



Victorian  
Environmental  
Assessment  
Council

# Assessment of Victoria's Coastal Reserves Final Report

March 2020



### **Victorian Environmental Assessment Council**

The Victorian Environmental Assessment Council (VEAC) was established in 2001 under the *Victorian Environmental Assessment Council Act 2001*. It provides the State Government of Victoria with independent advice on protection and management of the environment and natural resources of public land.

The five Council members are:

Ms Janine Haddow (Chairperson)

Ms Joanne Duncan

Ms Anna Kilborn

Dr Charles Meredith

Dr Geoffrey Wescott

### **Acknowledgement of Aboriginal Victorians**

The Victorian Environmental Assessment Council pays its respects to Victoria's Aboriginal peoples, Native Title Holders and Traditional Owners and acknowledges their rich cultural and intrinsic connections to Country. Council recognises that the land and sea is of spiritual, cultural, environmental and economic importance to Aboriginal people and values their contribution and interest in the management of land and sea.

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Victorian  
Environmental  
Assessment  
Council

6 March 2020

The Hon Lily D'Ambrosio MP  
Minister for Energy, Environment and Climate Change  
8 Nicholson Street  
East Melbourne VIC 3002

Dear Minister

**ASSESSMENT OF VICTORIA'S COASTAL RESERVES – FINAL REPORT**

In accordance with the requirements of section 26E of the *Victorian Environmental Assessment Council Act 2001*, the Victorian Environmental Assessment Council (VEAC) is pleased to submit to you its report on the results of the assessment of Victoria's coastal reserves and a copy of each submission received in relation to the assessment.

VEAC released a draft report for public comment in October 2019 and conducted five information sessions and workshops along the coast. This final report takes into account the valuable feedback received on the draft report from the community, stakeholders and land managers. In carrying out the assessment VEAC has also directly engaged with key technical and sector experts. The final report is accompanied by an online inventory and online interactive mapping with detailed information on each coastal reserve land unit.

VEAC has made nine recommendations to improve management of coastal reserves including practical ways to assist future planning, management effectiveness and decision making. Some issues identified in this report are likely to be addressed by reform programs already underway, particularly through the government's Marine and Coastal Policy and Crown land legislation reforms.

I extend my appreciation to my fellow Council members and VEAC staff for their contributions to this important assessment.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Janine Haddow', with a long horizontal line extending to the right.

Janine Haddow  
**Chairperson**

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# **Assessment of Victoria's Coastal Reserves**

## **Final Report**

March 2020



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## Executive summary

At the request of the Minister for Energy, Environment and Climate Change, the Hon Lily D'Ambrosio, VEAC has assessed Victoria's coastal reserves, including their legal status, significant values, and values that are at risk from the impacts of climate change.

A draft report was released for public comment in October 2019. Community views and additional information have been included in this final report, including recent changes to the area of coastal reserves and new or revised technical information and spatial data. An online inventory and online interactive maps accompany this assessment report and provide detailed information for coastal reserves (see [veac.vic.gov.au](http://veac.vic.gov.au)).

The focus of the assessment is on collation and analysis of information to assist the Victorian government's future planning and decision making for the coast. It does not recommend changes to the current uses of coastal reserves. Nine recommendations are made on ways to assist future planning and management effectiveness.

At a statewide scale climate change, population growth and ageing coastal infrastructure are broadly agreed to be the most significant pressures on marine and coastal environments. VEAC's consultation for this assessment confirmed the high value the community places on public access to coastal public land. In addition to concerns about the impacts of climate change, VEAC heard that impacts from population growth need to be actively managed to maintain the character of coastal spaces between settlements and to protect coastal environments from pressures relating to increasing visitor numbers.

### Extent and reservation status of coastal reserves

Most of Victoria's coastline has been retained as Crown land in public ownership. Information prepared on the length of the coastline shows that of Victoria's 2790-kilometre total length of open coast and bays (including major islands), some 94 per cent is retained as Crown land. Around 27 per cent of the coastline is in coastal reserves, with most of the remaining coastal Crown land in protected areas (ie reserved for conservation). Relatively smaller sections of the coast are designated for specific uses such as ports or are Commonwealth land; together with private freehold land these make up some 6.2 per cent of the length of the coastline.

Coastal reserves – the subject of this report – are usually narrow strips of Crown land along the shore often intensively used by the community for recreation and leisure activities. They may be known locally as foreshore reserves, parklands or campgrounds. Coastal reserves often retain natural values and may contain buildings, facilities or coastal infrastructure.

Some 1430 Crown parcels (61,770 hectares) have been identified as coastal reserves along the open coast and the foreshores of bays and inlets (21,445 hectares) and within the Gippsland Lakes (40,315 hectares). The shallow water bodies of the Gippsland Lakes are included here as coastal reserves and, together with the adjacent onshore areas, are collectively known as Gippsland Lakes Reserve comprising approximately 65 per cent of the total coastal reserve area. The water bodies of the lakes cover around 36,345 hectares and some other reserves also include offshore areas.

Coastal reserves are typically reserved for either 'public purposes' (73 per cent) or 'protection of the coastline' (20 per cent). More than 1250 hectares of coastal reserve is unreserved Crown land. Coastal reserves are variously managed by DELWP, Parks Victoria, local government or public committees of management.

Many stakeholders, land managers and members of the general public told VEAC that they could not readily identify the responsible authority or manager of coastal Crown land, they did not know the reservation purpose (if the land was reserved) and they were unclear about the management objectives for coastal reserves.

This assessment has found that information on the number and types of reservations for coastal reserves is technically complex, inconsistent and fragmented leading to some significant on-ground issues for land managers and the community. Much of the Crown land information is not readily available to the public and is not always utilised to inform management. The complexity of legislative and planning processes together with the number and variety of land and infrastructure managers further complicates management responsibilities and decision making.

The information presented in this assessment on coastal reserve reservation and status highlights a fragmented land status and regulatory regime that is not well prepared for future demands including the uncertain effects of climate change on Crown land boundaries. As sea level rise continues to affect the coast many of the legal, administrative or technical issues will get worse.

### **Inventory of values and uses**

VEAC was requested to prepare an inventory of values and uses of coastal reserves. The inventory contains 237 coastal reserve land units (approximating individual coastal reserves), including 40 in the Gippsland Lakes. The unique position in the landscape of coastal reserves and the proximity of most to major population centres means that these areas are significant across multiple values. Consequently, this assessment has identified significant values in most coastal reserve land units.

Biodiversity and recreation and tourism values are those most often recorded, reflecting the relative ease with which these values can be mapped and measured. More than 95 per cent of coastal reserves scored in at least one of the ten indicators of high biodiversity value and over 75 per cent of coastal reserves scored for at least one of the five indicators of important recreation and tourism values.

For VEAC's recent Assessment of the Values of Victoria's Marine Environment, Traditional Owners advised VEAC that the nature of Aboriginal culture and knowledge means that there is not a well-documented inventory of information relating to sections of the Victorian coast available to decision makers. In accordance with the Victorian government's marine and coastal policies, VEAC does not attempt to speak on behalf of Traditional Owners. VEAC supports a broader self-determination approach that emphasises the need to listen to and respect Traditional Owners' voices and knowledge throughout planning, management and decision making in the marine and coastal environment.

Other significant but less extensive values recorded on coastal reserves include non-Aboriginal cultural heritage, landscape significance and coastal protection structures. Infrastructure and private uses such as more than 1650 bathing boxes or boat sheds and more than 600 jetties are also documented for coastal reserves.

### **Significant values at risk from the impacts of climate change**

As climate change continues, the combination of increasing frequency of heavy rainfall events and rising sea level rise means that coastal and estuarine environments may have an increased risk of inundation and erosion. VEAC has used modelling prepared for the Victorian Coastal Monitoring Program to assess these impacts on coastal reserves.

Results indicate that coastal reserves will be heavily affected by inundation under relatively conservative sea level rise scenarios of 20 centimetres by 2040 and 82 centimetres by 2100. More than 75 per cent of coastal reserve land units will be affected by the predicted 20 centimetres sea level rise, increasing to 85 per cent at 82 centimetres. When modelling includes storm surge, more than 85 per cent of coastal reserves will be at risk of some inundation. Coastal acid sulphate soils are found in the coastal environment and are hazardous when exposed to wetting and drying events such as floods and inundation. These soils are present in 167 coastal reserves; 39 reserves have these soils present in over 99 per cent of the reserve area.

