is overwhelming support for the BCAPs and RBFF.
- The vision and strategic direction in the plans continue to be relevant and provide a sound basis to assist in decision making for land managers/agencies. Climate change and adaptation, population pressures and safety should be considered in the future management of boating facilities.
- BCAPs and the RBFF have been useful for managing community expectations, particularly when requested upgrades or renewals do not align with a facility's hierarchy category and the corresponding levels of service.
- There is general agreement that the principle of the boating hierarchy is an acceptable way to prioritise funding and asset management. However, there are differing views about *how* a facility was assigned its category and if there are avenues to amend the assigned category.
- A coordinated agency approach is fundamental to the success of any future boating strategy.

Overall, these findings will assist in the future of strategic planning for boating in Victoria.

# PART 1: CONTEXT, SCOPE AND KEY OVERALL FINDINGS

## 1. Introduction

EnviroME Pty Ltd, in collaboration with Sustainable Project Management Pty Ltd, were engaged by the Department of Environment, Land, Water and Planning (DELWP) to undertake a full review of the Gippsland Boating Coastal Action Plan, the Western Victoria Boating Coastal Action Plan (BCAPs) and the Recreational Boating Facilities Framework (RBFF) for the central coastal region.

### 1.1 What is a Coastal Action Plan?

A Coastal Action Plan (CAP) is a strategic plan prepared by a former regional coastal board (RCB) under the *Coastal Management Act 1995* (the former Act). A CAP enables the principles and priorities of the Victorian Coastal Strategy (VCS) to be applied and translated at a regional level. Under the former Act, CAPs were referred to the former Victorian Coastal Council (VCC) for approval prior to referral to the Minister for Energy, Environment and Climate Change for endorsement.

Across Victoria, BCAPs were prepared in accordance with the former Act, the Victorian Coastal Strategy 2008 and the VCC Guidelines for preparing, reviewing and implementing Coastal Action Plans – November 2012 (VCC Guidelines). The Western Victoria and Gippsland BCAPs and Central RBFF were prepared by the former Western Coastal Board (WCB), Gippsland Coastal Board (GCB) and Central Coastal Board (CCB) to provide guidance for the planning, management and funding of recreational boating facilities, including new investment. They are useful as a framework in which to consider the water quality, environmental, safety and shared-access issues associated with recreational boating across Victoria's coast.

The CCB prepared the RBFF in 2014 to replace the Boating Coastal Action Plan (2007), following a request from the Minister for Environment and Climate Change for the CCB to prepare a Regional Coastal Action Plan for the central region. Rather than revising the BCAP, the CCB prepared the RBFF to assist the transition from a specialised Boating CAP to an integrated Regional CAP (i.e. the Central Regional Coastal Plan 2015-2020).

Under the new *Marine and Coastal Act 2018* (MAC Act), 'Coastal Action Plan' refers to a CAP endorsed under the former Act and is taken to be a product under a Regional and Strategic Partnership (RASP). Existing CAPs are continued under the MAC Act until revoked by the Minister, or the passing of ten years after the coming into the operation of the MAC Act, or the specification by a product made under a RASP that the application of the product is intended to substitute the application of the CAP.

### 1.2 Scope of the review

The reviews of the two BCAPs and the RBFF have been prepared in accordance with the VCC Guidelines and the MAC Act.

The VCC Guidelines state that for a 'statutory review', the review should assess:

- What actions have been completed?
- Have the BCAPs/RBFF been implemented?
- What were the outcomes?
- What were the successes and failures?
- What were the unforeseen issues or impacts over the life of the BCAPs/RBFF?

The VCC Guidelines also suggest that for such a review consultation with relevant councils, land owners and other persons or organisations that may be affected by the review should occur. Although 'statutory reviews' are no longer required under the MAC Act, the current review has a similar purpose.

The review does not make recommendations as to the future of the BCAPs/RBFF or how any key issues identified should be addressed. Better Boating Victoria (Department of Transport) have been overseeing recreational boating in Victoria since March 2019. Better Boating Victoria is currently undertaking a review of how boating facilities are managed across Western Port and Port Phillip, which will outline options to improve how boating facilities are managed.

Furthermore, Better Boating Victoria will progress the development of a Victorian Boating Strategy throughout 2020 that will outline prioritisation and rationalisation of boating facility upgrades, maintenance and any new facilities based on demand and future growth and other factors such as climate change.

Better Boating Victoria will work with DELWP and other key stakeholders to progress the strategy, which will be informed by key inputs including this review.

### 1.3 Building on previous reviews

The outcomes of previous reviews have been incorporated into this review of the BCAPs and the RBFF. This review builds upon previous questions posed to stakeholders, creating relevant questions in the current conditions, and following up with the key stakeholders via telephone interviews about implementation of actions and effectiveness of the BCAP/RBFF.

The following reviews have been previously conducted:

#### 1.3.1 Central Recreational Boating Facilities Framework Mid-term Review October 2017

An interim review of the Central RBFF was conducted in 2017. The review found that survey respondents considered the RBFF as a useful planning tool to assist in managing expectations to balance demand for coastal space and for assessing upgrades or improvements to facilities. The boating hierarchy principles were generally supported. The former CCB found that there was a need for a higher level of operational management and a comprehensive Victorian Waterways Strategy is required.

#### 1.3.2 Gippsland Boating Coastal Action Plan Implementation Final Report June 2018

In June 2018, the Gippsland BCAP Implementation Final Report concluded that although there had been a lack of administrative support and some delay, there was significant progress on many of the identified actions in the BCAP, and at the time 87% of the work was either complete or ongoing.

The 2018 Implementation Final Report provided valuable quantitative data and understanding of the progress of the Gippsland BCAP. This full review assists with providing qualitative assessment to finalise the 2018 review.

#### 1.3.3 Western Victoria Boating Coastal Action Plan Interim Review July 2013

The Western Victoria BCAP Interim Review conducted in 2013 found that the Western Victoria BCAP played an important role in translating the VCS principles and provided agencies with the strategic planning framework within which to develop and assess proposals to upgrade or improve boating facilities. Strategic directions within the BCAP were considered valid and consistent with coastal policies at the time of this review. A common issue raised was the lack of or limitation to funding, resources and time available for implementation of actions identified in the BCAP.

### 1.4 Structure of the review

**Part 1** of the report focuses on the broader coastal planning policy framework and the recent policy amendments, for example the introduction of the MAC Act which replaced the *Coastal Management Act 1995* (the former Act). Part 1 outlines the scope of the review, context of the Gippsland and Western Victoria BCAPs and the Central RBFF, and the methodology used to gather the data for the review. **Part 1** also contains the main findings of the review captured under key themes.

**Part 2** of the report provides the findings of the detailed review for each of the BCAPs and the Central RBFF as separate attachments.

## 2. Key legislation and policy

The following section sets out the key legislation and guiding documents that guide recreational boating in Victoria. Additional legislation and policy relevant to recreational boating in marine and coastal waters of Victoria is outlined in [Appendix 1: Other relevant legislation, policy and reports](#).

### 2.1 Marine and Coastal Act 2018

The BCAPs and RBFF were prepared pursuant to the provisions of the former *Coastal Management Act 1995*. Under this former Act, a CAP is a strategic planning tool for either a particular area or a specific issue relating to coastal management and the use and development of Crown land. The former Act was replaced with the *Marine and Coastal Act 2018* (MAC Act). The MAC Act is now the legislation that governs marine and coastal use and planning in Victoria.

The MAC Act sets objectives and guiding principles for the planning and management of the marine and coastal environment. The MAC Act establishes an integrated and coordinated whole-of-government approach to work with Traditional Owners, industry, and the community to protect and manage the marine and coastal environment and better manage many of the uses within it.

The objectives of the MAC Act for the planning and management of the marine and coastal environment in Victoria are<sup>1</sup>:

- a. to protect and enhance the marine and coastal environment; and
- b. to promote the resilience of marine and coastal ecosystems, communities and assets to climate change; and
- c. to respect natural processes in planning for and managing current and future risks to people and assets from coastal hazards and climate change; and
- d. to acknowledge traditional owner groups' knowledge, rights and aspirations for land and sea country; and
- e. to promote a diversity of experiences in the marine and coastal environment; and
- f. to promote the ecologically sustainable use and development of the marine and coastal environment and its resources in appropriate areas; and
- g. to improve community, user group and industry stewardship and understanding of the marine and coastal environment; and
- h. to engage with specified Aboriginal parties, the community, user groups and industry in marine and coastal planning, management and protection; and
- i. to build scientific understanding of the marine and coastal environment.

The MAC Act is administered by DELWP.

### 2.2 Draft Marine and Coastal Policy

The MAC Act requires a Marine and Coastal Policy to set out policies for planning and managing the marine and coastal environment and provide guidance for decision makers to achieve the Act's objectives. The Policy must also include a Marine Spatial Planning Framework. This will set out steps for achieving integrated and coordinated planning and management of Victoria's marine environment.

DELWP has been working with the Victorian Marine and Coastal Council, as well as government and non-government groups, to prepare the draft Marine and Coastal Policy. DELWP has also sought community input into the draft Marine and Coastal Policy with the intention of producing a final Marine and Coastal Policy by end December 2019.<sup>2</sup>

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<sup>1</sup> Part 2(7) *Marine and Coastal Act 2018*

<sup>2</sup> <https://engage.vic.gov.au/draft-marine-and-coastal-policy>

The draft Marine and Coastal Policy is proposed to build on the legacy established through four iterations of the VCS while addressing some significant gaps, and will include:

- a greater focus on the marine environment
- recognising and respecting the aspirations of Traditional Owners
- embedding climate change in all aspects of planning and
- providing clear guidance on roles and responsibilities.

The Marine and Coastal Policy will provide a long-term approach intended to be effective for the next 10-15 years. It will enable Victoria to meet the vision of a healthy, dynamic and diverse marine and coastal environment that benefits the community now and in the future.

Once finalised, the Marine and Coastal Policy will guide decision makers, including local councils and land managers, in the planning, management and sustainable use of Victoria's coastal and marine environment.

### **2.3 Victorian Coastal Strategy 2014**

The Victorian Coastal Strategy 2014 (VCS) was established under the former *Coastal Management Act 1995* as the State Government's policy commitment for coastal, estuarine and marine environments in Victoria.

The VCS sets the long-term vision and framework for planning and management of the coast, guided by the Hierarchy of Principles, Policies and Actions. The Strategy identifies five key issues that need to be addressed if our coast is to continue to provide benefits to all Victorians in the future:

- Managing population growth.
- Adapting to a changing climate.
- Managing coastal land and infrastructure.
- Valuing the natural environment.
- Integrating marine planning.

These principles are also embedded in state and local planning policy and informs the development and implementation of other locally and regionally specific strategies and plans, including:

- Regional Coastal Plans (Central, Gippsland and Western) and
- Coastal Management Plans.

The VCS remains in place until replaced by the Marine and Coastal Policy (due for release in early 2020) and subsequent Marine and Coastal Strategy (by December 2020).

## 3. Approach to the review

The overall objective of this report is to document the review and to assess the degree of implementation of the BCAPs and RBFF, including findings on their general effectiveness.

The review identifies changes in policy over time and the planning framework for BCAPs and the RBFF.

The review also aims to provide a summation on general effectiveness of the documents for the three coastal regions.

The approach to the review of the BCAPs and RBFF has incorporated the following tasks:

### 3.1 Stage 1

Stage 1 comprised a review of all material provided by DELWP, including key changes to the operating environment over the life of the BCAPs and RBFF. Interviews with key DELWP staff and other agencies were contingent upon availability.

### 3.2 Stage 2

During Stage 2, review tools were developed to enable the quantitative and qualitative analysis of the BCAPs/RBFF.

The VCC Guidelines and findings of the previous reviews were considered to:

- i. ascertain the status of all actions
- ii. determine if any lead agencies have changed and
- iii. determine effectiveness of the BCAPs/RBFF.

Consultation with lead agencies, land managers and asset managers via survey and interviews was conducted to understand successes of the BCAPs and RBFF. Where necessary, additional feedback was gained via follow-up phone interviews to clarify and interpret feedback on key issues.

The list of organisations that provided a response is presented in [Appendix 2](#).

Table 1 presents details about the success in information sought from stakeholders, by region. Note that some stakeholders provided a response on behalf of more than one region.

**Table 1: Contacted stakeholders**

	Central	Gippsland	Western
Contacted organisations	27	10	28
Responded organisations	10	6	10
Contacted stakeholders	45	18	52
Interviewed stakeholders	5	4	4
Surveyed stakeholders	8	8	11

#### 3.2.1 Quantitative assessment – survey

Information presented in Part 2 of this report was collected through a survey prepared in consultation with DELWP and distributed to responsible agencies, land/facility managers and organisations involved in the administration of the BCAPs/RBFF. A copy of the survey questions is provided in [Appendix 3](#).

All information gathered from the surveys is reflected in Part 2 where appropriate. The summaries outlined in each attachment in Part 2 reflect the differing level of detail received for each question, facility or strategic direction.

The survey included a set of questions aimed at those who have had experience with the BCAP/RBFF (some as 'lead agencies') and were grouped into:

- evaluating the assistance and influence of BCAP/RBFF
- evaluating the strategic direction and policy analysis and whether they were still valid
- evaluating the 'vision' and whether it was still valid
- identification of challenges and opportunities emerging during the life of the BCAP/RBFF.

The detailed analysis for each of the BCAPS and the RBFF is found in Part 2 Attachments 1 – 3.

### **3.2.2 Qualitative assessment – interviews**

Interviews were conducted with key land managers and former regional coastal board Chairs/members to obtain information on what actions were implemented, what was still outstanding and to gather more in-depth understanding of the effectiveness and constraints of the BCAPs/RBFF.

For each of the coastal regions (western, central and Gippsland) a selection of key persons identified by DELWP as having extensive experience with the BCAP/RBFF were contacted for a follow up or full phone interview. The telephone interviews allowed for more in-depth collection of information about the experiences the particular person/s had with implementation of the BCAP/RBFF.

The details from the interviews for each of the BCAPS and the RBFF is found in Part 2, Attachments 1-3.

The project team also met with Better Boating Victoria (Department of Transport). Some of the matters raised by Better Boating Victoria include: a need to better understand management arrangements of boating infrastructure; a need to understand the current conditions of facilities; and education and training.

## 4. Common themes and findings

From the data collected through the surveys and interviews, the following key themes and findings have been identified across all three coastal regions.

### 4.1 The role of BCAPs/RBFF

There is overwhelming support for the BCAPs/RBFF. Any further strategies should include stakeholder engagement in their preparation and provide a snapshot of boating facilities and actions required for a region. A review and revision of the BCAPs/RBFF is necessary in order to align with the MAC Act.

### 4.2 Visions of the BCAPs/RBFF

There is general agreement that the visions of the BCAPs/RBFF are still appropriate.

### 4.3 Strategic directions of the BCAPs/RBFF

The strategic directions of the BCAPs/RBFF are generally seen as still relevant. They still provide a sound basis to assist in decision making for land managers/agencies. Inclusion of climate change and adaptation matters, and the increasing influences of population growth and users of the coast, could be reflected in the strategic directions. Some respondents suggested that safety is a matter that should be embedded in the strategic direction for each BCAP and RBFF.

### 4.4 Stakeholder engagement

As outlined in the VCC Guidelines, early engagement with key stakeholders is a key to the success of the implementation of a BCAP. The VCC Guidelines suggest that effective engagement with stakeholders and the community is beneficial for a CAP to become a reality. There are various levels of engagement to be considered during the preparation and implementation of a CAP. The type and level of engagement will depend on the individual needs of a region and the issues.

The BCAP has provided the opportunity for regional stakeholders to be more aware of adjoining land managers. In particular, the BCAPs and RBFF were useful for local councils to assist in obtaining funding support.

Stakeholders also suggested the documents have allowed expectation of stakeholders to be effectively managed when lobbying for renewal or upgrades to facilities. They have also been very useful for managing community expectations particularly when requested upgrades or renewals do not align with a facility's category allocation and the corresponding levels of service.

### 4.5 Coordination of management arrangements

There was a general view that the BCAPs and RBFF assisted with coordinating stakeholders responsible for implementing the three plans. Opportunity for improvement was identified for better integration across multiple land managers with assets in close proximity to each other.

Many identified and indeed highlighted the need for a coordinated agency approach as being fundamental to the success of any future boating strategy.

### 4.6 Effectiveness

The BCAPs and RBFF are viewed as successful documents and achieving their desired objectives. The inclusion of regional facilities is viewed particularly favourably as this information provides stakeholders with valuable details about site specific facilities.

The BCAPs and RBFF are particularly useful in assisting land and asset managers with funding and grant applications. This was obvious from responses from local councils. The documents have been used extensively to successfully apply for investment from local and state government.

## 4.7 Boating hierarchy of facilities

There is general agreement that the principle of the boating hierarchy is an acceptable way to prioritise funding and asset management. However, there are differing views about how facilities were assigned into a category and if there are avenues to amend the category allocation, if there is a change of use.

Overall, the descriptions of the boating facilities in each of the BCAPs and RBFF has been a useful reference for stakeholders and land/asset managers seeking information about site specific features.

## 4.8 Levels of service

The levels of service are viewed positively as they provide clear guidance for inclusion within the hierarchy of facilities. The levels of service are instrumental in the funding applications as they provide clear guidance on expectations for facilities upgrades and renewals. Some stakeholders feel there is a need to provide a pathway to increase the levels of service for facilities. The levels of service should include provision for managing risks to facilities from population pressures, climate change and coastal hazard and marine safety.

## 4.9 Conclusions

The review found that:

- There is overwhelming support to continue developing strategies such as the BCAP and RBFF.
- The vision and strategic direction in the plans continue to be relevant and provide a sound basis to assist in decision making for land managers/agencies. Climate change and adaptation, population pressures and safety should be considered in the future management of boating facilities.
- BCAPs and RBFF are useful for managing community expectations particularly when requested upgrades or renewals do not align with a facility's assigned category and the corresponding levels of service.
- There is general agreement that the principle of the boating hierarchy is an acceptable way to prioritise funding and asset management. However, there are differing views about how a facility was assigned its category and if there are avenues to amend the assigned category.
- A coordinated agency approach is fundamental to the success of any future boating strategy.

Overall, these findings will assist in the future of strategic planning for boating in Victoria.

## 5. References

- Central Coastal Board Recreational Boating Facilities Framework 2014
- Central Coastal Board Recreational Boating Facilities Framework Mid-term Review June 2018
- Gippsland Coastal Board Gippsland Boating Coastal Action Plan 2013
- Gippsland Coastal Board Gippsland BCAP Implementation Final Report June 2018
- *Marine and Coastal Act 2018*
- Maritime Safety Victoria Victoria's Boating Safety Action Plan 2015-2018 (2015)
- Siting and design guidelines for structures on the Victorian coast 1998
- Victorian Auditor General's Office Protecting Victoria's Coastal Assets March 2018
- Victorian Coastal Strategy 2008
- Victorian Coastal Strategy 2014
- Victorian Coastal Council Guidelines for preparing, reviewing and implementing Coastal Action Plans (November 2012)
- Victorian Planning Provisions (Clause 13)
- Western Coastal Board Western Victoria Boating Coastal Action Plan 2010
- Western Coastal Board Western Victoria BCAP Interim Review July 2013.

## **PART 2 – FULL REVIEW REPORTS**

Attachment 1 – Central Recreational Boating Facilities Framework review

Attachment 2 – Gippsland Boating Coastal Action Plan review

Attachment 3 – Western Victoria Boating Coastal Action Plan review



# Attachment 1 - Central Recreational Boating Facilities Framework review

## Central Recreational Boating Facilities Framework review

### Context

The Recreational Boating Facilities Framework (RBFF) for the central coastal region spans across 13 local government areas and three DELWP regions from Breamlea (the western boundary of Greater Geelong City Council) to Inverloch (the eastern boundary of Bass Coast Shire Council). It includes both Port Phillip and Western Port bays which have been divided into 11 boating area precincts. The area has some 211 boating facilities and the RBFF details their services and role as part of the region's recreational boating network. It also provides an assessment of the condition of each facility known as the Boating Service Levels Index (BSLI) rating.

The Victorian Coastal Strategy (VCS) sets the policy direction and provides a framework for planning and management of the coastal environment, including planning for boating facilities (the 2002 VCS introduced the boating hierarchy). The former Central Coastal Board (CCB) applied this framework to the central coastal region in preparing the Boating CAP in 2007.

In reviewing the BCAP in 2013, stakeholders told CCB that it was a useful planning tool in translating the VCS but had not resulted in better boating facilities.

The CCB's role included providing advice to the Minister for Environment and Climate Change. In 2014, the Minister requested the CCB prepare a Regional Coastal Action Plan (RCAP) and that the previous BCAP be updated and integrated into it. The Recreational Boating Facilities Framework 2014 (RBFF) consolidated the information on the current state and preferred future of recreational boating facilities was integrated into the RCAP.

An interim review was undertaken in 2017 that found four key issues that need to be addressed to achieve more effective planning for boating facilities. These issues are:

- state government responsibility for recreational boating
- funding increases to address identified priorities
- peak load planning
- better data.

### Objective

The objective of this current full review of the Central Recreational Boating Facilities Framework (RBFF) is to qualitatively and quantitatively assess the degree of the implementation of the RBFF and provide a conclusion on its general effectiveness. The RBFF did not contain any actions that require assessment of their progress.

### Key results

#### Survey results

To undertake this review a survey was forwarded to 45 representatives of responsible agencies, land/facility managers and organisations involved in the RBFF. All relevant representatives were provided several opportunities to comment on the RBFF.

Responses were received from eight stakeholders. Four state government agencies, one committee of management, one former member of the CCB, and two local councils responded. Their responses to the survey have been collated and summarised in Table 1 below.

Of the respondents, two stakeholders had roles and or involvement across the entire Victorian coastline and they provided comments that were generally relevant to the Western and Gippsland BCAPs and the RBFF. Their responses have been captured in this section of the report.

Table 1 RBFF Feedback

Questions posed	Summary of feedback received from respondents
<b>BCAP familiarisation</b>	
How familiar are you with the RBFF?	Respondents varied with five being familiar and three slightly familiar with the RBFF.
How often would you use the RBFF?	75% of respondents generally used the RBFF a few times a year, the remaining 25% use the RBFF hardly ever to monthly. It is noted that the CAPs were referred to in early years after their release, with little focus on them in recent years.
How did you use the RBFF?	Respondents generally use the RBFF to understand the levels of service expected for boating facilities and consider proposals to upgrade or improve boating facilities. The RBFF was more broadly used by Council and the former coastal board particularly to assist in obtaining funding support.
<b>Facility planning</b>	
Has the RBFF assisted and influenced facility planning and regional coordination to improve boating levels of service in your region?	The RBFF has assisted and influenced facility planning and regional coordination to improve boating levels of service in the central region. It has assisted with facilitating discussions to prioritised funds and projects. It has also been beneficial for Councils and asset managers to understand where to put efforts to spend money. It was felt that the former regional Boating CAP was more useful than the RBFF in providing support to strategic planning and development proposal. There has been less planning and more focus on maintenance and repair of facilities. There has been a shift in the effectiveness of the lobby groups in driving the investment in boating facilities.
Has the RBFF been useful in future planning for renewals or upgrades?	Respondents generally used the RBFF to support upgrade projects. It provided justification for expenditure, used to support efforts and manage expectations of lobby groups.
<b>Vision and strategic direction</b>	
The vision within the RBFF 2014 is: A highly valued, efficient and sustainable network of boating facilities providing safe access to the coast.	The vision is well supported by respondents, who provided the following comments: <ul style="list-style-type: none"> <li>• It represents the community expectation for access and acknowledges safety.</li> <li>• The reference to an efficient network is relevant for the central coast.</li> </ul>
The strategic directions within the RBFF 2014 are: 2.3.1 Sustainable development 2.3.2 Boating safety and standards 2.3.3 Balancing demand for coastal space 2.3.4 Accessibility and equity	The strategic directions were generally supported by respondents who provided the following comments: <ul style="list-style-type: none"> <li>• There is a good balance with the directions.</li> <li>• Site constraints can be adequately taken account of as a prime consideration.</li> </ul> Changes could reflect the following: <ul style="list-style-type: none"> <li>• The role of Better Boating Victoria and the electoral platforms they will deliver.</li> <li>• The role of Better Boating Victoria with Council's in the funding and management arrangements as well as the changes to boating services that will be required to accommodate the increased numbers of boats.</li> <li>• The new Better Boating Victoria removal of launching and parking fees will greatly change the way boat ramps and boating facilities are used. User demand will increase placing greater burden on the facility and managers to provide safe and sustainable access.</li> <li>• Safety should be included in each BCAP and the RBFF.</li> <li>• Equity, access and balancing demands. Demands are increasing for larger boat ramps to better cater for growth.</li> <li>• Adequately balancing recreational boating aspirations and the broader community aspirations for use of the foreshore areas.</li> </ul>
Are there any changes required to the strategic directions that should be considered?	

Questions posed	Summary of feedback received from respondents
Do you see key areas where the RBFF is at odds (inconsistent) with current coastal planning directions (including management strategies or Master Plans)?	<p>The following key areas of inconsistency were given by respondents:</p> <ul style="list-style-type: none"> <li>• The RBFF needs to reflect and consider the MAC Act and the Marine and Coastal Policy and Strategy when finalised.</li> <li>• Equity for all foreshore users needs to be acknowledged, boating access is only one consideration in foreshore planning.</li> <li>• A review is required to see if the recommended level of service at facilities is reflected by the level of funding provided since the CAP was introduced. Then the level of service can be looked at to see if it is realistic. E.g. has Torquay gone from a local to regional in this time?</li> <li>• An expectation that all boat owners can access Port Phillip Bay at any given time is unrealistic, unattainable, unsafe and not supported given the current provision of infrastructure.</li> <li>• Prominent issues such as sea level rise and a changing coast further reinforces the point that building static facilities in a dynamic environment does not work anymore.</li> <li>• Coast is changing, potential for further rationalisation of facilities. Decision is required - do you walk away from some facilities or maintain those that are under threat?</li> <li>• Unclear how this is integrated with intended marine spatial plans.</li> <li>• Closure of unsafe access through dunes – informal launches – is generally not supported by the politicians. E.g. attempts to close ones at Kennett river, Spout Creek, Portarlington etc. have been scuttled by political pressure.</li> <li>• Inconsistent with the user pays principles of the VCS i.e. not all facilities have launching charges (noting these are being scrapped). Why are boaters singled out whilst we expect other coastal users to pay?</li> </ul>
<b>Climate change</b>	
Has the RBFF been useful in identifying issues related to coastal hazards and processes?	There was mixed response by stakeholders but the general view is that it has not been useful and not to the extent possible. The BCAPs have not considered urban development along coastal strips and have been more focused on individual facilities.
Has the RBFF been useful in planning for climate change?	Respondents felt the RBFF was not useful in planning for climate change.
<b>Challenges and opportunities for levels of service and coordination</b>	
Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful? What are the benefits of this hierarchical system?	<p>There was general consensus from respondents that the levels of facilities have provided the following benefits:</p> <ul style="list-style-type: none"> <li>• Enables an appropriate spatial spread of facilities and prioritises funding.</li> <li>• Different levels of planning provide insight.</li> <li>• Assists DELWP to make recommendations to approve a proposal under the CM Act/MAC Act for a particular use or development regarding boating facilities.</li> <li>• Guides safety of access, capacity of site to enable access, user understanding.</li> <li>• It gives direction for Council on the levels of service required.</li> <li>• It helps manage expectations – however the methods to change the level of a site set in a plan more than ten years ago to reflect the current needs is not well addressed.</li> <li>• Guidance to ensure access to recreational boating and coastal experiences for the new residents in growth corridors is not well covered in the BCAP.</li> <li>• There was not enough technical analysis to be able to inform site specific development opportunities.</li> </ul>

Questions posed	Summary of feedback received from respondents
<p>Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful?</p> <p>What are the constraints/challenges?</p>	<p>Feedback from respondents on the constraints included:</p> <ul style="list-style-type: none"> <li>• Challenges around boater compliance with state operating rules.</li> <li>• Points of conflict at waterway access, boaters and others using facility – fishing.</li> <li>• Emerging constraint to navigation, sedimentation of navigable channel, need for dredging, fraught approval process.</li> <li>• Lack of government leadership.</li> <li>• Linking all infrastructure that is integrated with boating is becoming difficult.</li> <li>• At which facilities is the option to adapt, protect or retreat preferred?</li> <li>• Increased population pressures are further compromising facilities.</li> <li>• The RBFF does not provide a pathway to upgrade a facility nor levels of service.</li> <li>• The RBFF has been completed at a high level, which may not have identified the local constraints or opportunities of a site to better meet the needs of the community.</li> <li>• It may have been better to have a more strategic document which provide guidelines regarding technical assessments that can be considered in planning for expansion of a facility or development of a location.</li> <li>• Funding constraints and change in planning and environment.</li> <li>• Change in foreshore use requires better management for current and aspirational uses. Climate change is not considered.</li> </ul>
<p>Would you like to see any changes to the hierarchy for boating facilities?</p>	<p>There was a mixed reaction by respondents with a combination of thoughts:</p> <ul style="list-style-type: none"> <li>• There should not be any increase in the hierarchy of certain facilities.</li> <li>• Hierarchies need to be realistic to the future level of development anticipated and not raise expectations or be used as justification for upgrades.</li> <li>• Inclusion of safety services.</li> </ul>
<p>What challenges are you faced with in implementing the designated levels of service in the RBFF?</p>	<p>Respondents identified a number of challenges, including:</p> <ul style="list-style-type: none"> <li>• Lack of funding for asset maintenance and upgrade.</li> <li>• Complete lack of ownership and leadership within Government. Despite numerous discussions with responsible ministers, no part of government led the implementation and oversight of the plan.</li> <li>• A car and trailer parking ratio is required to accommodate the number of launching lanes as there is reluctance to remove open space and replace it with parking.</li> <li>• Competing land uses.</li> <li>• Lack of understanding of conservation and cultural values at facilities.</li> <li>• Complex planning approvals processes.</li> <li>• Unclear land tenure.</li> <li>• Climate change.</li> <li>• Safety.</li> <li>• Change in management.</li> <li>• Maintaining responsibilities of agencies and improving rationalisation.</li> </ul>