Given the frequent occurrence of natural and recreation and tourism values in coastal reserves, and the widespread significant risk of future sea level rise, it is unsurprising that significant values are at

risk from the impacts of climate change across the entire state. Coastal land managers are currently experiencing challenges with coastal inundation and erosion and are seeking additional information and resources such as decision support tools and funding to undertake targeted management works. Programs are underway across the state that will provide information and decision support frameworks. There are also opportunities to improve communication of existing knowledge to a broader audience.

## Recommendations

During the process of establishing a definition of coastal reserves a range of technical issues were encountered relating to the administration and information management for Crown land, and specifically for coastal reserves. Key issues were inconsistencies in management objectives and governance, varying approaches to policy and strategic planning, and variations in regulatory and institutional arrangements. Many issues arise from poor access to knowledge and resources. Other issues stem from the complexity of management decision-making and the effects of limited resources leading to short-term and 'triage' approaches. Climate change and increasing population pressures elevate issues such as ambulatory title or reserve boundaries along the coast and increasing shoreline erosion.

VEAC has identified changes to current approaches that will improve management of coastal reserves and practical ways to assist future planning, management effectiveness and decision making. Some issues identified in this report are likely to be addressed by reform programs already underway; particularly the implementation of the government's Marine and Coastal Policy 2020 and development of a Marine and Coastal Strategy during 2020, and Crown land legislation reforms.

Some of the most complex issues are the effects of coastal erosion and the shoreline on reserve boundaries. VEAC has identified ways to address some management issues caused by shoreline changes but there are uncertainties around legal boundaries that require the expertise of the Surveyor-General and may need to be codified in legislation.

The following nine recommendations address the following topics:

- clarity and consistency in use and management of coastal reserves
- uncertainties around coastal land boundary definitions
- improving coastal Crown land administration and governance
- better access to Crown land information and decision support tools for managers.

## RECOMMENDATIONS

### Purposes of coastal reserves

**R1** New or amended legislation specify purposes for coastal reserves based on government-accepted recommendations for the category in the Statewide Assessment of Public Land (2017).

### Government-accepted coastal reserve recommendations

**R2a** Crown land legislation reforms or other legislative processes be utilised to:

i) formalise government-accepted recommendations for coastal reserve (and foreshore reserve) and Gippsland Lakes Reserve (noting the exclusion of any areas formally set aside subsequently for other uses such as state game reserves, nature reserves, recreation reserves)

and

ii) revoke remnant portions of 'protection of the coastline' reserves from low water mark offshore where the area landward of low water mark was incorporated into a park under the National Parks Act and incorporate the revoked area into the coastal water reserve.

**R2b** For any areas used as coastal reserve that do not have LCC/ECC/VEAC government-accepted recommendations a process be established to assess these areas for reservation as coastal reserves and this assessment specifically includes:

- i) beds of the Gippsland Lakes
- ii) unreserved coastal Crown land
- iii) land deemed reserved or transferred to the Crown, and
- iv) unused and unmade government roads (or parts thereof) abutting the coastline.

#### **Extend coastal reserves offshore**

**R3** Consideration be given to extending coastal reserves 200 metres offshore from low water mark in locations where the shoreline currently forms an ambulatory boundary with offshore unreserved Crown land categorised as coastal water reserve.

#### **Clarify shoreline law**

**R4** Consideration be given in the current reform of land legislation to codifying the law relating to ambulatory coastal boundaries.

#### **Improve alignment of Crown land parcels to uses, management and the shoreline**

**R5** In parallel with recommendation R2a, a program be undertaken to align Crown land parcel boundaries with:

- a) government-accepted public land use recommendations for coastal reserves
- b) management arrangements, particularly in townships, across municipal boundaries and in the Gippsland Lakes, and
- c) the shoreline, particularly where parks or reserves are defined by an ambulatory boundary such as high water mark or low water mark, and in the Gippsland Lakes.

#### **Improve transparency and accessibility of Crown land information**

**R6** Improve public access to Crown land reservation details including purpose for coastal reserves including areas transferred to the Crown and deemed reserved under section 5 of *Crown Land (Reserves) Act 1978*.

**R7** Ensure detailed spatial information on coastal reserve management responsibilities are made publicly available.

Note: consider making this information available for all coastal public land.

**R8** Coastal and Marine Management Plans prepared under the *Marine and Coastal Act 2018* be required to include the following:

- a) Crown land reservation status and purpose, and
- b) current LCC/ECC/VEAC government-accepted public land use recommendations.

Note: Any existing plans should be made publicly available.

#### **Decision support tools and management advice**

**R9** Coastal reserve managers be supported with guidance and decision-making tools to assist with:

- a) asset management, particularly for coastal protection structures
- b) assessing competing values and uses
- c) defining uses that are functionally dependent on being located on marine and coastal Crown land
- d) clarifying approval processes for uses in coastal reserves and the role of the Marine and Coastal Act in relation to the Crown Land (Reserves) Act being the primary mechanism for licensing and leasing in coastal reserves
- e) how to manage risks and prepare for future climate change impacts.



About 95 per cent of Victoria's coastline has been retained as Crown land. Around 70 per cent is set aside as protected areas (national parks, coastal parks or conservation reserves) and the remainder managed for a variety of purposes. Public ownership means that Victorians enjoy open access to coastal and marine areas.

Coastal reserves usually form a narrow strip of public land along the coast set aside primarily for public recreation, education and conservation of natural environments. Many coastal reserves are in townships and may be known locally as foreshore reserves, parklands or campgrounds depending upon levels of naturalness or the types of facilities and infrastructure. Most are defined on the seaward side by low water or high water mark. On the landward side, most coastal reserves abut government road and freehold land.

Australia is a complex and diverse society with multiple social and cultural identities. The coast and the beach are strongly associated with many of these identities as places for daily, weekend and holiday leisure activities. Victoria's coastal reserves are important to the community and contribute to local and regional economies, supporting tourism, education and a variety of associated businesses.

While this assessment by the Victorian Environmental Assessment Council (VEAC) focuses on the coastal reserves only, adjoining land use along the coast is important when identifying the range of values and uses, and managing threats such as climate change.

### **Traditional Owner rights, interests and knowledge**

Traditional Owners do not separate coastal from associated catchment or marine values. For VEAC's recent Assessment of the Values of Victoria's Marine Environment (2019), Traditional Owners advised that the nature of Aboriginal culture and knowledge means that there is not a well-documented inventory of information relating to sections of the Victorian coast available to decision-makers. This was considered to represent a very significant gap under the terms of reference for that assessment.

Chapter 7 of the report for the Assessment of the Values of Victoria's Marine Environment provided an outline of the Aboriginal cultural values for Sea Country in Victoria, based on a report prepared for VEAC by the Federation of Victorian Traditional Owner Corporations. A strategic framework prepared by the Federation was also included articulating Victorian Traditional Owners' long-term goals and objectives for developing and applying Indigenous knowledge and practice for Sea Country in a contemporary Victorian context.

Victoria's *Marine and Coastal Policy 2020* acknowledges that institutional barriers have limited the opportunities for many Traditional Owners to manage and use land and Sea Country, and to have their voices heard in planning and decision-making processes. Recognising this history, the marine and coastal policies do not attempt to speak on behalf of Traditional Owners. They support a broader self-determination approach that emphasises the need to listen to and respect Traditional Owners' voices and knowledge throughout planning, management and decision making in the marine and coastal environment.

## Changes since the draft report

Community views and additional information have been included in this final report, including recent changes to the area of coastal reserves, and new or revised technical information and spatial data.

The key findings and results of the assessment are summarised in section 2.2 and nine recommendations are made in section 2.3. The recommendations suggest some changes to current approaches that will improve management of coastal reserves and practical measures to assist future planning and decision making.

## 1.1 Terms of reference

On 3 June 2018 the Minister for Energy, Environment and Climate Change, the Hon Lily D'Ambrosio, requested VEAC to carry out an assessment of Victoria's coastal reserves. See box 1.1 for the terms of reference.

### Box 1.1 Terms of reference

Pursuant to section 26B of the *Victorian Environmental Assessment Council Act 2001*, the Minister for Energy, Environment and Climate Change hereby requests the Victorian Environmental Assessment Council (the Council) to carry out an assessment of Victoria's coastal reserves<sup>1</sup>.