Questions posed	Summary of feedback received from respondents
Are there any emerging issues likely to affect implementation of the outcomes sought in the RBFF?	<p>Respondents identified a number of emerging issues, including:</p> <ul style="list-style-type: none"> <li>• Environmental changes.</li> <li>• Navigable channel conditions.</li> <li>• Infrastructure upgrade and maintenance costs.</li> <li>• Resourcing asset maintenance and upgrade.</li> <li>• Absence of ownership in the RBFF implementation. The credibility of the RBFF is problematic as it is viewed as an administrative update of the BCAP.</li> <li>• Politics.</li> <li>• Future Better Boating Victoria initiatives on the management of boat launching facilities.</li> <li>• Better Boating Victoria as a new 'land manager' and uncertainty in how they will interact with local governments and VCC and ensure that development and levels of service reflect how the surrounding land is managed.</li> <li>• Need for a strong connection to existing land managers and consider the impact on the marine environment of providing higher levels of service.</li> <li>• Dredging costs.</li> <li>• Congestion/queueing on land and on water.</li> <li>• Equitable and shared coastal spaces.</li> <li>• Little insight into the implementation of Government policy around free boat ramps access and parking.</li> <li>• Refresh considering the MAC Act reforms and climate change.</li> <li>• Assessment of future of facilities at risk and poorly maintained.</li> <li>• Safety should be included in levels of service and should extend beyond the facilities. No consideration of safety and risk once boaters leave the facility.</li> </ul>
<b>Investment in boating</b>	
Does the RBFF provide opportunities to promote investment in boating levels of service?	<p>There was consensus from respondents that the RBFF provides opportunities to promote investment:</p> <ul style="list-style-type: none"> <li>• If hierarchy supports the investment.</li> <li>• Facilities are more than just a facility, economic and value add on benefits to community and industries, e.g. Portarlington.</li> </ul>
Does the RBFF provide constraints to investment in boating levels of service?	<p>Respondents identified constraints including:</p> <ul style="list-style-type: none"> <li>• If the hierarchy does not support the investment.</li> <li>• Provides justification for not completing upgrades.</li> </ul>
To your knowledge, do the following groups know about the RBFF and what it sets out to do?	<p>There was a mixed response from respondents. In general respondents identified with council planners/staff and regulators having some knowledge about the RBFF. It was noted that groups are aware at different levels and have different expectations.</p>
<b>Future planning</b>	
What is the main improvement you would like to see in implementing the RBFF to provide for recreational boating and related facilities?	<p>Main improvements identified by respondents include:</p> <ul style="list-style-type: none"> <li>• Raising profile of the RBFF and educating stakeholders.</li> <li>• Signs at each facility and their level of service.</li> <li>• Increased funding and state government commitment.</li> <li>• Place a user cap at sites; there is not enough public open space to cater for the competing demands.</li> <li>• Implementation plans should consider all boating, and not just recreational.</li> <li>• Clearer relationship between the policy direction and funding opportunities.</li> <li>• Develop more rigorous references or guidance groups.</li> <li>• Increased focus on safety and environment constraints.</li> </ul>

Questions posed	Summary of feedback received from respondents
Were there any unforeseen issues or impacts over the life of the RBFF?	<p>A number of unforeseen issues were identified by respondents:</p> <ul style="list-style-type: none"> <li>• A heightened level of frustration with state government at the lack of implementation.</li> <li>• Balancing the needs and wants of non-boating users of the coast. Boating CAP is a single recreational focus in a space that has many differing and competing recreational and commercial activities.</li> <li>• Certain pressure groups jumped on the documents and tried to run their own agendas.</li> </ul>
What were the key benefits of having the RBFF during this time?	<p>Key benefits identified by respondents included:</p> <ul style="list-style-type: none"> <li>• Service planning and strategy is essential for ongoing activity in asset provision and resourcing.</li> <li>• Bringing together boating groups to agree an overall plan and guiding the priorities in very limited funding.</li> <li>• Allowed for networks to be developed with stakeholders and greater understanding of roles.</li> <li>• Great for integrated planning along the coast.</li> </ul>
Do you have any suggestions on how to improve the existing RBFF?	<p>Improvements suggested by respondents to the RBFF include:</p> <ul style="list-style-type: none"> <li>• Digitise the RBFF and BCAPs so levels of service and condition reports can be easily updated.</li> <li>• Include funding opportunities available, including government and private funding available.</li> <li>• Understand the role of Better Boating Victoria.</li> <li>• Embed climate change into framework.</li> <li>• Include land managers and strategic regional approach to facilities planning.</li> <li>• Integrate industry groups into a revised BCAP/RBFF to ensure appropriate consultation and level of co-existence.</li> <li>• The RBFF has a limited use, some facilities well described, others not so.</li> <li>• No analysis of implication of development and flow on effects to planning an area.</li> <li>• Document created for a point in time - what are the flow on effects?</li> </ul>
What were the main successes of the RBFF?	<p>The main successes identified by respondents included:</p> <ul style="list-style-type: none"> <li>• Attracting money, achieving investment.</li> <li>• Approvals pathway was clearer.</li> <li>• Documentation of what is present at the time and types of facilities that are present.</li> <li>• Outlines the facilities with clear levels of service.</li> </ul>
Is there anything else you would like to mention related to your experience in using the RBFF?	<p>The following additional comments were provided by respondents:</p> <ul style="list-style-type: none"> <li>• There is an expectation that the recently announced changes in responsibility within State Government and the creation of Better Boating Victoria overcomes the inertia of the last 30 years in implementing better more strategic recreational boating facilities.</li> <li>• Boating facilities need to continue to be considered more holistically and not grouped into local government areas.</li> <li>• Safety needs to feature more. Safety needs to extend beyond the facilities and extend out to sea.</li> <li>• Environment protection should be provided a higher principle at consideration.</li> <li>• The questionnaire is too long.</li> </ul>

## Interview results

Five interviews were conducted with stakeholders involved in the RBFF, including one from an industry representative body and the DELWP Aboriginal Inclusion Coordinator for the Port Phillip region. A greater number of stakeholders were contacted in the attempt to discuss the document. Three stakeholders interviewed had experience across each of the BCAPs and the RBFF. These interviews were valuable as they provided the opportunity for stakeholders to elaborate on some of the issues identified in the survey table above.

The key themes/outcomes from the interviews include:

- Some land managers have effectively integrated the principle of a boating network to consider how a boating facility works in a network.
- The RBFF is a useful document for funding allocation. Levels of service are clear and provides sound foundation for investment.
- The RBFF is a statement about facilities and the criteria for hierarchy at a point in time.
- There is an opportunity for a review of the RBFF and alignment with the MAC Act. Any review of the RBFF should include Traditional Owners.
- The use of boating facilities is changing, and a large number have a wider catchment than previously planned.
- Planning for recreational boating based on regions is more appropriate for defining use, and facility improvements.
- The draft Marine and Coastal Policy places biodiversity first and boating is at odds with draft policy. Concerning that boating is considered to have a cumulative negative impact on coast.
- There are competing uses of boating facilities.
- Not many councils use the RBFF; it has not been well received.
- It is not clear how the RBFF aligns with the Marine and Coastal reforms.
- Levels of service do not connect with asset management and funding for the bayside municipalities. Councils are not keen to respond to level of services; how do these fit in within the constraints they are working within for their assets?
- Safety should be a key criterion in the levels of service. Climate change and hazard should also feature as a key criterion for facilities as an increasing number are significantly threatened and their future requires review.
- Government arrangements in managing and implementation of the BCAP/RBFF have been inadequate, there is a lack of ownership by state government.
- Ambitious government responses in the BCAP and then RBFF were not implemented or followed through.
- There is uncertainty about the new management arrangements and the benefit of Better Boating Victoria's role.
- Funding for boating facilities has reduced, therefore a lot are in disrepair. Costs for maintenance of boating facilities has increased significantly.
- New facilities are not supported, old facilities are in poor condition. Car parking is not adequate.
- There is an inadequate understanding of risks to facilities. An Asset Management Plan is required to document existing conditions and future impacts to assets.
- Revenue generated by boating is directed away from boating, particularly revenue collected from boat and trailer registration.

## Conclusion

There were mixed views from respondents about the understanding and effectiveness of the RBFF. The RBFF was more broadly used by local councils and the former CCB to understand the levels of service expected for boating facilities and assist in obtaining funding support.

A number of respondents expressed frustration at government arrangements in management and implementation of the RBFF. Respondents were concerned about what the future role of Better Boating Victoria would be regarding the allocation of funding, management of facilities, and how changes to boating services that will be implemented to accommodate the increased numbers of boats.

Climate change and coastal hazards were identified as a key risk to the central coastal region, as a number of facilities are at risk and a number are already in poor condition.



# Attachment 2 - Gippsland Boating Coastal Action Plan review

## Gippsland Boating Coastal Action Plan review

### Context

The Gippsland Boating Coastal Action Plan 2013 (Gippsland BCAP) provides strategic guidance for planning and developing recreational boating facilities in Gippsland. It was prepared to reflect the approach of the Victorian Coastal Strategy 2008. The plan applies to recreational boating and to commercial operations that provide recreational boating opportunities, such as hire and charter boat operators. Recreational boating in Gippsland BCAP refers to all types of boating including powerboats, personal water craft (jet skis), sailing and rowing boats, kayaks and canoes.

The Gippsland coastal region extends more than 700 kilometres from Anderson Inlet in South Gippsland to the Victoria–New South Wales border near Mallacoota in East Gippsland and also includes the Gippsland Lakes.

The regional network is described in the Gippsland BCAP and the designated status of each boating facility in the Gippsland coastal region is outlined as follows:

- Two (2) designated State Marine Precincts - Paynesville and Lakes Entrance.
- Seven (7) designated Regional Boating Facilities – Inverloch, Loch Sport, Mallacoota, Metung, Port Albert, Port Welshpool and Sale.
- Seven (7) designated Local Boating Facilities - Bemm River, Hollands Landing, Johnsonville and Nicholson, Lake Tyers, Marlay Point, Marl, and McLoughlins Beach.

There are currently 74 boat ramps, 66 publicly accessible jetties and six marinas around the Gippsland coastal region, which are in varying condition. As stated in the Gippsland BCAP, some of these facilities are used beyond their capacity while others are underutilised.

The Gippsland BCAP proposes that during the life of the plan (five years) the emphasis should be on consolidating some existing recreational boating facilities and developing new opportunities within existing boating precincts, rather than building infrastructure in new locations.

In 2018, a review (Gippsland Boating Coastal Action Plan Implementation Final Report) was prepared by the Gippsland Coastal Board (GCB) to provide strategic guidance for planning and developing recreational boating facilities in Gippsland. It was prepared to reflect the approach of the Victorian Coastal Strategy.

The review recorded that, of the 31 actions from the Gippsland BCAP, 19 are complete, eight are ongoing actions that have no completion time, two are in the process of being completed, one could not be achieved due to lack of jurisdiction constraints, and one remains not started.

### Objective

The objective of this current full review of the Gippsland BCAP is to qualitatively and quantitatively assess the degree of the implementation of the Gippsland BCAP and provide a conclusion on its general effectiveness.

### Key results

#### Survey results

A survey was forwarded to 18 representatives of responsible agencies, land/facility managers and organisations involved in the Gippsland BCAP. All relevant representatives were provided several opportunities to comment on the Gippsland BCAP.

Responses were received from eight stakeholders. Three local councils responded, two representatives were from the port, two representatives were from DELWP and one from the former GCB. Their responses to the survey have been collated and summarised in Table 2 below.

A further two respondents had roles and or involvement across the entire Victorian coastline and they provided comments that were generally relevant to the Western and Gippsland BCAPs and the RBFF.

**Table 2 Gippsland BCAP Feedback**

Questions posed	Summary of feedback received from respondents
<b>BCAP familiarisation</b>	
How familiar are you with the BCAP?	Eight respondents indicated they were familiar to very familiar with the Gippsland BCAP.
How often would you use the BCAP?	Use of the Gippsland BCAP varies. Four respondents use the Gippsland BCAP weekly or monthly and the others refer to the Gippsland BCAP a few times year. It was noted that the use of the Gippsland BCAP has decreased in recent years.
How did you use the BCAP?	<p>The Gippsland BCAP is used for the range of uses. It is commonly used to consider proposals to upgrade or improve boating facilities, and to lesser extent to assist in communications with stakeholders and understand the levels of service expected for boating facilities. Prioritising investment and assisting in obtaining funding support are not considered primary uses by the respondents.</p> <p>It was noted that the Gippsland BCAP has been a very useful document for facility planning and is the only regional tool available that indicates regional priorities.</p>
<b>Facility planning</b>	
Has the BCAP assisted and influenced facility planning and regional coordination to improve boating levels of service in your region?	<p>There was a resounding positive response from respondents that the Gippsland BCAP assisted and influenced facility planning and regional coordination to improve boating levels of service.</p> <p>It was noted by respondents that the Gippsland BCAP has assisted:</p> <ul style="list-style-type: none"> <li>• Inform upgrades/renewal of boating facilities and prioritise grant applications across councils.</li> <li>• As evidence to obtain funding and was particularly helpful with prioritising works.</li> <li>• Regional coordination has been strengthened between land managers.</li> </ul>
Has the BCAP been useful in future planning for renewals or upgrades?	<p>The consensus from respondents was the Gippsland BCAP has been useful in future planning for renewals and upgrades.</p> <p>The BCAP has been used for internal asset planning of priority project renewals, upgrades and replacements. It has also assisted land managers to plan and priorities boating facilities for replacement and upgrades in a more strategic way and has assisted with communicating with local communities when, where and why investment is occurring. There is some frustration regarding consistent buy-in and commitment from agencies.</p>
<b>Vision and strategic directions</b>	
<p>The vision within the Gippsland BCAP 2010 is:</p> <p>Recreational boating in the coastal areas and waterways of the Gippsland Coastal Board region will be able to be enjoyed safely by users of all abilities. Site appropriate and well-maintained infrastructure will provide facilities and destinations for a wide range of recreational boating activities in harmony with the natural attractions of the region.</p>	<p>Respondents viewed the vision as relevant for the Gippsland coast. It would benefit by integrating with local government planning and statewide financial planning and allocation of funds.</p> <p>It was noted that the BCAP includes the vision not as a standalone statement on one page which also includes the regional context, background of the plan, principles, main issues and strategic direction. It was recognised that by positioning the vision in this section of the plan it gives the reader or user of the plan the overall objective and of what is trying to be achieved by the BCAP.</p> <p>The vision for Gippsland was also recognised as clear for the whole of the region with a focus on well sited and maintained infrastructure that meets the needs of all users.</p>

Questions posed	Summary of feedback received from respondents
<p>The strategic directions within the Gippsland BCAP 2013 are:</p> <p>Strategic Direction 1: Develop a coordinated network of facilities</p> <p>Strategic Direction 2: Make boating safer, enjoyable and available to users of all abilities</p> <p>Strategic Direction 3: Contribute to the long-term sustainability of facilities</p> <p>Strategic Direction 4: Provide coordinated management</p> <p>Are there any changes required to the strategic directions that should be considered?</p>	<p>Similar to the vision, the strategic directions are viewed by respondents as relevant to the Gippsland BCAP.</p> <p>It was noted that the strategic direction is still relevant and provides great intent for how planning and management of boating infrastructure should occur. Respondents questioned whether the objective of coordinated management was achieved through the plan and that this coordinated approach could be the role of Better Boating Victoria (Better Boating Victoria).</p> <p>Further comment was provided that alignment with the MAC Act is critical. Also, one respondent stated that boat ramps under local government control can create issues.</p> <p>Changes to the strategic directions suggested by respondents include:</p> <ul style="list-style-type: none"> <li>• Greater emphasis and alignment with influences such as the growth of recreational fishing both within inland waterways and offshore.</li> <li>• A greater emphasis is required on the challenges around maintaining existing facilities.</li> <li>• Greater recognition of the need to plan for the pressures facing the coast and boating infrastructure in particular, the increased participation in boating activities and the subsequent increased demand and competition for boating infrastructure.</li> <li>• The potential for shorter asset life due to the impacts of climate change on coastal infrastructure.</li> <li>• Experience with strategic direction in the Gippsland Lakes is to work closely with the relevant Councils to ensure the water-land interface is well planned (using BCAP).</li> <li>• Safety should be embedded in the strategic direction for each BCAP and RBFF.</li> <li>• Effective management of environmental and coordinated management should be included in all of them.</li> </ul>
<p>Do you see key areas where the BCAP is at odds (inconsistent) with current coastal planning directions (including management strategies or Master Plans)?</p>	<p>It was generally recognised that there are areas of the Gippsland BCAP that are at odds with current coastal planning directions.</p> <p>One respondent commented that it is becoming increasingly difficult to juggle and balance all of the competing uses, needs and statutory requirements. This includes balancing the desire to have access to the coast, protecting the coastal environment and places of cultural significance, planning for climate change and removing boating fees. This reduces revenue for land managers and impacts ability to invest in facilities.</p> <p>The <i>Marine and Coastal Act 2018</i> and policy has an emphasis on environment, but people still use and undertake recreational activities on the coast.</p> <p>It was noted that place marking should be incorporated as a core principle, not just isolated infrastructure pieces.</p> <p>Areas exist that require greater cooperation between local government and port authorities. Reduction of bureaucracy in planning permits would increase efficiencies.</p> <p>There appears to be general consistency between foreshore management plans exist for most of Gippsland's coastal towns and the BCAP.</p> <p>Respondents expressed frustration about the new Better Boating Victoria directing funding towards projects within the Bay only. It was noted that a regional independent advocate is required, the previous regional coastal boards were responsible for advocating for the regions. Regional coastal boards were the drivers of the BCAP. Regional focus is important as it provides for the whole region rather than at the individual council level.</p>
<p><b>Climate change</b></p>	
<p>Has the BCAP been useful in identifying issues related to coastal hazards and processes?</p>	<p>There were mixed responses to the use of the Gippsland BCAP to identify issues. Four of five respondents were either unsure or did not believe the BCAP has been used for this purpose or was not the intent of the document, other than to ensure infrastructure was appropriately located.</p>

Questions posed	Summary of feedback received from respondents
Has the BCAP been useful in planning for climate change?	Feedback received by respondents generally indicated that the Gippsland BCAP has not been useful to plan for climate change.
<b>Challenges and opportunities for levels of service and coordination</b>	
<p>Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful?</p> <p>What are the benefits of this hierarchical system?</p>	<p>There was consensus that having a system with different levels of development for facilities is beneficial. The following benefits were identified by respondents:</p> <ul style="list-style-type: none"> <li>• The hierarchy and associated service levels is one of the most useful parts of the BCAP. Having the ability to easily confirm the desired (and agreed) service levels for each facility/site is useful for planning upgrades and renewal.</li> <li>• It provides strategic direction, is a consistent approach.</li> <li>• The levels of development provide a benchmark against which to compare service levels. It also assists to identify areas that are over or under serviced and provides a consistent approach to boating facility management across the region/state. Levels of facilities can be tailored to usage and environmental risk.</li> <li>• It also allows targeted investment and rationale to the community why all facilities are at the same service level. This assists with managing community expectations and guides land managers where to direct investment.</li> </ul>
<p>Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful?</p> <p>What are the constraints/challenges?</p>	<p>Constraints identified by respondents with the hierarchy of facilities included:</p> <ul style="list-style-type: none"> <li>• Funding is the major constraint and challenge especially for ongoing maintenance.</li> <li>• The change in state government and the removal of the Boating Safety and Facilities Program has removed funding for major capital improvement/renewals.</li> <li>• Funding allocations are reliant on government grants. Integrated management and cross agency commitment to the BCAP would be a better way to manage assets.</li> <li>• Increased demand for boating and associated infrastructure and participation in boating is increasingly an issue.</li> <li>• There is increased competition for crown land from competing uses, parking, boating, public open space etc.</li> <li>• Loss of coastal Crown land due to erosion, flooding due to climate implications is creating even greater competition.</li> <li>• The role of specific assets doesn't always make sense (local, district or regional).</li> </ul>
<p>Would you like to see any changes to the hierarchy for boating facilities?</p>	<p>There were a range of responses to potential changes in the hierarchy for boating facilities. Respondents commented that the hierarchy and their associated levels of service would benefit with a review as a six year old reference can be seen as no longer contemporary.</p> <p>Increased pressure from recreational angling, non-powered craft, and increasing expectations relating to true accessibility means that the ongoing review of the hierarchy and associated service levels is required.</p> <p>The hierarchies could incorporate the expected predictions of climate change and local coastal hazard studies. Also, usage statistics would greatly improve understanding of facilities.</p> <p>The principles of the hierarchy are good but the clarity around the assets is unclear particularly when use does not align with their applied facility hierarchy and level of service. There is preference for a boating precinct rather than assign individual assets via the hierarchy.</p>

Questions posed	Summary of feedback received from respondents
What challenges are you faced with in implementing the designated levels of service in the BCAP?	<p>A range of challenges were identified by respondents regarding the designated levels of service in the BCAP. These include:</p> <ul style="list-style-type: none"> <li>• Funding to undertake maintenance and upgrades to bring facilities up to the appropriate level.</li> <li>• Effects of siltation and sand migration are challenging from both a maintenance and design perspective.</li> <li>• Community consultation, managing community expectations.</li> <li>• Pressures to dredge facilities.</li> <li>• Occasionally the stated levels of service don't align with what land/asset managers identify as appropriate. There is value in regularly reviewing the levels of service to ensure they reflect changing circumstances and demands.</li> </ul>
Are there any emerging issues likely to affect implementation of the outcomes sought in the BCAP?	<p>A number of emerging issues were identified by respondents in the implementing the outcomes of the Gippsland BCAP including:</p> <ul style="list-style-type: none"> <li>• Sea level rises as a result of climate change.</li> <li>• Funding availability.</li> <li>• Community consultation with those living near a facility.</li> <li>• Increased demand for accessible facilities.</li> <li>• Lack of clarity on the role Better Boating Victoria in planning and implementation going forward.</li> </ul>
<b>Investment in boating</b>	
Does the BCAP provide opportunities to promote investment in boating levels of service?	<p>There was a resounding positive response from respondents that the Gippsland BCAP provides opportunities to promote investment in boating levels of service.</p>
Does the BCAP provide constraints to investment in boating levels of service?	<p>There were mixed responses. Responses varied from confirming that there are constraints while others were not aware of constraints to investment in boating levels of service exist.</p> <p>One respondent noted that the Gippsland BCAP provides an avenue for investment to occur in a strategic way.</p>
To your knowledge, do the following groups know about the BCAP and what it sets out to do?	<p>There appears to be mixed awareness of the Gippsland BCAP. The greatest awareness appears to be within regulators and Council planners/staff. The least aware appear to be boating groups and community/environment groups.</p>

Questions posed	Summary of feedback received from respondents
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Future planning	
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<p>What is the main improvement you would like to see in implementing the BCAP to provide for recreational boating and related facilities?</p>	<p>A number of improvements were identified by respondents in the implementation of the Gippsland BCAP, including:</p> <ul style="list-style-type: none"> <li>• Support for the return of a funding stream that is focussed less on Melbourne and more on the state of Victoria.</li> <li>• Communication with the community regarding determined levels of service and any future plans for facilities.</li> <li>• A practical approach that creates goals that can be achieved. Goals are not the same as policy statements.</li> <li>• Increased guidance in relation to accessibility and universal design.</li> <li>• Clearer responsibility for delivery of actions with the plans where it relates to DELWP. It is noted that it is a big organisation so there needs to be greater clarity which part of DELWP is responsible and linking so actions have appropriate resources to ensure delivery.</li> <li>• Improved agency commitment and improved regional approach.</li> <li>• Hazard vulnerability assessments and climate change impacts on assets included.</li> <li>• Access to good boating data to understand boating activity that can allow for better facilities planning, e.g. boat registrations.</li> <li>• Some regard to level of support for commercial operators (not just recreational boating) such as tour operators, eco-tourism and fishing charters.</li> </ul>
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<p>Were there any unforeseen issues or impacts over the life of the BCAP?</p>	<p>The respondents commented that there were unforeseen issues and impacts over the life of the Gippsland BCAP. These include:</p> <ul style="list-style-type: none"> <li>• Issues in dealing with facilities that are inappropriately cited or are no longer safe to use, but there is strong community opinion that these facilities remain. There is difficulty in effectively working with opposition from boating groups that do not want facilities closed.</li> <li>• Expectation from the community that facilities would be upgraded immediately.</li> <li>• Actions that were policy statements could not be claimed to be met in a time frame as they were ongoing.</li> </ul>
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<p>What were the key benefits of having the BCAP during this time?</p>	<p>Respondents identified a number of benefits of the Gippsland BCAP, including:</p> <ul style="list-style-type: none"> <li>• Having a guide as to what service should be provided has been helpful for planning, but also ensures a consistent approach to development across the region and state.</li> <li>• Structure conversations provide guidance.</li> <li>• Coordination of agencies.</li> <li>• Board overseeing the BCAP ensured that progress was monitored.</li> <li>• Identification of levels of service has been a key benefit for planning upgrades.</li> <li>• Providing guidance and greater transparency about where investment in boating infrastructure was likely to occur.</li> <li>• Useful as a tool to respond to community why investment or upgrades would not occur.</li> </ul>
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Questions posed	Summary of feedback received from respondents
Do you have any suggestions on how to improve the existing BCAP?	<p>Suggestions by respondents to improve the Gippsland BCAP include:</p> <ul style="list-style-type: none"> <li>• Develop a fund to support regional development and investment and tie funding opportunities to meet the intent of the BCAP.</li> <li>• Tie in an external funding source to ensure money is spent where deficiencies have been assessed against a known criterion.</li> <li>• Ensure buy in and acceptance of actions contained within the plan with boating industry groups.</li> <li>• Seek to clarify what roles and responsibilities Better Boating Victoria will have going forward.</li> <li>• Increased guidance in relation to accessibility and universal design.</li> </ul>
What were the main successes of the BCAP?	<p>A number of successes were identified by respondents for the Gippsland BCAP ranging from:</p> <ul style="list-style-type: none"> <li>• Provided a strategic plan that land managers could use to leverage and support funding applications.</li> <li>• Assisted with structured conversations.</li> <li>• Provided guidance.</li> <li>• Established a strategic approach for boating facilities and levels of service.</li> <li>• A coordinated set of goals were achieved in a given time frame across several local government areas with successful upgrades and renewals completed involving various agencies.</li> <li>• Attracted a significant amount of Council and external funding for the upgrade a number of high use facilities.</li> </ul>
Is there anything else you would like to mention related to your experience in using the BCAP?	<p>One respondent noted that the description in each of the boat areas in the Gippsland BCAP is a bit inconsistent. In some areas, the description of existing facilities is really extensive in describing the known issues, and other times there is little to no information. This has been frustrating as the Gippsland BCAP has been relied on heavily when preparing grant applications and justification for upgrades. Any future review should ensure the facilities are accurately described, including description of the issues.</p>

## Interview results

Four interviews were conducted with stakeholders involved in the Gippsland BCAP, including with the Aboriginal Inclusion Coordinator for the Gippsland region. A greater number of stakeholders were contacted in the attempt to discuss the document. Two stakeholders were interviewed that had experience across each of the BCAPs and the RBFF. These interviews were valuable as they provided the opportunity for stakeholders to elaborate on some of the issues identified in the survey table above.

The key themes/outcomes from the interviews included:

- The BCAP has been a very useful document for facility planning and is the only regional tool available that outlines regional priorities.
- There has been declining use of the BCAP as there have been fewer funding allocations and projects that required attention in recent times.
- The BCAP is useful for planning for upgrades although there is some frustration regarding consistent buy-in and commitment from agencies.
- There is not one organisation that is responsible for boating structures.
- Local councils are integral stakeholders for ensuring the water-land interface is well planned.
- There is uncertainty, and concern over lack of information and consultation regarding future management arrangements for boating facilities.
- Any future boating strategy should be practical and implementable.
- Future boating strategies should include consultation and inclusion of additional stakeholders such as Catchment Management Authorities, ports and Traditional Owner Groups (TOG).
- Any future BCAP/ boating strategy should have more emphasis on a new climate change/coastal hazard vulnerability assessment.
- There is importance in early consultation on any new policy/BCAP.
- The MAC Act and policy has an emphasis on environment, but people still use and undertake recreational activities on the coast.

## Review of actions

Actions were previously assessed as part of the *Gippsland Boating Coastal Action Plan Implementation Final Report* in June 2018. This review found no further progress in the implementation of actions since June 2018 due to the changes in the legislation and disbanding of regional coastal boards. Table 4 below outlines the actions and their status.