The purpose of the assessment is to:

- a) review the number and types (reservation status) of coastal reserves in Victoria;
- b) identify reserves with high environmental, cultural heritage, social and economic values and identify values at risk from the impacts of climate change;
- c) identify current and emerging uses of the coastal reserves; and
- d) compile an inventory, including spatial distribution, of values and uses of the coastal reserves.

As a first step, the Council is required to publish a definition of coastal reserves to be used in the assessment, including a diagrammatic representation and map of Victoria's coastal reserves.

The assessment and associated inventory will assist the Victorian Government's future planning and decision-making for Victoria's coasts.

The Council must take into account relevant agreements under the *Traditional Owner Settlement Act 2010*.

As part of the assessment, the Council must produce a draft report and seek public comment on it.

The Council must report on the completed assessment by 6 December 2019.\*

<sup>1</sup>For the purposes of this assessment, Victoria's coastal reserves include any Crown land along Victoria's coast (including the coast of any bay, inlet and estuary and the Gippsland Lakes) that is:

- a) reserved under section 4(1)(ze) of the *Crown Land (Reserves) Act 1978* for the protection of the coastline or is otherwise reserved under that Act and is landward of low water mark; or
- b) unreserved Crown land under the *Land Act 1958* that is landward of low water mark.

For clarity, Victoria's coastal reserves do not include any Crown land described as a park or marine sanctuary in Schedule 2, 2B, 3, 4, 7 or 8 to the *National Parks Act 1975* or any unreserved Crown land from low water mark to the outer limit of Victoria's coastal waters (mostly 3 nautical miles).

\*extended to 6 March 2020

## 1.2 About VEAC

VEAC provides the Victorian government with independent and strategic advice on matters related to the protection and management of the environment and natural resources of public land. It was established under the *Victorian Environmental Assessment Council Act 2001*.

VEAC carries out its investigations or assessments and provides advice at the request of the Minister for Energy, Environment and Climate Change. Together the Act and terms of reference provided by the Minister describe how an investigation or assessment must be conducted, including the number of reports to be prepared, matters to be taken into account, timeframes and public consultation.

The VEAC Act was amended in 2016 to allow the Minister to request the Council to conduct an assessment or to provide advice in relation to a matter that, in the opinion of the Minister, does not require an investigation, having regard to the matter's limited scale or scope or its technical nature. Assessments do not require formal public consultation unless specified by the Minister in the terms of reference.

This assessment of Victoria's coastal reserves is requested pursuant to the new section 26B of the Act. The current five members appointed to VEAC are Ms Janine Haddow (Chairperson), Ms Joanne Duncan, Ms Anna Kilborn, Dr Charles Meredith and Dr Geoffrey Wescott. A brief biography of each of the Council members can be found on VEAC's website. The Council is supported by a small research and policy team and an administrative secretariat.

## 1.3 Aims of the assessment

The assessment has been requested to assist the Victorian government's future planning and decision-making for Victoria's coasts and support the government's marine and coastal reforms. The assessment will provide information on the extent of coastal reserves, existing uses and values.

The scope of the assessment does not include making recommendations for changes to either public land use classifications or existing access to coastal reserves.

The purpose of the assessment is to:

- a) review the number and types (reservation status) of coastal reserves in Victoria
- b) identify reserves with high environmental, cultural heritage, social and economic values and identify values at risk from the impacts of climate change
- c) identify current and emerging uses of the coastal reserves, and
- d) compile an inventory, including spatial distribution, of values and uses of the coastal reserves.

The Victorian government accepted recommendation R22(a) in VEAC's *Statewide Assessment of Public Land Final Report* (2017) to provide information on the number and types of coastal reserves and an inventory of values and uses to assist future planning, decision-making and enhance management effectiveness. The *Marine and Coastal Reforms Final Transition Plan* (2018) also included this VEAC assessment as action 1.2. The information gathered by VEAC both for this assessment and the completed Assessment of the Values of Victoria's Marine Environment supports the State of the Marine and Coastal Environment Report to be delivered by the Commissioner for Environmental Sustainability in 2021.

### Addressing the assessment purposes

Reporting on part (a) of the terms of reference to review the number and types of coastal reserves in Victoria is achieved by including this information in an online mapping tool and summarising the data within this final report.

Reporting on part (b) of the terms of reference purpose to identify coastal reserves with high values and those at risk from the impacts of climate change is achieved through summaries in this report and provision of a tabulated dataset using land units to approximate reserves. A land unit is an area of Crown land parcels grouped because of similar reservation purpose, on-ground use or management, or geographic location. Currently the coastal reserves dataset contains some 237 coastal reserve land units including 40 units in the Gippsland Lakes. Each coastal reserve land unit has been scored (largely based on analysis of available GIS datasets) for significant values and the potential effects of climate change. This information also addresses part (d) of the terms of reference to compile an inventory, including spatial distribution, of values and uses of the coastal reserves.

A dataset with a climate change erosion vulnerability score, predicted inundation and modelled impacts was prepared in 2017 for DELWP by Spatial Vision.<sup>1</sup> These data provide climate change threat measures for each coastal reserve land unit.

Reporting on part (c) of the terms of reference purpose to identify current and emerging uses of coastal reserves has been included in this final report.

## 1.4 Consultation and information gathering

Stakeholder consultation is a key part of VEAC's work, tailored to the nature and specific requirements of each investigation or assessment. For this assessment, the consultation process included provision of information to interested organisations and individuals, targeted stakeholder consultation on technical information and one formal submission period on the draft report.

The Council was required to publish a definition of coastal reserves to be used in the assessment and produce a draft report and seek public comments on it.

A technical definition of coastal reserves was developed with the assistance of practitioners and key stakeholders and informally circulated for comment in July 2019 (see section 3.2).

### Community consultation

VEAC released the draft report on the Assessment of Victoria's Coastal Reserves for public comment on 9 October until 11 November 2019. Five information sessions and workshops were held in coastal locations across the state. Thank you to everyone who made a written submission or attended one of the sessions. A consultation summary highlighting the main points heard during the consultation period was published on VEAC's website in November 2019 together with the written submissions made on the draft report.

Chapter 2 of this report includes a summary of community views and findings. Community views and additional information have been included in this final report and associated materials, including recent changes to the area of coastal reserves, and additional technical information and spatial data.

### Commissioned work

The Public Land Consultancy was commissioned to prepare a brief review of the implications of the changing coastline for coastal Crown land boundaries (the cadastre) including the predicted impacts of climate change. This report was summarised in the draft report and in section 3.5 of this final report. The full report is available on VEAC's website at [www.veac.vic.gov.au/investigation/assessment-coastal-reserves/resources](http://www.veac.vic.gov.au/investigation/assessment-coastal-reserves/resources).

## 1.5 Overview of coastal land use

About 95 per cent of land along Victoria's coastline has been retained as Crown land. Along the coast there are a range of public land uses including national and state parks, coastal parks, nature reserves

and wildlife and state game reserves. Protected areas (13 national or state parks, 5 coastal (conservation) parks and several conservation reserves) make up around 70 per cent of the coastline (see appendix 1). The land use category 'coastal reserve' has a specific meaning in the classification system of public land use and excludes Victoria's offshore waters; these are classified as coastal waters reserve. However, some coastal reserves include adjacent offshore areas, and these are included in this assessment (e.g. Gippsland lake beds are part of larger reserves including significant onshore areas).

The criteria for identifying coastal reserves provided in chapter 3 outlines the approach in this assessment for the Gippsland Lakes and Gippsland Lake Reserve and community use reserves such as foreshore caravan parks, parklands and lighthouses.

There are a number of technical challenges when describing both coastal land boundaries and management arrangements. The Crown land dataset established for this assessment has more than 7000 records. Chapters 3 and 4 highlight technical or information issues and consider coastal reserves within the broader statewide context of coastal Crown land use.

## 1.6 Past studies

For almost 50 years the role of VEAC and its predecessors, the Land Conservation Council (LCC) and the Environment Conservation Council (ECC), has been to draw together scientific and other research, consult with the community and make recommendations to the government on the protection and management of Victoria's public land.

Coastal Crown land has been a part of many studies, reviews and investigations (see figure 1.1). The first two studies completed by the LCC – South Western District 1 Final Recommendations (1973) and South Gippsland District 1 Final Recommendations (1973) – introduced public land use classifications of 'Parks - Coastal Reserve' and 'Other Recreation and Conservation - Coast Frontage.' The distribution of public land uses along the coast has changed significantly since that time, together with most other public land uses across Victoria. Today, coastal public land is largely divided into various park categories under the *National Parks Act 1975* and reserve categories – including coastal reserves – under the *Crown Land Reserves Act 1978*. This assessment specifically excludes areas scheduled under the National Parks Act (see appendix 1).