Table 4: Gippsland BCAP priority regional actions – summary of status 2019

	Action	Responsible agencies	Status of action 2019
<b>Action 1: Develop a coordinated network of recreational boating facilities</b>	1.1 Develop criteria for licensing ancillary boating structures such as boat lifts and floating docks that will address the risks of such structures as well as their appropriate location.	Local Government DELWP Gippsland Ports	Complete
	1.2 Develop coastal management plans or site master plans for locations identified as having a future role as a state or regional boating precinct or district boating facility, where the plans do not already exist	Local Government DELWP	Plans completed: Port Welshpool, Port Albert, McLoughlins Beach, Lake Tyers, Lake Tyers, Bemm River Plans in development: Paynesville, Eagle Point, Raymond Island Review those that are more than 10 years old.
	1.3 Formalise the approach to the approval, government and management of private jetty licences (as described in the Draft Boating Facilities Plan 2000 (DSE 2000))	Local Government DELWP Gippsland Ports	Complete
<b>Action 2: Reduce the harmful effects on the environment</b>	2.1 Put in place management protocols, arrangements and standards for sewage pump-out facilities (in line with Gippsland Ports feasibility studies.)	Local Government DELWP	Complete
	2.2 Progressively establish and upgrade fuelling and pump-out facilities in the region (in line with Gippsland Ports feasibility studies)	Local Government DELWP	Complete
	2.3 Encourage and instigate further research into the impacts of boat wakes and speeds on the environment.	DELWP	Complete
	2.4 In periodically reviewing boating zones and speed limits for the safety of waterway users, consider the impacts of boat wakes on natural environments in sensitive areas.	Transport Safety Victoria Gippsland Ports	Ongoing

	Action	Responsible agencies	Status of action 2019
	2.5 Make compulsory the use of holding tanks and pump-out facilities for boats capable of overnight use.	EPA	Incomplete EPA - "Compulsory use of holding tanks and pump out facilities for vessels capable of overnight use is not currently in scope for a regulation implementation" (June 2018)
<b>Action 3: Make boating safer, enjoyable and available to users of all abilities</b>	3.1 Seek to achieve compliance with relevant Australian Standards (e.g. AS-3962, AS4997) in the provision of new recreational boating facilities or any or maintenance work undertaken to existing facilities, except where local environmental or other circumstances make this unviable upgrade or undesirable.	DELWP Gippsland Ports	Complete
	3.2 Develop priorities for an audit of each boating facility, unless previously audited, to test compliance with appropriate Australian standards	Local Councils Gippsland Ports Gippsland Coastal Board	Complete
	3.3 Use the boating facility audit to assist with determining priorities for upgrading and maintenance works.	Local Councils	Complete
	3.4 Develop strategies to promote recreational boating in Gippsland emphasising the idea of appropriate locations for each type of activity.	Tourism Victoria Destination Gippsland	Incomplete
	3.5 Comply with disabled access requirements in any new works at all state and regional precincts and provide that information to the Gippsland Boating Coastal Action Plan implementation committee upon request.	Implementation Monitoring Committee	Complete
	3.6 Include in the Gippsland Boating Coastal Action Plan implementation plan opportunities for disabled access upgrades, if necessary, at state and regional facilities.	Implementation Monitoring Committee	Complete
<b>Action 4: Ensure long-term sustainability of facilities</b>	4.1 Develop criteria, in line with Commonwealth dredging protocols and other regulations, to assist local government and other committees of management to determine where and when dredging to maintain or enhance recreational boating is appropriate in Gippsland.	DELWP DEDJTR Transport Safety Victoria	Complete

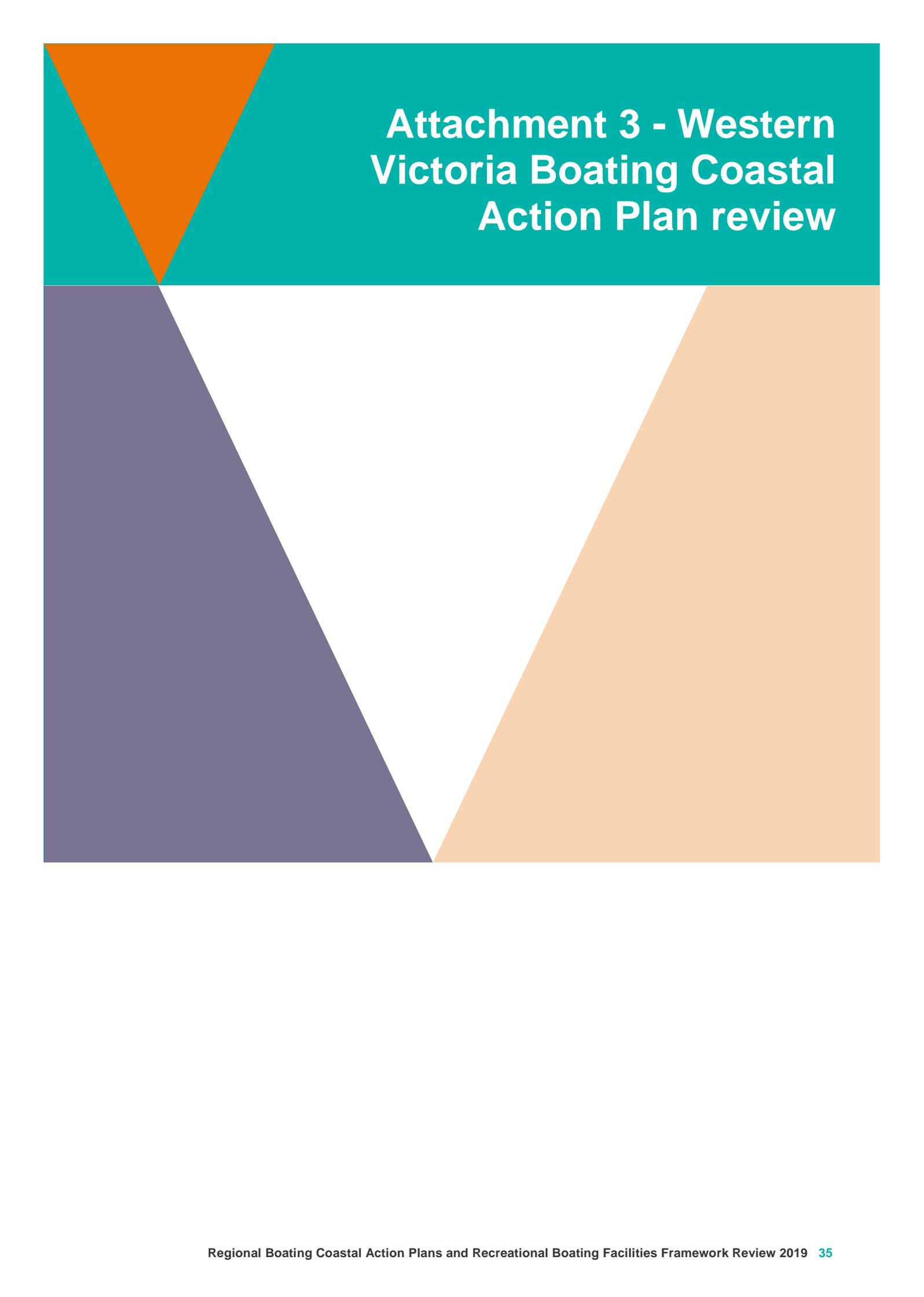
	Action	Responsible agencies	Status of action 2019
	4.2 Prepare and review annually a list of regional priorities for development, maintenance and upgrade works and determine the ongoing budget requirements.	Implementation Monitoring Committee	Complete
	4.3 Upon the completion of local coastal hazard assessments in the Gippsland Lakes and Ninety Mile Beach coastal area, a detailed consideration of those projected impacts and any mitigation measures to address them should be included in any future coastal/foreshore/master plans and associated works plans.	DELWP	Ongoing
<b>Action 5: Reduce conflict between recreational boaters at places of intense usage</b>	5.1 Include in all new or updated coastal management plans and infrastructure project plans a description of how to make more efficient use of facilities, particularly ramps and public jetties, to reduce user waiting times.	Local Councils	Ongoing
	5.2 Encourage recreational boaters to use alternative facilities in close proximity, where they exist, by marketing these opportunities.	Local Councils Gippsland Ports	Ongoing
<b>Action 6: Reduce conflict between recreational boaters and other users of the waterways</b>	6.1 In accordance with existing programs, accredit providers of boating safety training in Victoria.	Transport Safety Victoria	Ongoing
<b>Action 7: Coordinate and rationalise management</b>	7.1 Establish a Gippsland Boating Coastal Action Plan implementation committee to meet twice yearly or as required during the life of this plan.	Gippsland Coastal Board	Complete
	7.2 Develop a detailed Gippsland Boating Coastal Action Plan implementation plan to be endorsed by all members of the implementation committee in the first six months after this plan's endorsement by government.	Gippsland Coastal Board	Complete
	7.3 Conduct a review of management arrangements of all state, regional, district and local boating facilities. Receive written confirmation from facility managers and waterway managers of their agreed roles and determine if there are more appropriate alternative management arrangements	DELWP Implementation Monitoring Committee	Ongoing

Action	Responsible agencies	Status of action 2019
7.4 Use the management review to prioritise and formalise, if necessary, alternative management arrangements for various Gippsland boating sites.	DELWP All agencies Gippsland Coastal Board Implementation Monitoring Committee	Ongoing

## Conclusion

The Gippsland BCAP was viewed by the respondents as a highly effective and valuable document. It was genuinely useful for grants and funding for recreational boating facilities upgrades and renewals in the Gippsland region. The document was also valued as the only integrated strategic coastal plan for the Gippsland region.

Respondents expressed some frustration in dealing with a number of agencies with competing priorities, and also uncertainly about the future management arrangements for recreational boating in the region. They expressed a desire to maintain a strong regional focus in decision making and in the management of boating facilities.



# Attachment 3 - Western Victoria Boating Coastal Action Plan review

## Western Victoria Boating Coastal Action Plan review

### Context

The Western Victoria BCAP was established in 2010 and applies to the western coastal region which extends from Breamlea (near Torquay) in the east to the South Australian border in the west. As stated, the Western Victoria BCAP was developed as a priority for the region given the need for an integrated and coordinated approach to the future management of recreational boating facilities in the region, and keen interest from boat users, facility managers and other stakeholders.

In its development, the Western Victoria BCAP applied the recreational boating facility hierarchy for the western coastal region as required by the Victorian Coastal Strategy (VCS). It extends the planning horizon for recreational boating in western Victoria through to 2035.

The regional network is described in the Western Victorian BCAP and the designated status of each boating facility in the western coastal region is outlined as follows:

- Two (2) designated State Marine Precincts – Portland and Warrnambool
- Three (3) designated Regional Boating Facilities – Port Fairy, Apollo Bay and Torquay.
- One (1) designated District Boating Facility – Nelson East Side, Kellet St.
- Twenty-three (23) designated Local Boating Facilities – Point Roadknight Anglesea, Lorne Boat Ramp, Point Grey Lorne, Port Campbell, Princetown, Peterborough Front Beach, Curdie Vale, Boat Bay Peterborough, Killarney, Shaw River Yambuk, Allansford, Hopkins River Mahoneys, Hopkins River Upstream, Hopkins River, Merri River Dennington, Fitzroy River Mouth, Henty River Caravan Park, Wallys Ramp Allestree, Glenelg River Saunders Landing, Glenelg River Sapling Creek, Glenelg River Pritchards, Nelson Simpsons landing and Nelson West Side.
- Sixteen (16) designated Informal Boating Facilities – Torquay Sailing Club, Anglesea Landing, Anglesea Caravan Park, Urquhart Bluff, Painkalac Creek, Spout Creek, Grove Road Lorne, Wye River, Kennett River, Skenes Creek, Aire River, Port Campbell SLSC, Battery Lane Port Fairy, Cape Bridgewater, Surry River Narrawong and Nelson Isle of Bags.

The Western Victoria BCAP presents levels of service for the boating facilities hierarchy which provide a benchmark for maintenance of current facilities and future proposals. It recommends that investment, maintenance and sustainable development in Western Victoria should focus on improving the level of service at existing facilities. There are no new sites for boating infrastructure identified in the Western Victoria BCAP.

In 2012, an interim review was requested by the Minister for the Environment and Climate Change. The interim review considered the progress of the Western Victoria BCAP and identified that planners, funders and managers are using the BCAP to develop and assess proposals to upgrade or improve boating facilities and determine priorities. The review in 2012 also confirmed that the majority of actions were unresolved.

### Objective

The objective of this full review of the Western Victoria BCAP is to qualitatively and quantitatively assess the degree of the implementation of the Western Victoria BCAP and provide a conclusion on its general effectiveness.

### Key results

#### Survey results

A survey was forwarded to 52 stakeholders of responsible agencies, land/facility managers and organisations involved in the Western Victoria BCAP. All relevant representatives were provided several opportunities to comment on the effectiveness of the Western Victoria BCAP.

The survey was completed by 11 stakeholders. Three state government agencies, two local councils, one committee of management, two industry groups, one angling club and the two representatives from the former Western Coastal Board responded. Their responses to the survey have been collated and summarised in Table 5 below.

Table 5: Western Victoria BCAP feedback

Questions posed	Summary of feedback received from respondents
<b>BCAP familiarisation</b>	
How familiar are you with the BCAP?	Most respondents were either familiar or very familiar with the Western Victoria BCAP, with only three of the respondents slightly or not familiar with the document.
How often would you use the BCAP?	Respondents generally use the Western Victoria BCAP a few times a year.
How did you use the BCAP?	<p>Most commonly, the Western Victoria BCAP is used by respondents to understand the levels of service expected for boating facilities and consider proposals to upgrade or improve boating facilities. Respondents from Councils identified that the Western Victoria BCAP also plays a role in assisting in communications, prioritising investments and assisting in obtaining funding.</p> <p>Feedback from one respondent noted that the Western Victoria BCAP is valuable as it has built regional capacity for infrastructure planning and sustainable development, created a network of boating facility managers to support each other, and provided a conduit to engage with stakeholders to improve coordination and investment for appropriate boating facilities.</p>
<b>Facility planning</b>	
Has the BCAP assisted and influenced facility planning and regional coordination to improve boating levels of service in your region?	<p>Respondents felt the Western Victoria BCAP has assisted with regional facility planning and coordination as it:</p> <ul style="list-style-type: none"> <li>• Provides identification, classification and condition assessment of boating facilities.</li> <li>• Provides guidelines and priorities.</li> <li>• Assists with funding to assist in maintenance and up keep.</li> <li>• Pioneered a methodology for generating desired levels of service.</li> <li>• Informs precinct planning so that ancillary infrastructure can be provided consistent with level of service.</li> <li>• Provides justification for approvals .</li> <li>• Establishes a clear and logical development pathway and manages community and stakeholder expectations.</li> </ul>
Has the BCAP been useful in future planning for renewals or upgrades	<p>The consensus was the Western Victoria BCAP was particularly influential in assisting with funding applications for renewals and upgrades of facilities. The document provides a strategic platform for grant applications and funding bids. The clear levels of service for facilities are particularly useful for funding.</p> <p>The plan provides justification of works required to both external stakeholders and internal stakeholders responsible for project approvals.</p> <p>One respondent noted that the BCAPs were referred to in early years after their release, with little focus on them in recent years.</p>
<b>Vision and strategic directions</b>	
<p>The vision within the Western Victoria BCAP 2010 is:</p> <p>A network of strategically located, sustainable and safe boating access and facilities which meet user needs, that is managed to protect and enhance the dynamic coastal environment, giving due consideration to the impacts of climate change.</p>	<p>Respondents viewed the vision as generally relevant for the western coast. It is inclusive and recognises the dynamic nature of the western coast. There was commentary that it is quite long.</p>

Questions posed	Summary of feedback received from respondents
<p>The strategic directions within the Western Victoria BCAP 2010 are:</p> <p>Strategic Direction 1: Boating Facilities Hierarchy and levels of Service</p> <p>Strategic Direction 2: Safety and Standards</p> <p>Strategic Direction 3: Accessibility and Demand</p> <p>Strategic Direction 4: Sustainable and Equitable Development</p> <p>Strategic Direction 5: Management, Investment and Maintenance</p> <p>Are there any changes required to the strategic directions that should be considered?</p>	<p>Similar to the vision, the strategic directions were generally viewed by respondents as relevant to the Western Victoria BCAP.</p> <p>A number of respondents commented that the directions in the Western Victoria BCAP should be refreshed in line with the principles and objectives in the MAC Act.</p> <p>One respondent commented that since the development of the Western Victoria BCAP, pressures on the coast has increased. It was suggested that the strategic directions could recognise drivers of change, particularly population growth and increased usage, and climate change along the western marine and coastal environment.</p>
<p>Do you see key areas where the BCAP is at odds (inconsistent) with current coastal planning directions (including management strategies or Master Plans)?</p>	<p>In general, respondents felt that the Western Victoria BCAP could better align with current coastal planning directions. It was noted that the MAC Act requires integration of plans relevant for the marine environment.</p> <p>A key consideration should be better integration of Traditional Owners as stakeholders for the BCAPs, particularly with boating activities on Crown land.</p> <p>There are opportunities to further enhance networks with adjoining land and asset managers to align planning strategies.</p> <p>The BCAP could transform into a document for regional planning and partnership, and become an integrated planning tool for cohesive intra and inter relationships across the BCAP.</p> <p>Use and protection of coastal Crown land, particularly at informal boat launching locations is at odds with current coastal planning directions. The question was raised why boaters are singled out whilst it is expected that other coastal users are required to pay.</p> <p>The appropriateness of the designation of facilities within their existing categories requires review in accordance with current coastal planning directions.</p> <p>Inshore boating, and rescue and servicing requires further consideration.</p>
<p><b>Climate change</b></p>	
<p>Has the BCAP been useful in identifying issues related to coastal hazards and processes?</p>	<p>Feedback received from respondents indicated that the Western Victoria BCAP has been useful in identifying issues, and it has been noted that coastal hazards and processes were considered when developing the Western Victoria BCAP and identified where relevant as key issues to address in future planning.</p> <p>There are limitations in the BCAP as it does not reflect the current day extent of coastal hazards and coastal processes. Issues exist with current day conditions and the question remains whether facilities are appropriately located with consideration of climate hazard. This is particularly of concern along the western coast where the marine and coastal environment is so dynamic.</p>

Questions posed	Summary of feedback received from respondents
<p>Has the BCAP been useful in planning for climate change?</p>	<p>Feedback from the respondents was that the Western Victoria BCAP is not useful for climate change planning. It has not picked up on coastal hazards, and it has been suggested that it could better define levels of service with regards to climate change and consider those facilities that are at higher risk. Criteria for level of service ideally needs to have climate hazards embedded into considerations and weighted.</p> <p>It has been noted that the Western Victoria BCAP methodology would provide useful elements for future provision of many forms of coastal and marine infrastructure.</p>

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**Challenges and opportunities for levels of service and coordination**

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<p>Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful? What are the benefits of this hierarchical system?</p>	<p>Feedback from respondents indicated that having a system with different levels of development for facilities is helpful for those that use the Western Victoria BCAP. It provides the opportunity for planning and assessment of funding submissions and assists government to prioritise local and state spending. This is particularly the case for DELWP to assess boating facilities proposals under the <i>Marine and Coastal Act 2018</i>. The different levels of development for facilities can also assist with protecting fragile areas.</p> <p>Respondents said it was also beneficial to owners/asset managers within the region and to manage expectations of stakeholders. It was noted that the methodology still has strong relevance for resolving competing interests in contested spaces.</p> <p>Feedback indicated that the classification of boating facilities (State, Local, District) requires consultation with stakeholders and agencies and that there is an opportunity to revise the levels of service to consider the MAC Act and Marine and Coastal Policy. It was noted that a review process is advantageous only if it presents solutions.</p>
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<p>Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful? What are the constraints/challenges?</p>	<p>A number of constraints/challenges were identified by respondents including:</p> <ul style="list-style-type: none"> <li>• The classifications for facilities are fixed and can limit opportunities for improvements to facilities.</li> <li>• The levels of development can be challenged, and the outcomes achieved is often dependent on who is challenging.</li> <li>• Gaps in service provision and declining volunteer base.</li> <li>• Provision of water safety and rescue services.</li> <li>• Maintaining ownership by stakeholders given historical shifts in people responsible for/interested in boating access.</li> <li>• Multiple and uncoordinated agencies/bodies that facilities need to deal with.</li> <li>• Difficulties providing coordinated infrastructure provision and service level offerings across adjacent responsibilities, jurisdictions and land tenures.</li> <li>• Lack of available funding.</li> <li>• Political interests intervening in an evidence-based process for designating levels of service and investment priorities.</li> <li>• Population pressures and changing use of facilities.</li> </ul>
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Questions posed	Summary of feedback received from respondents
Would you like to see any changes to the hierarchy for boating facilities?	<p>There was mixed response from respondents to this question. There was a general view that the hierarchy could be reviewed and improvements adopted if the evidence warrants change. Comments regarding potential changes to the hierarchy include:</p> <ul style="list-style-type: none"> <li>• An opportunity for input from a broader range of stakeholders and agencies.</li> <li>• Review the service provision for rescue operations along the coast. The standard of expertise required is above the capacity of volunteers to supply.</li> <li>• Include emergency services and recreational uses to the hierarchy, and criteria to capture climate change.</li> <li>• Providing a more integrated link with adjoining land managers so the facilities fit together.</li> <li>• A pragmatic and realistic expectation should be embedded to the future level of development anticipated and not raise expectations or be used as justification for upgrades.</li> </ul>
What challenges are you faced with in implementing the designated levels of service in the BCAP?	<p>Challenges with implementing the designated levels of service in the Western Victoria BCAP identified by respondents include:</p> <ul style="list-style-type: none"> <li>• Financial constraints.</li> <li>• Managing expectations.</li> <li>• Connecting funding programs with facility managers, and development of submissions.</li> <li>• Lack of awareness of who to contact for information or gain assistance and advise.</li> <li>• Lack of safety and emergency requirements within the levels of service. Increased safety risks and greater number of visitors are unfamiliar with danger and risks.</li> </ul>
Are there any emerging issues likely to affect implementation of the outcomes sought in the BCAP?	<p>A number of emerging issues were identified by respondents, these include:</p> <ul style="list-style-type: none"> <li>• Fixed classifications of facilities.</li> <li>• Adequate funding. Also funding limitations for facilities that are becoming compromised by climate hazards; predicted sea level rise may influence outcomes.</li> <li>• The funding approach proposed through the draft Marine and Coastal Policy 2019.</li> <li>• Lack of policy direction.</li> <li>• Population growth and facility use.</li> <li>• Increasing pressure for a variety of forms of recreational water-based activities not relevant to the Western Victoria BCAP or have conflicts with boating use and seek to use facilities perceived by boaters as being for boating only. There is the potential for on-water uses to increasingly come into conflict.</li> <li>• Decreasing number of volunteers available and trained staff. Increasing call out rates cannot be adequately serviced.</li> <li>• Political influence compromising equity across Western Victoria BCAP facilities.</li> <li>• Communication, education and socialisation of the Western Victoria BCAP.</li> <li>• Role of Better Boating Victoria and ownership of Western Victoria BCAP.</li> <li>• Better Boating Victoria's role as a 'land manager' and their interaction with surrounding land managers to ensure that development and levels of service reflect how the surrounding land is managed.</li> <li>• Adequacy of locations of existing boat ramps.</li> <li>• Consideration of impact of providing higher levels of service on the marine environment.</li> </ul>

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## Investment in boating

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Questions posed	Summary of feedback received from respondents
Does the BCAP provide opportunities to promote investment in boating levels of service?	<p>There was resounding positive response from respondents that the Western Victoria BCAP provides solid opportunities to promote investment in levels of service.</p> <p>It was also noted the Western Victoria BCAP outlines priorities agreed by all stakeholders to maximise the operation of the regional network of facilities and canvasses a range of funding approaches.</p>
Does the BCAP provide constraints to investment in boating levels of service?	<p>Respondents felt that the Western Victoria BCAP constrains investment in inappropriate proposals for boating facilities in inappropriate locations.</p> <p>It was questioned if the criteria and categories reflect best practice in locations and their levels of service and the method these are being promoted. The levels of service should achieve best practice.</p>
To your knowledge, do the following groups know about the BCAP and what it sets out to do?	<p>There appears to be mixed awareness amongst respondents of the Western Victoria BCAP. The greatest awareness appears to be within regulators, boating groups and Council planners/staff. The least aware appear to be community/environment groups.</p> <p>It was noted that knowledge of the Western Victoria BCAP is generally not good and the awareness varies. The BCAP should have a far greater profile and proactively promoted. Stakeholders responsible for boating have a responsibility to be aware of the Western Victoria BCAP. This is particularly the case across new entrants in the groups that have a vested interest in boating who are not yet aware. Committees of management are often managers of boat ramps and should have an increased awareness of the Western Victoria BCAP.</p>
<b>Future planning</b>	
What is the main improvement you would like to see in implementing the BCAP to provide for recreational boating and related facilities?	<p>There were a number of improvements identified by respondents in implementing the Western Victoria BCAP including:</p> <ul style="list-style-type: none"> <li>• Raising the profile and education. Erecting signs at facilities and their respective level of service.</li> <li>• Consultation with stakeholders and agencies in developing classifications.</li> <li>• Ability to fund facilities.</li> <li>• Greater information provided to local waterway managers .</li> <li>• A review and effective planning process.</li> <li>• Review to consider the dynamic changes to the coast and respond to climate change and population pressures.</li> </ul>
Were there any unforeseen issues or impacts over the life of the BCAP?	<p>A number of responses were received outlining unforeseen issues or impacts including:</p> <ul style="list-style-type: none"> <li>• Gaps in service provision for rescue services along the coast. Far too much reliance on volunteers.</li> <li>• Increasingly, facilities are pushing against natural coastal processes. There are a number that are poorly sited and level of service do not reflect this, and funding for facilities that are at high risk from climate change.</li> <li>• Safe launching requires better education and more adequate links with levels of service.</li> </ul>

Questions posed	Summary of feedback received from respondents
<p>What were the key benefits of having the BCAP during this time?</p>	<p>A number of benefits of having the Western Victoria BCAP were identified by respondents and these include:</p> <ul style="list-style-type: none"> <li>• Providing clarity on priorities.</li> <li>• Effective coordination across land managers.</li> <li>• Increased government interest and commitment.</li> <li>• Building the capacity of all stakeholders.</li> <li>• Having a methodology to generate regional agreement, cohesive planning and deliver robust assessment.</li> <li>• Assisted with reviews and information gathering.</li> </ul> <p>It was noted that the review of the Western Victoria BCAP enabled it to be brought to the attention of stakeholders and amended to improve/update the document.</p> <p>A number of respondents commented that a key benefit was that the Western Victoria BCAP identified and described each facility across the region including the site history, infrastructure, and provides the level of service owed.</p>
<p>Do you have any suggestions on how to improve the existing BCAP?</p>	<p>Suggestions by respondents to improve the Western Victoria BCAP include:</p> <ul style="list-style-type: none"> <li>• Revise the document and strengthen the levels of service approach.</li> <li>• Marine considerations could also be included.</li> <li>• Revisit consultation with community to understand their needs now and into the future.</li> <li>• Embed climate change into the Western Victoria BCAP.</li> <li>• Include land managers and encourage a regional approach when planning for facilities.</li> </ul>
<p>What were the main successes of the BCAP?</p>	<p>The main successes of the Western Victoria BCAP communicated by respondents include:</p> <ul style="list-style-type: none"> <li>• Providing protection for parts of the coast that are vulnerable.</li> <li>• Drawing attention to the needs of facilities and their levels of service.</li> <li>• Attracting money by providing clear approvals and investment pathway.</li> </ul>
<p>Is there anything else you would like to mention related to your experience in using the BCAP?</p>	<p>A number of respondents provided further comments relating to their experience in using the Western Victoria BCAP and these include:</p> <ul style="list-style-type: none"> <li>• The journey to develop the Western Victoria BCAP successfully engaged all stakeholders and clarified regional priorities. It used a robust and evidence-based methodology to assess locations and proposals.</li> <li>• State government need to plan infrastructure better for public users and plan for future improvements.</li> <li>• The document should be updated and continued as it has a number of benefits.</li> <li>• It was created for the region and was not centrally focused, it was positive that the whole of the coast was being considered independent and planned for.</li> <li>• Site specific detail for facilities was useful.</li> <li>• Boating facilities need to continue to be considered more holistically and not grouped into local government areas.</li> <li>• Hope the Western Victoria BCAP will continue to be reviewed and implemented under the new management arrangements to protect our coastline and the people using it.</li> </ul>

## Interview results

Four interviews were conducted with stakeholders involved in the Western Victoria BCAP. These interviews were valuable as they provided the opportunity for stakeholders to elaborate on some of the issues identified in the survey table above. A greater number of stakeholders were contacted in the attempt to discuss the document however no response was received.

The key themes/outcomes from the interviews included:

- The Western Victoria BCAP should continue following an amendment to align with the principals and objectives of the MAC Act .
- Revision of the Western Victoria BCAP is required to include emerging risks to boating facilities, particularly population increase and additional users, and climate change and coastal hazard.
- There is a dire need to review existing facilities and determine their future. Too many facilities are at risk from climate change and a require significant maintenance. Why keep putting money into these facilities?
- Longer term aspirations for the hierarchy of facilities and their levels of service should be factored into the BCAP beyond a single point in time. Opportunity for longer term facilities management.
- Arrangements within government to manage and implement the BCAPs and RBFF are inadequate.
- There was frustration with the process of the removal of the regional coastal boards – lack of consultation, direction and information in terms of what happens next.
- There are too many agencies to liaise with, each having different agendas.
- Uncertainty about the new management arrangements coming into place for recreational boating and Better Boating Victoria's role.
- Recent upgrades for facilities has been politically motivated, this has resulted in funds apportioned and upgrades not properly designed.
- Marine and coastal safety are significant issues and not captured in levels of service. Safety needs to be a key criteria and consideration needs to extend beyond the launching facility and capture inshore and offshore responsibilities.
- The Western Victoria BCAP has been a useful document for funding allocations. Levels of service are clear and provides sound foundation for investment.

### Review of actions

This review found that there has been little progress of the implementation of actions outlined in the Western Victoria BCAP since the interim review in 2012. Table 6 below outlines the actions and their progress, including comments from those agencies that responded (including DELWP, GORCC and Parks Victoria). The actions are still viewed as important to western Victoria yet the priority in their implementation has declined across responsible organisations.

#### Table 6 notes:

DoT/TSV – Dept. of Transport/Transport Safety Victoria; GORCC – Great Ocean Road Coast Committee.