Previous investigations of relevance to the coast highlighted in figure 1.2 have been reviewed as background to the current assessment.

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Previous investigations of relevance to the coast highlighted in figure 1.2 have been reviewed as background to the current assessment.

Figure 1.1 Past public land use investigations along the coast by the LCC/ECC/VEAC

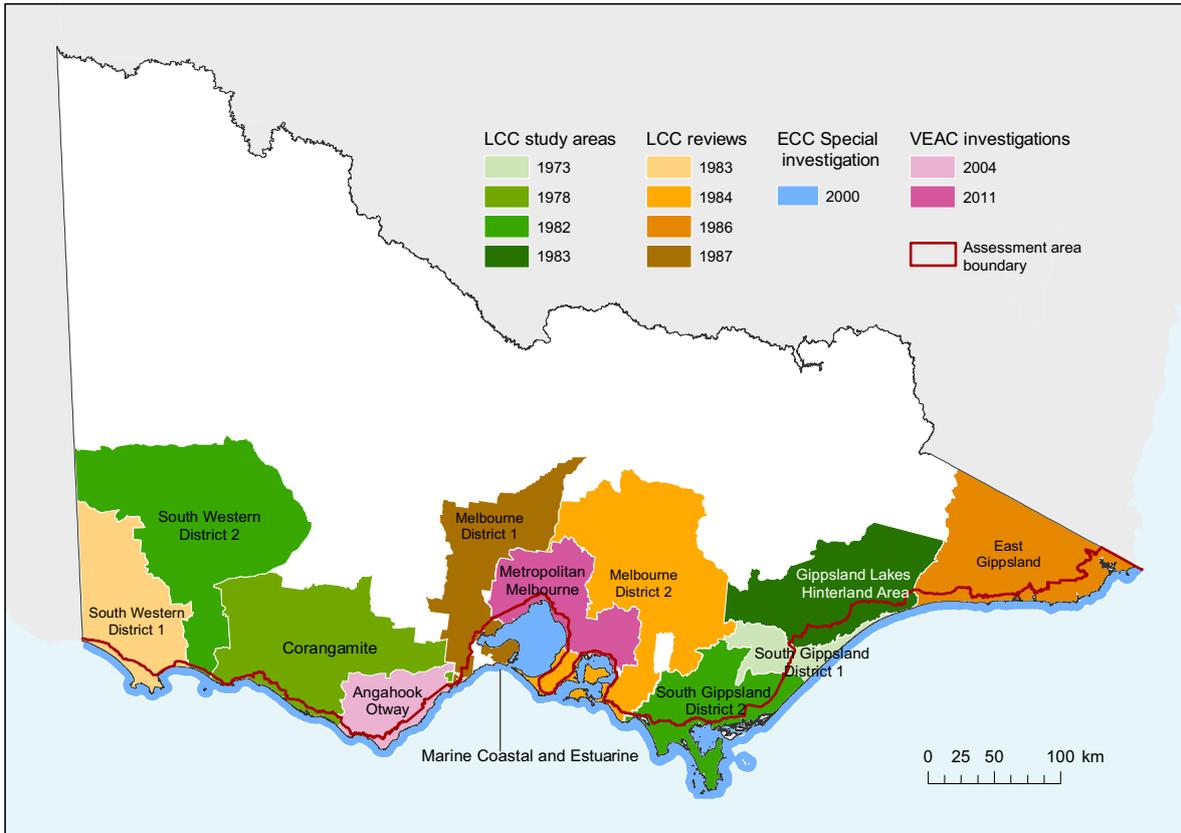
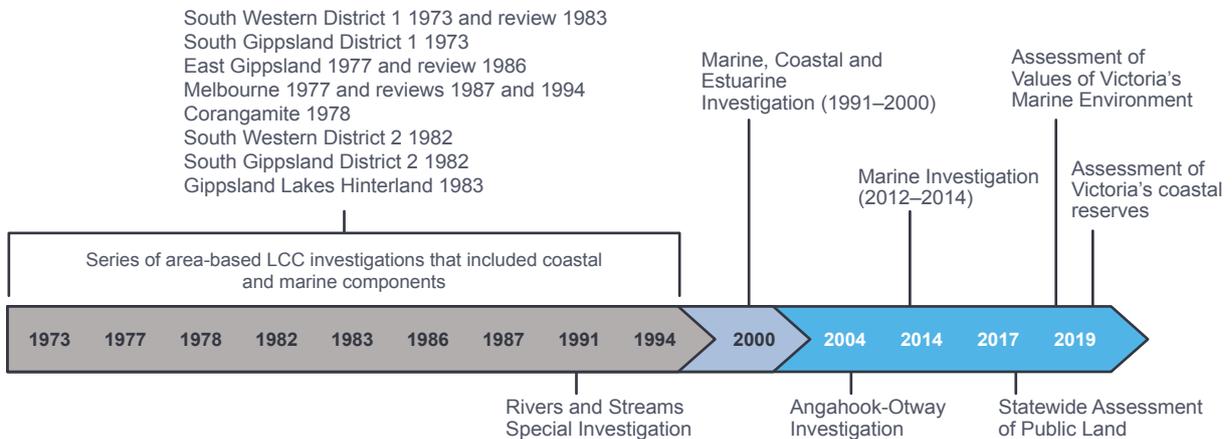


Figure 1.2 VEAC, ECC and LCC investigations of relevance to the marine and coastal environment



**Purposes and objectives of coastal reserves**

The most recent purposes and objectives that are recommended to apply to most coastal reserves are:

- to provide opportunities for recreation associated with enjoyment of the coastal environment
- to protect natural coastal landscapes, ecosystems and cultural features
- to protect the rights and interests of Traditional Owners, native title holders and Aboriginal Victorians, and their cultural values
- to provide for facilities consistent with the conservation and enjoyment of natural and cultural values of the coast.

These may be modified for some specific reserves or in special circumstances. The broad purposes are drawn largely from the government-accepted VEAC recommendation in the *Statewide Assessment of Public Land Final Report* (2017). In its formal response to the report (2017), the government noted that there may need to be minor refinements to some categories and purposes in new land legislation currently being developed by the government. Note that 'coastal Crown land' as defined in the *Marine and Coastal Act 2018* includes but is not the same as coastal reserve for the purposes of this assessment.

See section 3.3 for more information, including a discussion of the former coastal recreation and coastal protection zones.

## 1.7 Legislative and policy context

A range of legislative reforms have recently taken place or are in development affecting areas of coastal Crown land, including coastal reserves. These include significant changes to Crown land legislation and introduction of a new Marine and Coastal Act 2018 including requirements for a new Marine and Coastal Policy 2020 and a subsequent strategy to be prepared in 2020. A range of site-specific or regional programs are also underway with many opportunities for community involvement.

A summary is provided below of those reforms and the existing policies most relevant to coastal reserves and their status at the time of writing.

### Land legislation

Four primary land Acts govern Crown land use in Victoria: the *Land Act 1958*, *Forests Act 1958*, *Crown Land (Reserves) Act 1978* and *National Parks Act 1975*.

The Land Act focuses on sale, leasing and licencing of Crown land and preventing unauthorised occupations. Its provisions date back to the original *Sale of Crown Lands Act 1860*. Over time many of the provisions of the early Land Acts were dispersed to more specific Acts including those for national and other parks moved to the National Parks Act and those for reserving and managing Crown land moved to the Crown Land (Reserves) Act.

The Crown Land (Reserves) Act provides for the reservation, use and management of Crown land, either temporarily or permanently, for purposes including conservation, recreation, services and utilities. The Act lists 33 purposes for which reserves may be established, singly or in combination. There is no single purpose for 'coastal reserve' The Act also provides for the appointment of committees of management to manage Crown land reserves.

For unreserved Crown land the provisions of the Land Act apply.

Acquired Crown land, either surrendered from freehold ownership or purchased, is deemed to be temporarily reserved for a public purpose under the Crown Land (Reserves) Act upon transfer. Detailed records of these transactions are not generally centralised and therefore any associated reservation purpose may be unclear. Where unclear, 'public purposes' reservation purpose was adopted.