**Complete:** An action has been classified as complete if the action has been either completed by the lead agent or superseded by other support agents or addressed through the actions of another management plan.

**In progress:** An action has been classified as in progress if it is partially complete (e.g. it may have been undertaken by some agencies but not all concerned or it may require further time/or funding to be completed).

**Ongoing:** The action is more aligned to a policy statement and a long-term planning program or actions which are likely to be continued beyond the five year timeframe of the CAP.

**Not yet started:** An action has been classified as not yet started if it had not commenced at the time of this review.

**No change:** There has been no change to the facility and no change had been planned in the BCAP. This classification has generally been applied to those at the informal level of service.

Table 6 : Western Victoria BCAP priority actions – summary of status

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
<b>1. Levels of Service</b>	1. The boating hierarchy set out in this BCAP is to be used to guide strategic regional planning on the role of each facility in determining the range of facilities and services provided across the whole network.	Local Government DELWP (DSE) DoT/TSV (Maritime) Parks Victoria (PV) Committees of Management	High	Ongoing DELWP - successfully ongoing. GORCC - used as justification for precinct upgrades. PV - has undertaken to assign a level of service at a site level under the Visitor Experience Framework (VEF) that incorporates the whole site.
	2. The Decision Making Principles in Section 4.1.2 are to be used to guide the determination of the appropriate level of boating facility upgrade or development in the context of the level of service allocated to each facility within the network.	Local Government DELWP (DSE) DoT/TSV (Maritime) Parks Victoria	High	Ongoing DELWP - successfully ongoing. Review/refresh of the level of service is required. PV - has undertaken to assign a level of service at a site level under the Visitor Experience Framework (VEF) that incorporates the whole site.
	3. Undertake an investigation to establish the preliminary feasibility of potential safe harbour locations between Queenscliff and Apollo Bay.	Local Government DELWP (DSE) DoT/TSV (Maritime) Parks Victoria Committees of Management	High	Not yet started DELWP - DoT/TSV have jurisdictional coverage of the area under proposed investigation. May be an action for the new Great Ocean Road Coast and Parks Authority (GORCAPA). DELWP would be an approver under the MAC Act. PV – not a role for PV from a statewide perspective.
	4. Safe harbour facilities must be developed and/or upgraded using a strategic context approach based on the network of boating facilities within the region...	Facility Managers DoT/TSV (Maritime) DELWP (DSE) Parks Victoria	High	Ongoing DELWP - could support applications. Development would require consent under MAC Act.
	5. Undertake an audit of car and trailer parking for boating facilities...	Local Government Committees of Management	High	Not yet started GORCC – no formal audit has taken place. DELWP - individual LGAs and Committees of Management have completed for some high priority car parks but no formal audit has taken place. Potentially a strategic project for GORCAPA.

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
	6. Initiate and facilitate a master planning process for the regional and state facilities that do not currently have an adopted strategic plan (e.g. Torquay, Port Fairy, Warrnambool)...	Local Government DELWP (DSE) Committees of Management	Medium	Not yet started GORCC - Torquay boating facility is incorporated into the larger Torquay and Jan Juc master planning process – no unique master plan. DELWP - land manager role, with DELWP's role as approver under MAC Act.
<b>2. Safety and Standards</b>	7. Each boating facility within the context of the regional network is to be audited to test their compliance with Australian Standards, prioritised for upgrading and maintenance works...	DELWP (DSE) Local Government Committees of Management	High	Not yet started GORCC - no works plan established for Torquay. DELWP – may have occurred as part of asset maintenance requirements for smaller facilities or under SEMP for larger facilities.
	8. Facilitate an accreditation of safety training and an education program at state, regional and district boating facilities.	DoT/TSV (Maritime)	Medium	Not yet started
	9. Each boating facility asset (with the exception of informal facilities) is to have a Facility Management Plan completed which will outline the necessary maintenance work required to comply with Australian Standards.	Local Government DELWP (DSE) Parks Victoria Committees of Management	High	Not yet started GORCC - has an asset register with prescribed service levels with inform upgrade and maintenance budgets. DELWP - role is for land managers. PV – no Facility Management Plans for informal boat ramps (the majority). SEMP currently in place for Port or Port Campbell.
<b>3. Accessibility and Demand</b>	10. When assessing development proposals, boating facilities are to be located strategically within the context of each Municipal Boating Precinct with due consideration of boating destinations and growth areas identified in the Coastal Settlements Framework.	DELWP (DSE) Local Government	Medium	Ongoing DELWP - successfully ongoing. On ground works are approved under MAC Act.
	11. Conduct a program aimed at breaking down barriers to accessing recreational boating facilities.	Clubs Boating Industry Association	Low	Not yet started DELWP – unsure why this is in a regional CAP. PV – as per 1 and 2, this will be undertaken in the Visitor Experience Framework from a whole of site perspective and in a landscape.

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
	12. The development approvals system is to regulate access to coastal environments and boating infrastructure through prohibiting non-coastal dependent uses within the inter-coastal zone.	DELWP (DPCD, DSE) Local Government	High	Ongoing Former WCB - important action. GORCC - picked up by DELWP through the planning process. DELWP - reflected in the draft Marine and Coastal Policy under the MAC Act.
	13. Identify regional facilities, and gradually others across the network, where boating facilities will be provided to cater for a range of boater abilities...	DELWP (WCB) Committees of Management	Medium	Not yet started GORCC - all abilities access is considered generally in master planning and individual project planning. DELWP - not a DELWP role.
	14. Promote appropriate opportunities for public access to across the beach access launch and retrieval (generally through informal facilities) to cater for non- powered boating activity.	Committees of Management Boating Clubs	High	Not yet started Action is a priority.
	15. Initiate demand monitoring for boat facility use...	Local Government Committees of Management	High	Ongoing GORCC – insufficient capacity as an organisation
	16. Assessment of new commercial developments related to boating use or facilities must include significant opportunity for community consultation to avoid potential coastal conflicts.	Local Government DELWP (DSE) Committees of Management	Medium	Ongoing GORCC - consultation is present in all coastal project planning. DELWP - done through consideration of applications for development under MACA. Responsibility of facilities manager. PV - principle is embedded in PV community engagement procedures.
<b>4. Sustainable and Equitable Development</b>	17. Apply the hierarchy of Principles (VCS 2008 pages 22 & 23) in assessing the need to upgrade or develop new boating facilities.	Local Government DELWP (DSE) DoT/TSV (Maritime) Parks Victoria	High	Ongoing GORCC - upgrades have happened in 2013, unsure if Hierarchy of Principles was used in assessing. DELWP – Legislative requirement under MACA.
	18. Progressively upgrade conventional swing moorings...	DELWP (DSE) Parks Victoria Committees of Management	High	Ongoing DELWP – DELWP has not approved any new swing moorings in the western region since the BCAP was released. Demand not high outside of existing harbours.

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
	19. Evaluation of applications for new boating facilities must be consistent with the VCS 2008, the Siting and design guidelines for structures on the Victorian coast, the Coastal Settlements Framework and this BCAP in addition to other normal regulatory and assessment requirements.	Local Government Committees of Management	High	Ongoing PV – embedded in PV planning procedures as a must do, particularly proposals that suggest new infrastructure, change in level of service or significant change from the existing ‘offer’.
	20. The design of upgraded facilities should avoid the need for dredging. When required, undertake maintenance dredging in accordance with EPA’s requirements...	DELWP (DSE) EPA DoT/TSV (Maritime)	Medium	Ongoing DELWP - may no longer be relevant. EPA guidelines are dated and are inconsistent with current dredging best practice. Upgrades should avoid impacts within and between sand compartments. Maintenance dredging should be as regular as possible in recognition of downstream sand budgets.
	21. Educate the boating community about the potential environmental consequences of their boating activities. Provide signage in accordance with Australian Standards regarding potential contaminants to the environment.	DELWP (DSE) Local Government Boating Industry Association	Medium	Ongoing DELWP – not a DELWP action. No further progress. There are a number of boating educational projects supported by the DELWP Invasive Marine Species group and PV. PV - Ongoing support service provided by PV in terms of engagement with site users/visitors. PV maintain, monitor condition of signage at sites and allow for installation (and consolidation) in appropriate areas.
	22. Maintenance operations and improvements to existing boating infrastructure must be undertaken with consideration for the protection of the marine ecosystem and in recognition of the environmental, social and economic benefits it provides.	Parks Victoria DELWP (DSE) Local Government	High	Ongoing DELWP - depends if facilities managers have a safety and environment management plan. Need to reflect principles and objectives of MAC Act. PV - not really an action but a principle – should be incorporated in procedures and site briefings around maintenance and servicing.
<b>5. Management, Investment and Maintenance</b>	23. Beginning with State Marine Precincts and working down the boating hierarchy, clarify and confirm each agency responsible for the management, maintenance and planning for each existing boating facility within the Facility Management Plan...	DELWP (WCB)	High	Ongoing DELWP - important this action remains, but it would have been an action for the former WCB.

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
	24. During renewal and renegotiation of agreements and when making funding arrangements, endeavour to provide increased public access to the foreshore and coastal environments where this is appropriate.	DELWP (DSE) Local Government Committees of Management	Low	Ongoing DELWP - no further progress.
	25. Recognise and strengthen partnerships among agencies responsible for boating facilities by encouraging best practice.	DELWP (DSE) Parks Victoria Local Government Committees of Management	Medium	Ongoing
	26. Prepare an Annual Strategic Statement to provide continuity and accountability for the implementation of this BCAP outlining funding and investment priorities and achievements. This Statement must be linked to the overall capital works program.	DELWP (WCB) Parks Victoria Local Government	High	Ongoing
	27. Provide regional guidance to the relevant authorities on the appropriate level of fees to be derived from launching, parking, leases and moorings thus ensuring consistency across the network in line with the level of service being provided.	Facility Managers Victorian Valuer General	Medium	Ongoing DELWP - has not progressed.
	28. When considering funding and investment decision making opportunities, the priority will be to allocate investment towards the upgrade of existing facilities in preference to funding the development of new facilities.	DELWP (DSE) Parks Victoria	Low	Ongoing PV - Embraced in decision making by PV across all infrastructure upgrade planning and decision making due to significant maintenance funding gap. PV would like to see required maintenance funding coordinated across agencies with regards to boating infrastructure and supporting sites/services.
	29. When undertaking regional network planning, seek opportunities for synergies between commercial and recreational boating facilities to share infrastructure, avoid duplication of resources and thereby maximise benefits.	DoT/TSV (Maritime) DELWP (DSE)	Low	Ongoing PV - Embedded in Asset Management Accountability Framework expectations.

Strategic direction	Action	Responsible agencies	Assigned priority	Status of action and comments 2019
	30. Ensure revenue collection for the day-to-day maintenance of facilities is targeted at the list of priorities identified through the strategic priority assessment process.	Local Government Committees of Management	Medium	Ongoing
	31. Identify capital works program budgets that will resource the capital improvement upgrading of facilities to meet Australian Standards through the Annual Strategic Statement process.	Facility Managers	High	Ongoing PV – needs to be done holistically to ensure investment is strategic irrespective of land manager and relation to agreed and assigned level of service. Need agreed maintenance and servicing standards identified by levels of service.
	32. Prepare a list of regional priorities for maintenance works and determine the ongoing budget requirements.	DELWP (WCB, DSE) Committees of Management	High	Ongoing PV – Needs to be done holistically to ensure investment is strategic irrespective of land manager and relative to agreed and assigned level of service.
	33. Undertake an evaluation of the maintenance requirements for existing boating facilities in the context of a risk assessment for boating facilities.	Facility Managers	High	Not yet started

## Conclusion

The Western Victoria BCAP has been viewed as a highly effective document. Its clear detail of each facility within the region and the corresponding level of service has provided stakeholders with a clear direction for funding applications for upgrades and renewals.

A number of respondents suggested that a revision of the Western Victoria BCAP is warranted to align the document with the MAC Act and better integrate the pressures from population growth and climate change into future planning of facilities.

There was also a common theme from stakeholders that a review could provide an opportunity for marine safety at both boating facilities and offshore to be better integrated into the hierarchy of facilities and corresponding levels of service.

There has been little changed in terms of implementation of the actions identified in the Western Victoria BCAP since its interim review in 2013.

# PART 3 - APPENDICES

## Appendix 1: Other relevant legislation, policy and reports

Document	Details
<i>Crown Land (Reserves) Act 1978</i>	<p>Provides for the reservation of Crown land for a variety of public purposes, the appointment of committees of management to manage those reserves and for leasing and licensing of reserves for purposes approved by the Minister. The Act aims to preserve areas of ecological significance, conserve archaeological interest areas, preserve native plant species, manage wildlife or preserve wildlife habitat and preserve and protect the coastline. It is administered by DELWP.</p>
<i>Planning and Environment Act 1987</i>	<p>Provides for the framework for planning the use, development and protection of private and Crown land in Victoria. The Act provides for core tools such as the Victoria Planning Provisions and Planning Schemes. In decision making, consideration must be given to the present and long term interests of all Victorians.</p> <p>The relationship between coastal policies and plans (such as BCAP/RBFF) and the <i>Planning and Environment Act 1987</i> is through the Victorian Planning Provisions, specifically the Planning Policy Framework (PPF):</p> <ul style="list-style-type: none"><li>• Clause 11.03-4S Coastal Settlements</li><li>• Clause 12.02-1S Protection of Coastal Areas</li><li>• Clause 12.02-2S Coastal Crown Land</li><li>• Clause 13.01-1S Natural Hazards and Climate Change</li><li>• Clause 13.01-2S Coastal Inundation and Erosion.</li></ul>
<i>National Parks Act 1975</i>	<p>Makes provision for the preservation and protection of the natural environment including wilderness areas and remote and natural areas in national parks, State parks, marine national parks and marine sanctuaries. It stipulates that indigenous flora and fauna and features of scenic or archaeological, ecological, geological, historic or other scientific interest must be protected. Human activity in these areas is restricted to ensure their protection. It is important to note that these parks and sanctuaries are available for use and enjoyment by the public for appropriate self-reliant recreation activities, which includes recreational boating.</p> <p>One third of Victoria's coastal Crown land is reserved as National Park under the <i>National Parks Act 1975</i> and managed by Parks Victoria. The majority of the remaining coastal Crown land is reserved under the <i>Crown Land (Reserves) Act 1978</i> for a variety of public purposes, generally for the protection of the coast. The <i>National Parks Act 1975</i> also provides for the preparation of plans of management for specific parks and reserves along the coast listed in the Schedules to that Act.</p> <p>This Act is administered by Parks Victoria.</p>