The government accepted VEAC's recommendations in the *Statewide Assessment of Public Land* (2017) for reform of land legislation, which includes aligning reservation purpose and use with government-accepted public land use classifications and on-ground management. A consultation paper is expected in 2020.

### Leasing and licensing policy

Public land can be leased or licensed for a variety of purposes that align with the management goals of the land. A lease provides a tenant with the exclusive right to occupy land for a specific time periods (generally applies to a building or structure). A licence gives non-exclusive use for a permitted activity. Permits may be issued by the land manager for short-term or one-off events such as weddings, festivals and sporting events.

In July 2018 DELWP provided an update to the 2010 *Leasing policy for Victorian Crown land* and formalised three Crown land leasing principles:

- to provide benefits to the public through leasing
- to ensure consistency and transparency in leasing
- to manage leased Crown land in an ecologically sustainable manner.

These principles guide land managers and tenants and inform decision making around leasing of Crown land, including ensuring robust and sound procurement processes are applied. The policy applies to Crown land under the Crown Land (Reserves) Act, the Forests Act and the Land Act.

### **Coastal camping and caravan park policy**

In July 2011, the Department of Sustainability and Environment (now DELWP) released its *Improving Equity of Access to Crown Land Caravan Parks* policy. This policy and associated 2012 *Best Practice Management Guidelines* were developed to improve equity of access to Crown land caravan and camping parks in Victoria. The policy does not apply to caravan and camping parks in national parks, on private land, or on council-owned freehold land. Section 5.6 of this final report provides additional information on recreation and tourism including the estimated 60 caravan parks located on coastal reserves.

The policy and guidelines enable public land managers to better respond to increasing demand for sites and facilities, particularly during peak holiday periods, and to ensure affordable and equitable access to Crown land caravan and camping parks. The policy outlines a suite of actions to be implemented by caravan park managers, such as providing clear communication around Crown land permit conditions and limitations, ensuring the accommodation mix and price structures cover costs for park and reserve management, and a process for managing on-site sales.

### **Marine and Coastal Act**

The *Marine and Coastal Act 2018* is the guiding legislation in Victoria for integrated planning and management of the marine and coastal environment. The Act enables protection of the coastline and mechanisms to address the long-term challenges of climate change, population growth and ageing coastal structures.

The Marine and Coastal Act, which replaced the *Coastal Management Act 1995*, came into operation in August 2018. The Act is supported by the *Victoria's Marine and Coastal Reforms – Final Transition Plan*, which outlines a series of actions needed to establish an integrated and co-ordinated whole-of-government approach to protect and manage Victoria's marine and coastal environment. This assessment of coastal reserves by VEAC is listed as Action 1.2 in the transition plan.

The Act requires the development of a marine and coastal policy, which includes a marine spatial planning framework, and a marine and coastal strategy. The Act also provides a consents process to use, develop or undertake works on marine and coastal Crown land.

A draft Marine and Coastal Policy including a marine spatial planning framework, was published for public comment in August 2019. A final policy was released in early 2020.

### **Climate Change Act**

The *Climate Change Act 2017* provides Victoria with a legislative foundation to manage climate change risks, maximise the opportunities that arise from decisive action, and drive transition to a climate resilient community and economy with net zero emissions by 2050. The Act sits alongside other key Victorian government energy and climate change initiatives including *Victoria's Climate Change Framework*, *Victoria's Climate Change Adaptation Plan 2017-2020* and *Victoria's Renewable Energy Action Plan*.

Of relevance to the coast is that the Act requires the government to develop a Climate Change Strategy setting out how Victoria will meet its targets and adapt to the impacts of climate change (from 2020). It also requires preparation of adaptation action plans for key systems (including plans for natural environment systems, which includes coastal environments) and a process for use of Crown land for carbon sequestration.

### Interests of Aboriginal peoples

Formal recognition of the interests of Aboriginal peoples in Victoria's coastal environment can derive from native title determinations under the Commonwealth *Native Title Act 1993* as well as through agreements made pursuant to Victoria's *Traditional Owner Settlement Act 2010*. Indigenous rights to land and resources may be implemented through joint management plans in the case of certain types of protected areas, through indigenous land use agreements made pursuant to native title determinations or through agreements pursuant to the Traditional Owner Settlement Act.

The Traditional Owner Settlement Act offers an alternative to court-determined native title determinations. It enables the Victorian government to make agreements with Traditional Owners to recognise their relationship to land and provide for certain rights on Crown land and other benefits. In entering into a settlement, Traditional Owners must agree to withdraw any native title claim they have and agree not to make a claim into the future.

The first settlement under the Traditional Owner Settlement Act was the Gunaikurnai agreement. The settlement area, which extends from west Gippsland east to the Snowy River, includes the area up to 200 metres seawards of the territorial sea baseline. A land use activity agreement has been developed and will result in recognition of certain natural resource rights held by the Traditional Owners. The agreement also provides for the transfer of Aboriginal title over ten parks and reserves to the Gunaikurnai people to be jointly managed with the state. On the coast, these include The Lakes National Park, Lake Tyers State Park, Gippsland Lakes Coastal Park, Gippsland Lakes Reserve at Raymond Island and the Corringale Foreshore Reserve at Marlo. The Gunaikurnai, under separate orders, also have native title recognised under the Native Title Act.

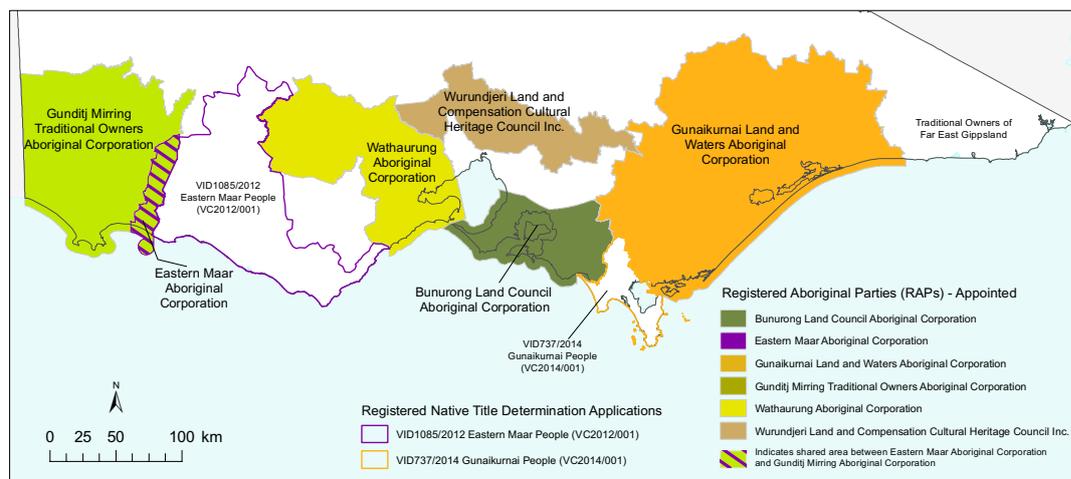
The *Victorian Aboriginal Heritage Act 2006* recognises Aboriginal people as the primary guardians, keepers and knowledge holders of Aboriginal cultural heritage. An 'Aboriginal place' under the Act may be in the coastal waters of Victoria. This is relevant to land and sea managers who must manage lands in accordance with the provisions of the Act. Those responsibilities include, for example, reporting discovery of Aboriginal places and objects.

The Victorian Aboriginal Heritage Council (VAHC) was created under the Aboriginal Heritage Act to ensure the preservation and protection of Victoria's Aboriginal cultural heritage. The VAHC, which is made up of Traditional Owners appointed by the Minister for Aboriginal Affairs, plays an important role in the implementation of the Act including making decisions on Registered Aboriginal Party (RAP) applications.

Under the Act, RAPs play a key role in ensuring the preservation and protection of Victoria's rich Aboriginal cultural heritage. RAPs have a number of rights and responsibilities in relation to Aboriginal cultural heritage sites and objects located on public land.

RAPs are involved in preparation, evaluation and implementation of cultural heritage management plans. These plans set out measures and actions to be taken before, during and after a proposed activity in order to manage and protect Aboriginal cultural heritage in the activity area. RAPs are one of the approval bodies for cultural heritage permits under the Aboriginal Heritage Act.

**Figure 1.3** Registered Aboriginal Parties with interests in the Victorian coast and native title determination applications



### Biodiversity legislation

The *Flora and Fauna Guarantee Act 1988* enables and promotes the conservation of Victoria's native flora and fauna and provides a range of procedures that can be used for the conservation, management or control of flora and fauna and the management of potentially threatening processes. Mechanisms include listing of threatened species and communities and threatening processes, the preparation of a strategies and action statements, identification of critical habitat and controls over protected flora and fauna. Reforms to the Act passed the Victorian Parliament in August 2019. Amendments include recognition of the rights and interests of Traditional Owners, a requirement for all public authorities in Victoria to give proper consideration to the Act's principles and plans developed under the Act, and an up-to-date threatened species list.

The *Wildlife Act 1975* was established to promote the protection and conservation of wildlife, promote prevention of taxa of wildlife from becoming extinct, promote sustainable use of and access to wildlife, and prohibit and regulate the conduct of persons engaged in activities concerning or related to wildlife. For the purposes of the Act, wildlife is defined broadly as any animal of a vertebrate taxon other than mankind that is indigenous to Australia although it also includes exceptions such as deer and some other taxa.

The long-term strategy for the management of biodiversity, which includes the marine environment, is outlined in Victoria's biodiversity plan *Protecting Victoria's Environment – Biodiversity 2037*.

### Non-Aboriginal cultural heritage

The *Heritage Act 2017* provides for the protection and conservation of places and objects of cultural heritage significance and the registration of such places and objects including shipwrecks, shipwreck artefacts and sunken aircraft in Victorian state waters.

The Act establishes the Heritage Council, the Victorian Heritage Register, the Heritage Inventory and a Heritage Fund.

The Commonwealth *Underwater Cultural Heritage Act 2018* provides complementary protections in Commonwealth waters to the edge of the continental shelf.

### Planning

The *Planning and Environment Act 1987* establishes a framework for planning the use, development and protection of land in Victoria in the present and long-term interests of all Victorians. The focus of the Act is on land, including land covered with water. The Act provides for establishment of planning schemes and the *Victoria Planning Provisions*.

The Planning and Environment Act allows for some flexibility in how boundaries of planning schemes may be drawn; however, they generally extend 600 metres seaward from the municipal boundary, which coincides with the low water mark.

The planning system is directly relevant to the consent process for developments along the coast. A responsible authority under the Planning and Environment Act must not decide to grant a permit to use or develop coastal Crown land within the meaning of the Marine and Coastal Act unless the minister has consented to the use or development.

Recent amendments to the Planning and Environment Act provide for the declaration by the minister of distinctive areas and landscapes, and subsequent preparation and implementation of a Statement of Planning Policy which provides state-level protection against inappropriate development in declared distinctive areas and landscapes. Declarations have been made for the Bass Coast, Bellarine Peninsula and Surf Coast to protect seaside townships and coastal landscapes from urban development pressure.

### **State of the environment reporting**

The *Victorian State of the Environment 2018* report evaluated the condition of the state's natural environment and reported on the monitoring and management systems. The report is the first known attempt in Australia to apply the United Nations Sustainable Development Goal framework to environmental reporting at a sub-national level. The report assesses 170 scientific indicators. It is a comprehensive, scientific baseline on the health of Victoria's environment, and identifies gaps in research and monitoring programs. Information is reported across 13 themes including an assessment of 24 indicators in the marine and coastal environments theme.

The findings state that a business-as-usual approach and ad hoc investment in monitoring, science and reporting are unlikely to meet our requirements for effective, adaptive management practices into the future. There are 20 recommendations to target those interventions that will improve multiple outcomes for Victoria. Recommendation 10 is for the marine knowledge framework to be expanded to include all marine and coastal environments, and for this information to be available for inclusion in the forthcoming *State of the Marine and Coastal Environment 2021 Report*.

Better investment and use of spatial data, data analytics and scientific research are addressed in Recommendation 14: 'That DELWP develop its spatial information capability and database, and ensure it is regularly and routinely updated, to inform decision-making across the environment portfolio.' The existing information systems are unreliable and present a number of risks and sources of misinformation. The report states that marine and coastal datasets are limited in a number of ways, particularly outside conservation parks and reserves, and that most monitoring is undertaken by non-government bodies, community groups and through citizen science.

### **Waterways management**

Under the *Water Act 1989*, the Victorian government retains the overall right to the use, flow and control of all surface water and groundwater on behalf of all Victorians. The Act also defines the Environmental Water Reserve as the amount of water set aside to meet environmental needs.

Catchment management authorities are established under the *Catchment and Land Protection Act 1994* and, amongst other duties, must prepare regional catchment strategies and coordinate and monitor their implementation. These strategies consider the cumulative impact of catchment processes on coastal waters and promote management actions to mitigate these impacts.

The *Victorian Waterway Management Strategy* (2013) provides the framework for government, in partnership with the community, to manage rivers, wetlands and estuaries so it can support environmental, social, cultural and economic values now and into the future. The catchment management

authorities – Glenelg Hopkins, Corangamite, West Gippsland and East Gippsland – and Melbourne Water are required to develop management strategies for estuaries within their areas of operation.

### **Victorian Auditor-General (VAGO) audits**

VAGO has recently conducted two audits relevant to coastal reserves. The 2014 audit *Oversight and accountability of committees of management (CoMs)* found that significant improvement was required and that the then Department of Environment and Primary Industries was not targeting its support to reserves with higher risk profiles and consequently had not taken sufficient steps to ensure that community-based CoMs are managing Crown land reserves appropriately. The *Follow up of oversight and accountability of committees of management* in 2018 reported that the 11 recommendations had not been fully addressed and some actions had heightened the risks identified in the original audit. VAGO commented that the absence of a robust risk assessment approach, poor governance and fragmented oversight is compounded by poor information about Crown land reserves.

VAGO reported in 2018 on *Protecting Victoria's coastal assets*. The report highlighted that managing and safeguarding coastal protection structures is as important as managing the assets they shield both now and into the future. The report states that a sea level rise of 0.8 metres by 2100 would put 48,000 residential buildings and more than 650 kilometres of roads and railways at risk of inundation. The replacement cost for these assets was estimated at more than \$10 billion.

The report states that coastal assets, both natural and built, are not being adequately protected and management approaches are not systematic, consistent or risk based. VAGO found that no one agency or system collects asset condition information across the entire Victorian coast.

### **Asset management**

Public assets support the delivery of government services to the community, including preserving cultural and heritage assets with unique historical, cultural or environmental values. The Department of Treasury and Finance's 2016 *Asset Management Accountability Framework (AMAF)* outlines how effective asset management is achieved, details mandatory requirements including developing strategies, governance frameworks, performance standards and processes to regularly monitor and improve asset management.

The AMAF applies to non-current assets (physical and intangible) but not financial assets. Land, buildings, infrastructure, plant and equipment comprise the bulk of Victoria's non-current assets.

Implementation guidance notes outline how assets should be managed across their whole lifecycle. The AMAF aims to improve transparency and accountability through the attestation process with reporting on, and ensuring, efficient and effective asset management.

### **Current coastal initiatives**

Some of the key coastal initiatives recently completed or currently being undertaken across the state include:

- Marine and Coastal Policy 2020
- Marine and Coastal Strategy (due 2020)
- Great Ocean Road Management Reform
- Yallock-Bulluk Marine and Coastal Park (Bass Coast coastal Crown land reforms currently before parliament)
- Statewide Coastal Asset Management Database
- Coastal Assets and Values Project

- Protecting Victoria's coastal assets (2018)
- Protection of priority Victorian beaches and foreshores
- Victorian Coastal Monitoring Program projects in Western Port and Corner Inlet and Open Coast and Port Phillip Bay
- Pilot local coastal hazard assessments at Port Fairy, Western Port, Bellarine Peninsula/ Corio Bay, and Gippsland Lakes/Ninety Mile Beach
- Port Phillip Bay local coastal hazard assessment
- Committees of Management Reform Program
- Future Foreshores Project
- Planning scheme amendments establishing three new Distinctive Area Landscapes – Bass Coast, Bellarine Peninsula, Surf Coast
- Inverloch erosion multi-agency working group
- Boating Coastal Action Plan review and central coastal region's Recreational Boating Facilities Framework.

## 1.8 Management arrangements

DELWP has overall responsibility for the management of Victoria's Crown land (except for Parks Victoria managed land) including coastal reserves, often in partnership or by arrangement with other organisations, government agencies, local government or committees of management.