Document	Details
<i>Traditional Owner Settlement Act 2010</i>	Provides for an out-of-court settlement of native title. The Act allows the Victorian Government to recognise Traditional Owners and certain rights in Crown land. In return for entering into a settlement, traditional owners must agree to withdraw any native title claim, pursuant to the <i>Native Title Act 1993</i> (Cth) and not to make any future native title claims. Settlement Agreements are considered in the process of a CAP review, where they apply. This Act is administered by DELWP.
<i>Fisheries Act 1995</i>	Regulates the operation of commercial and recreational fisheries. It provides the legislative framework for the regulation, management and conservation of Victorian habitats and protection of selected aquatic species. Under this Act it is an offence to take, injure, damage, destroy, possess, keep or display for reward any declared protected aquatic biota. This Act is administered by Fisheries Victoria.
<i>Marine Act 1988</i>	Provides controls for the registration of marine vessels, the efficient and safe operation of vessels and associated boating activities and the pollution of State waters. It establishes Marine Safety Victoria (MSV) and relates only to intrastate activities (i.e. those solely within State waters). The MSV is responsible for the regulation of shipping activities, allocation of funding to boating safety services, facility development from licence and vessel registration and the appointment of local authorities for the management of waterways. It provides powers to local authorities for the management of navigation of vessels, management of channels and provision of dredging standards. This Act also provides powers to Parks Victoria for management of recreational boating, piers and jetties within Port Phillip Bay.
<i>Flora and Fauna Guarantee Act 1988</i>	Provides for protection of listed species and communities and management of threatening processes (including those relevant to the marine environment and coastal habitats).
<i>Conservation, Forests and Lands Act 1987</i>	Sets up a legislative framework to enable effective conservation of the State's lands, waters, flora and fauna and makes provision for their productive, educational and recreational use in ways which are environmentally sound, socially just and economically efficient.
<i>Heritage Act 2017</i>	Protects shipwrecks, archaeological sites and archaeological relics in the region and includes requirements for a permit or consent to disturb the remains of any historic shipwreck or archaeological site
<i>Environment Protection and Biodiversity Conservation (EPBC) Act 1999</i>	Establishes the legislative framework for obtaining information and advice on the likely environmental effects of projects by decision makers and those responsible for undertaking works. The EPBC Act is the enacting legislation for several international agreements relating to the protection of flora and fauna species and communities (including the RAMSAR Convention). The Act provides that the Commonwealth Environment Minister must, in deciding whether an action is likely to have a significant impact, taking into account the precautionary principle.
<b>Regional plans, strategies and supporting documents</b>	
Plan Melbourne 2017-2050	Plan Melbourne includes guiding principles to support a vision for Melbourne to be a global city of opportunity and choice. Relevant to the Central RBFF, these principles include environmental resilience and sustainability; strong and healthy communities; and infrastructure investment that supports balanced city growth.
Great South Coast Regional Growth Plan	The Great South Coast Regional Growth Plan provides a regional approach to land use planning in the Great South Coast region and includes the municipalities of Corangamite, Glenelg, Moyne, Southern Grampians and Warrnambool.

Document	Details
G21 Regional Growth Plan (2013)	The G21 Regional Growth Plan covers the municipalities of City of Greater Geelong, Colac Otway Shire, Surf Coast Shire, Borough of Queenscliffe and the southern portion of Golden Plains Shire. The plan provides broad direction for regional land use and development in the G21 region (Geelong). One of the future directions of the implementation plan is to provide efficient and cost-effective roll out of water infrastructure and services <sup>3</sup> .
Gippsland Regional Growth Plan (2014)	The Gippsland Regional Growth Plan covers the municipalities of Bass Coast, Baw, East Gippsland, Latrobe, South Gippsland and Wellington. The plan (formerly known as the Gippsland Integrated Land Use Plan) provides broad direction for regional land use and development as well as detailed planning frameworks for key regional centres.
Victorian Auditor-General's Office Protecting Victoria's Coastal Assets March 2018 <sup>4</sup> .	The VAGO report was completed in 2018 following an independent audit of Victoria's coastal assets. The audit considered the responsibilities and performance of seven coastal management agencies. The audit findings identified that agencies are not managing coastal assets adequately to protect them from current and future hazards of climate change and population growth. A consistent statewide approach is required to proactively manage Victoria's coastal assets. The audit outcomes were cognizant that there is a real risk, in the near future, of Victorians losing valued assets and infrastructure along the coast.
Siting and design guidelines for structures on the Victorian coast 1998	These guidelines are currently under review. The Siting and design guidelines for structures on the Victorian coast and the Landscape setting types for the Victorian coast were developed to assist the Coastal Councils, coastal managers, local government and other stakeholders to implement the Victorian Coastal Strategy by ensuring sympathetic development which complements the surrounding landscape and results in excellence in design and more generally by raising awareness of the importance of achieving sensitive design and development along the Victorian coast.
Asset Management Accountability Framework	The AMAF assists Victorian Public Sector agencies manage their asset portfolios.

<sup>3</sup> G21 Regional Growth Plan Summary (p15), [https://www.planning.vic.gov.au/\\_\\_data/assets/pdf\\_file/0021/94512/G21-Regional-Growth-Plan-Summary-May-2014.pdf](https://www.planning.vic.gov.au/__data/assets/pdf_file/0021/94512/G21-Regional-Growth-Plan-Summary-May-2014.pdf)

<sup>4</sup> <https://www.audit.vic.gov.au/sites/default/files/2018-03/20180329-Coastal-Assets.pdf>

Document	Details
Victoria's Boating Safety Action Plan 2015-2018	<p>This plan acknowledges that boating contributes significant benefits to Victoria's recreational and community life. The Plan states the marine industry:</p> <ul style="list-style-type: none"> <li>• contributes an estimated \$4.5 billion per annum to the State's economy</li> <li>• employs more than 7,000 people</li> <li>• provides hundreds of thousands of Victorians with water based recreation.</li> </ul> <p>Recreational fishing:</p> <ul style="list-style-type: none"> <li>• is enjoyed by nearly one million people in Victoria, many in boats</li> <li>• contributes more than \$800 million per annum and employs 5,000 people.</li> </ul> <p>The continuation of these benefits relies on a safe and accessible marine environment, managed and regulated to allow equity for all users.</p> <p>There are almost 190,000 registered vessels and more than 380,000 licensed masters. In addition, it is estimated that there are approximately 300,000 passive craft including canoes, kayaks and off-the-beach yachts<sup>5</sup>.</p>

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<sup>5</sup> [https://transportsafety.vic.gov.au/\\_data/assets/pdf\\_file/0006/35727/Boating-Safety-Action-Plan-2015-18.pdf](https://transportsafety.vic.gov.au/_data/assets/pdf_file/0006/35727/Boating-Safety-Action-Plan-2015-18.pdf)

## Appendix 2: List of organisations contacted and of responses received

Organisations contacted	Responses		
	Central RBFF	Gippsland BCAP	Western Victoria BCAP
1. Anglesea / Airey's Angling Club			
2. Association of Bayside Municipalities	X		
3. Australian Sailing			
4. Australian Volunteer Coast Guard			
5. Barwon Coast Committee of Management	X		
6. Bass Coast Shire Council	X	X	
7. Bayside City Council			
8. Bellarine Bayside Foreshore Committee of Management			
9. Blairgowrie Yacht Squadron			
10. Boating Industry Association Victoria	X		X
11. Borough of Queenscliffe			
12. Cardinia Shire Council			
13. Casey City Council			
14. Central Coastal Board (former)	X		
15. Colac Otway Shire			
16. Corangamite Shire Council			X
17. DELWP	X	X	X
18. Department of Transport	X		X
19. East Gippsland CMA			
20. East Gippsland Shire Council		X	
21. Eastern Maar Traditional Owners Corporation			
22. Elwood Sailing Club			
23. Environment Protection Authority			
24. Gippsland Coastal Board (former)		X	
25. Frankston City Council			
26. Gippsland Ports		X	
27. Glenelg Shire Council			
28. Great Ocean Road Coast Committee of Management			X
29. Greater Geelong City Council			
30. Gunditj Mirring Traditional Owners Corporation			
31. Hobsons Bay City Council	X		
32. Kingston City Council			

33.	Life Saving Victoria		
34.	Melbourne City Council		
35.	Mornington Peninsula Shire Council		
36.	Moyne Shire Council		X
37.	Parks Victoria	X	
38.	Port of Hastings		
39.	Port of Port Fairy		
40.	Port Phillip City Council	X	
41.	Sandringham Yacht Club		
42.	Seafood Industry of Victoria		X
43.	South Gippsland Shire Council		
44.	Surf Coast Shire Council		
45.	Torquay Angling Club		X
46.	Torquay Marine Rescue Service		
47.	Transport Safety Victoria (Maritime)		X
48.	Victorian Fisheries Authority		
49.	Visit Victoria		
50.	VR Fish		
51.	Warrnambool City Council		
52.	Warrnambool Volunteer Coast Guard		
53.	Wellington Shire Council	X	
54.	West Gippsland CMA		
55.	Western Coastal Board (former)		X
56.	Western Port Yacht Club		
57.	Williamstown Sailing Club		
58.	Wyndham City Council		

## Appendix 3: BCAPs/RBFF review survey

EnviroME Pty Ltd in collaboration with Sustainable Project Management Pty Ltd, have been engaged by DELWP Statewide Coastal Programs – Barwon South West Region to undertake a full review of the Gippsland and Western Victoria Boating Coastal Actions Plans (BCAPs) and the Central Coastal Board Recreational Boating Facilities Framework (RBFF).

The reviews will be prepared in accordance with the former Victorian Coastal Council's Guidelines for preparing, reviewing and implementing Coastal Action Plans (Nov 2012) and the *Marine and Coastal Act 2018*.

The review will assess:

- What actions have been completed?
- Have the BCAPs/RBFF been implemented?
- What were the outcomes?
- What were the successes and failures?
- What were the unforeseen issues or impacts over the life of the BCAPs/RBFF?

You have been asked to provide a response to the survey because you or your organisation is either the relevant land manager or relevant lead agency/authority in control of particular boating facility/s within your region/area, or you have had extensive experience with the BCAPs/RBFF within your region.

Thank you, your considered response will greatly assist in the quality of the review. If you would like to discuss your thoughts over the telephone, please let us know.

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Name:

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Organisation:

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Which BCAP/RBFF? (Gippsland, Western Vic or Central RBFF)

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Boating Facility/s your organisation is responsible for:

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### BCAP/RBFF assistance and influence

#### Question 1

How familiar are you with the BCAP/RBFF for your region?

- a. Very familiar
- b. Familiar
- c. Slightly familiar
- d. Not familiar

#### Question 2

How often would you use the BCAP/RBFF?

- a. Weekly
  - b. Monthly
  - c. A few times a year
  - d. Hardly ever
-

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Question 3

Have you used the BCAP/RBFF to:

- a. assist in communications with stakeholders - Y/N
- b. understand the levels of service expected for boating facilities - Y/N
- c. consider proposals to upgrade or improve boating facilities - Y/N
- d. prioritise investment - Y/N
- e. assist in obtaining funding support - Y/N
- f. All the above - Y/N

Other:

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Question 4

Has the BCAP/RBFF assisted and influenced facility planning and regional coordination to improve boating levels of service in your region?

Y/N

Please explain why.

Has the BCAP/RBFF been useful in future planning for renewals or upgrades?

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**Strategic direction and policy**

Question 5

Have you found the 'vision' within the BCAP/RBFF relevant? (see attachment 1 for relevant vision)

- a. Yes
- b. No
- c. Don't know

Any comments?

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Question 6A

Are the strategic directions in the BCAP/RBFF still valid? (see attachment 2 for relevant strategic directions)

- a. Yes
- b. No
- c. Don't know

Any comments?

Question 6B

Are there any changes required to the strategic directions that should be considered? If so, what are they?

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Question 7

Do you see key areas where the BCAP/RBFF is at odds (inconsistent) with current coastal planning directions (including management strategies or Master Plans)?

Question 8

Has the BCAP/RBFF been useful in identifying issues related to coastal hazards and processes?

Question 9

Has the BCAP/RBFF been useful in planning for climate change?

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## Challenges and opportunities for levels of service and coordination

### Question 10

Is having a system with different levels of development for facilities (i.e. informal, local, district, regional and state boating facilities) helpful?

- a. Yes
- b. No
- c. Somewhat helpful

### Question 11

What are the benefits?

### Question 12

What are the constraints/challenges?

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### Question 13

Would you like to see any changes to the hierarchy for boating facilities?

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### Question 14

What challenges are you faced with in implementing the designated levels of service in the BCAP/RBFF?

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### Question 15

Are there any emerging issues likely to affect implementation of the outcomes sought in the BCAP/RBFF? If so, what are they?

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### Question 16A

Does the BCAP/RBFF provide opportunities to promote investment in boating levels of service?

### Question 16B

Does the BCAP/RBFF provide constraints to investment in boating levels of service?

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### Question 17

To your knowledge, do the following groups know about the BCAP/RBFF and what it sets out to do?

Community/Environment groups	Boating groups	Council planners /staff	Regulators
a. Yes	a. Yes	a. Yes	a. Yes
b. A little	b. A little	b. A little	b. A little
c. No	c. No	c. No	c. No
d. Unsure	d. Unsure	d. Unsure	d. Unsure

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Any others? \_\_\_\_\_

Question 18

What is the **main** improvement you would like to see in implementing the BCAP/RBFF to provide for recreational boating and related facilities?

Question 19A

Were there any unforeseen issues or impacts over the life of the BCAP/RBFF?

Question 19B

What were the key benefits of having the BCAP/RBFF during this time?

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Question 20

Do you have any suggestions on how to improve the existing BCAP/RBFF?

Question 21

What were the main successes of the BCAP/RBFF?

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Question 22

Is there anything else you would like to mention related to your experience in using the BCAP/RBFF?

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Any other comments?

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## ATTACHMENT 1 - VISIONS

**Western Victoria BCAP 2010 Vision:** A network of strategically located, sustainable and safe boating access and facilities which meet user needs, that is managed to protect and enhance the dynamic coastal environment, giving due consideration to the impacts of climate change.

**Central RBFF 2014 Vision:** A highly valued, efficient and sustainable network of boating facilities providing safe access to the coast.

**Gippsland BCAP 2013 Vision:** Recreational boating in the coastal areas and waterways of the Gippsland Coastal Board region will be able to be enjoyed safely by users of all abilities. Site appropriate and well-maintained infrastructure will provide facilities and destinations for a wide range of recreational boating activities in harmony with the natural attractions of the region.

## ATTACHMENT 2 - STRATEGIC DIRECTIONS

### Western Victoria BCAP 2010 Strategic Directions:

- Strategic Direction 1: Boating Facilities Hierarchy and levels of Service
- Strategic Direction 2: Safety and Standards
- Strategic Direction 3: Accessibility and Demand
- Strategic Direction 4: Sustainable and Equitable Development
- Strategic Direction 5: Management, Investment and Maintenance

### Central RBFF 2014 Strategic Directions:

- 2.3.1 Sustainable development
- 2.3.2 Boating safety and standards
- 2.3.3 Balancing demand for coastal space
- 2.3.4 Accessibility and equity

### Gippsland BCAP 2013 Strategic Directions:

- 4.1 Develop a coordinated network of facilities
- 4.2 Make boating safer, enjoyable and available to users of all abilities
- 4.3 Contribute to the long-term sustainability of facilities
- 4.4 Provide coordinated management