DELWP administers the assignment or delegation of management through legislation and other formal appointment processes. There are several state government departments, public authorities or agencies, boards or committees of management that provide on-ground public land management, and land is also used or managed through tenures such as leases, licences or permits. Public authorities include water authorities; various public bodies relating to transport (VicRoads, VicTrack, port authorities), education (schools), health (hospitals, community facilities), justice (police stations, courts) and emergency services. They use a mix of Crown land held under vested or other delegated arrangements or under licence or lease and may include freehold title land. Much of this land is operational, with purpose-built infrastructure or buildings.

More than three quarters of all public land is managed by either DELWP directly or by Parks Victoria. Parks Victoria manages some four million hectares of Crown land across the state comprising a range of parks and reserves including national and state parks, coastal (conservation) parks and a significant amount of Victoria's coastline including many coastal reserves. Several significant public land areas across the state are managed by specialist entities such as Phillip Island Nature Parks, Zoos Victoria and alpine resort management boards.

Government road reserves also make up a significant area of public land and are managed by VicRoads or local councils but may be closed and licensed by DELWP for other purposes such as grazing.

### Committees of management

Crown land reserves may also be managed by members of the public through formal appointment as a Committee of Management (CoM). The role of such a committee is to manage, improve and maintain the reserve on behalf of the Minister for Energy, Environment and Climate Change. DELWP oversees more than 1500 Crown land reserves managed by around 1200 local committees of management across the state. Some of these are very small areas of Crown land, while others with significant assets require greater levels of governance and financial reporting. DELWP's 2019-2020 categorisation framework has four categories based on financial and non-financial criteria (e.g. category 1 CoMs have either cash or annual

revenue exceeding \$1 million, or manage Crown land of statewide significance or community interest).<sup>2</sup>

There are seven category 1 CoMs statewide. Four of these CoMs are responsible for coastal reserves located on the Bellarine Peninsula and parts of the Otway coastline (subject to the Great Ocean Road Management Reforms Project). There are several other coastal reserve committees that are close to meeting financial thresholds for category 1, particularly those with camping and recreation facilities on the Mornington Peninsula. All CoMs managing coastal Crown land are included in category 2 (if not already in category 1) making up 25 of 36 listed in that classification.<sup>2</sup>

There are a number of programs currently looking at the roles and responsibilities of CoMs, including those that manage coastal reserves in the Great Ocean Road Action Plan Reform and Future Foreshores in Western Port. DELWP's CoM Reform Program – established in response to VAGO's 2014 audit and 2018 follow up of the oversight and accountability of CoMs (see section 1.7) – focuses on strengthening governance by CoMs and increasing support to CoMs.

Coastal CoMs were required to prepare a management plan under the former Coastal Management Act and similar provisions were carried into the new Marine and Coastal Act.

### **Local councils**

Municipal councils also manage over 2800 Crown land reserves across the state as committees of management including many coastal and foreshore reserves. Some local parks and reserves may also include freehold land owned by the local council. VEAC's assessment of coastal reserves includes Crown land only.



This chapter provides VEAC's key findings and recommendations. It also summarises the feedback from consultation with the community, land managers and other stakeholders on the draft report and throughout the investigation.

Coastal reserves and all public land along the coast are very significant to the community and are at risk from the impacts of sea level rise due to climate change. VEAC has found that most coastal reserves have at least one indicator of high natural values or high recreation and tourism values, while cultural values are more difficult to document in an inventory.

Information on the number and types of reservations for coastal reserves is technically complex, inconsistent and fragmented leading to significant on ground issues for land managers and the community. As sea level rise continues to affect the coast many of the legal, administrative or technical issues will get worse. Much of the Crown land information is not readily available to the public and does not always inform management. The complexity of legislative and planning processes together with the number and variety of land and infrastructure managers further complicates management responsibilities and decision making.

This assessment is an opportunity to provide recommendations to assist future planning and management effectiveness. Some issues identified in this report are likely to be addressed by reform programs already underway, particularly implementation of the government's Marine and Coastal Policy 2020, development of a Marine and Coastal Strategy during 2020 and Crown land legislation reforms.

A key component of the current reforms is the inclusion of Aboriginal Traditional Owner values in decision making and planning for the marine and coastal environment. VEAC strongly supports programs working in partnership with Traditional Owners acknowledging the importance of Sea Country, and for the knowledge and aspirations of Aboriginal people to guide future care of coastal land and waters.

## 2.1 Community and stakeholder views

Stakeholder consultation is a key part of VEAC's work, tailored to the nature and specific requirements of each investigation or assessment. For this assessment, the consultation process has included provision of information to interested organisations and individuals, targeted stakeholder consultation on technical information such as the draft technical definition of coastal reserves and one formal written submission period on the draft report.

Information gathering and data analysis have also formed a major component of the assessment. VEAC has worked with land managers, local government and state government to collate the information necessary for the assessment. VEAC's recently completed Assessment of the Values of Victoria's Marine Environment was an important source of information for some parts of this report. A major piece of work on coastal land, focusing on nature conservation was completed for the VNPA by Smyth (2014) *The coast is unclear: An uncertain future for nature along the Victorian coast* (see vnpa.org.au).

### Defining coastal reserves

The terms of reference (box 1.1) provide only a general description of Crown land to be included or excluded from the assessment. The terms of reference therefore note that the first step for the assessment is publication of a draft definition of coastal reserves including a diagrammatic representation and map. Establishing a definition and map base of coastal reserves is a precursor to preparation of an inventory of values and uses and other analyses required for the assessment.

A technical definition of coastal reserves was developed with the assistance of practitioners and key stakeholders and circulated to them for comment in July 2019. The definition was also published in the draft report and additional comments were invited during public consultation across the state. Responses were largely seeking clarifications; these have been addressed in this final report with the minor revisions of the technical definition of coastal reserves provided in box 3.1 in chapter 3.

### Written submissions

Written submissions are one way for VEAC to seek community views on issues and values associated with public land. For this assessment, the terms of reference required VEAC to produce a draft report and seek public comment on it.

The submission period began on 9 October 2019 with the release of the draft report and the associated inventory and interactive mapping and closed on 11 November 2019. The release of the draft report and its availability on VEAC's website was advised by email bulletin and a notification was published on VEAC's website and Facebook page. Licence and lease details for coastal reserves and nearby public land as of July 2019 were provided by the Department of Environment, Land, Water and Planning (DELWP) and emails or letters sent to licence holders advising them of the draft report and inviting submissions.

VEAC received 11 written submissions with eight received from organisations and three from individuals. These are available at [www.veac.vic.gov.au](http://www.veac.vic.gov.au). VEAC has considered all the information, views and comments made in written submissions in preparing this final report.

### Community information sessions and workshops

Community information sessions and workshops were held in five locations along Victoria's coast (Inverloch, Lakes Entrance, Frankston, Warrnambool and Geelong) between 23 October and 31 October 2019 to discuss the assessment and the draft report. There were approximately 45 attendees. The sessions provided an opportunity for face-to-face engagement with VEAC. Participants were able to learn more about the assessment, view maps and other information and provide input. Most people came to hear the introductory presentation and to participate in group discussions. Key elements of the assessment were discussed in detail during the workshop or group discussions component of the sessions.

### Summary of feedback

VEAC heard from residents, visitors, community organisations and land managers. Useful information was provided about changing or emerging trends and uses, important values, and issues and information about specific places. The assessment has benefited greatly from the knowledge and perspectives of all who were involved in the consultation.

The main topics highlighted in submissions and at the community information sessions and workshops were:

- the importance to the community of coastal reserves and coastal public land more generally
- management issues at specific sites along Victoria's coast stemming largely from increasing population pressures, changing uses and the impacts of climate change

- a need for clarity and consistency to support management decision making
- the complexities and confusion relating to public land management arrangements along the coastline
- uncertainties faced by public land managers as a result of climate change and how it will impact prioritisation of resources
- a desire for a coordinated strategic approach to managing and responding to climate change impacts on Victoria's coastal public land
- opportunities for proactive management decisions, open communication and leadership by government in response to the challenges presented by climate change
- observations relating to changing uses and emerging trends on coastal reserves in Victoria.

A consultation summary was published on VEAC's website in November 2019 together with the written submissions made on the draft report. The consultation summary outlined the main points that VEAC heard from local communities, land managers and other stakeholders relating to the draft report, maps and associated inventory for the assessment. The main topics raised are outlined in more detail below.

#### *Public land management and administration*

Many submissions commented generally on issues relating to public land management and administration. More detailed information was provided on:

- the management of important natural values
- the management of important recreation and tourism values
- issues relating to inadequate resourcing and funding to meet the current demands
- administrative arrangements and processes, including concerns relating to governance
- issues with the relevance of reservation types and purposes, and planning scheme zoning.

#### *The inventory component of the assessment*

Feedback relating to the inventory included suggestions for several additional values to be included in the inventory. These are discussed in chapter 5. Suggestions were also provided on ways to improve the report and to make it more comprehensive and more easily accessible.

#### *Climate change*

The uncertainty presented by climate change was discussed in many submissions and at all regional consultation sessions. VEAC heard about current challenges associated with climate change such as coastal erosion and concerns about future impacts. A broad range of stakeholders raised the need for a coordinated strategic approach, and for guidance on how to proactively manage for these impacts and the associated risks and the inevitable changes to use.

#### *Future planning*

Many submissions discussed the need for future planning to ensure preparedness for changes relating to climate change and population growth. Feedback typically expressed concerns for protecting Victoria's coastline from pressures due to increasing visitor numbers. There was concern for the placement of coastal infrastructure and developments, and comments about the need for new infrastructure to be built according to future projections for a site or the potential for relocation (e.g. retreat).

### *Emerging or changing uses*

There were several submissions that described changes to use or emerging uses of coastal reserves. Uses that appear to be increasing are generally water-based and coastal reserves are used for access for activities such as scuba diving, recreational fishing, swimming and jet skiing. Increasing number of people are also visiting the coast with dogs. The difficulty of anticipating these changes to use or emerging uses, particularly at specific locations, was acknowledged and more active management was considered desirable to address the increasing pressure on remaining available areas.

### *The assessment process, scope or final report*

Comments were received relating to the assessment process and its scope and suggestions for changes and inclusions of new information in the final report. There was a desire for all types of public land on Victoria's coast to be assessed rather than limiting the study to coastal reserves.

### *Areas of uncertainty for public land managers*

Coastal land managers described a need for additional information and decision-support tools to help them prioritise management of competing values or uses and to assist them with resource allocation. Areas of uncertainty relating to the impacts of climate change in coastal areas such as the risk of erosion, the application of the 'Doctrine of Accretion' and title boundary changes were reported as difficult for land managers to navigate. Some land managers also described the need for better understanding of community expectations for management of coastal areas affected by climate change.

## **2.2 Key findings and results**

### **About 30 per cent of the length of Victoria's coastline is in coastal reserves comprising some 21,455 hectares on the coast and about 40,315 hectares in the Gippsland Lakes**

Coastal reserves are located along around 30 per cent of the coastline and most of the remaining 70 per cent of Victoria's coastline is protected in national parks, coastal parks or conservation reserves. Exact details are difficult to quantify due to the imprecision in Crown land boundary definition along sections of the coast. Feedback suggests the community would like an assessment undertaken of all coastal Crown land.

Coastal reserves are variously managed by Parks Victoria, DELWP, local government or committees of management. Identification of the manager can be difficult for the public.

### **Coastal reserves are mostly reserved for public purposes and defined in part by ambulatory (moving) boundaries**

This assessment found that coastal reserves are mostly reserved for either 'public purposes' (73 per cent) established in the late nineteenth century by either temporary or permanent reserve, or 'protection of the coastline' (20 per cent) established in the 1980s and often including both onshore and offshore areas. Numerous other Crown land reservation purposes and around 1250 hectares of unreserved Crown land make up the remainder. This information is difficult to obtain.

Most reserves are defined by the ambulatory (moving) boundaries of high water mark (HWM) or low water mark (LWM) where the effects of shoreline erosion and accretion on land status can be complex.

### **The effects of climate change on ambulatory boundaries of coastal reserves are uncertain**

In locations where onshore Crown land reserves are defined by ambulatory boundaries, such as HWM or LWM, managers have difficulty exercising regulations and understanding changing management

responsibilities, especially where the shoreline changes seasonally and land accumulates or is eroded. Rising sea levels will lead to greater inundation and erosion of the coast.

A report commissioned by VEAC investigated the likely impacts of climate change on coastal cadastral boundaries. Discussions with land managers indicate that there is uncertainty as to how changing shorelines will affect land status along the coast. There is a preference for clear guidance or statutory law to provide certainty. For private land the effects of coastal erosion will be significant and may cause the loss of land in land titles.

### **Existing Crown land reservation purposes do not provide clear management objectives and a range of other planning tools are used to support decision making**

Where reservation purposes are available, purposes such as 'protection of the coastline' or 'public purposes' provide managers and the public with little guidance on the objectives or purposes for coastal reserves. 'Protection of the coastline' is ambiguous, for example. Additionally, for some areas the reservation purpose is unclear, particularly for those areas of Crown land acquired by government land purchases or transfers to the Crown. Around 1250 hectares of coastal reserve has also been identified as unreserved Crown land and, in places, government road is utilised or functions as part of the coastal reserve.

There is also a range of other miscellaneous reservation purposes many of which do not align with the government-approved land use for coastal reserves. Reservation purposes including 'public purposes' do not reflect implementation of past government-accepted coastal reserve recommendations of the LCC/ECC/VEAC.

Coastal land managers would welcome more tools to help with planning and management decision making as well as provision of clear objectives for coastal reserves. VEAC has observed local 'work-arounds' because of convoluted administrative processes, a lack of appropriate levels of resourcing and unclear management objectives.

### **Most coastal reserves have significant natural and recreation values**

The unique position in the landscape of coastal reserves and the proximity of most to major population centres means that these areas are significant across multiple values. Consequently, this assessment has identified significant values in most coastal reserve land units. Biodiversity and recreation and tourism values were those most often recorded. This is likely to be due both to the relative ease with which these types of values can be spatially quantified and to the sorts of uses that occur on coastal reserves. For example, more than 95 per cent of coastal reserves scored high values in at least one of the ten indicators of significant biodiversity value and over 75 per cent of coastal reserves scored high values in at least one of the five indicators of important recreation and tourism values.

### **Aboriginal values and interests are significant and require attention led by Traditional Owners**

Victorian Traditional Owners have described their aspirations for Sea Country (including coastal land) in joint management plans and country plans. The Marine and Coastal Policy 2020 acknowledges and supports a role for Traditional Owners in leading healing and ongoing care and use of Country with an emphasis on a self-determination approach, and a need to listen and embed caring for Country knowledge and practice in planning, management and decision-making. The Marine and Coastal Policy identifies a need for two-way capacity building for land managers and Traditional Owners.

VEAC supports the collaborative approach in the Marine and Coastal Policy and the current recognition and treaty programs underway with Victorian Traditional Owners.

### **Most coastal reserves are at risk of inundation and erosion due to climate change**

Modelling prepared for the Victorian Coastal Monitoring Program indicates that coastal reserves will be heavily affected under relatively conservative sea level rise scenarios of 20 centimetres by 2040 and 82 centimetres by 2100. More than 75 per cent of coastal reserve land units will be impacted by the predicted 20 centimetres sea level rise, increasing to 85 per cent affected by an 82 centimetres rise. When the modelling includes storm surges, these figures increase to some 85 per cent of coastal reserve land units and 88 per cent respectively.

Coastal acid sulphate soils produce sulphuric acid during wetting and drying events which occur during flood and storm surge events. These soils are present in 161 coastal reserves, 37 of which have these soils present in over 99 per cent of their area. Many of these reserves are vulnerable to sea level rise or storm surge by 2040.

Almost all the coastal reserves with high biodiversity values (94 per cent) and those with high recreation and tourism values (96 per cent) are predicted to be impacted by coastal erosion, inundation, or disturbance of coastal acid sulphate soils.

All coastal reserves with active sports facilities (e.g. pools, tennis courts, bowls clubs) are at risk from the impacts of climate change by 2040. Almost 95 per cent of the coastal reserves with caravan or camping facilities are predicted to be impacted by climate change by 2040. Of the coastal reserves with built community facilities (e.g. club houses, surf lifesaving facilities, tourist sites), some 88 per cent may be impacted by 2040 and 95 per cent by 2100. Due to their low-lying nature, nearly all coastal reserves with marine access infrastructure are at risk from the impacts of climate change by 2100.

### **Coastal 'squeeze', where coastal land is squeezed between rising sea levels on one side and fixed landward boundaries on the other, is an emerging concern**

At a statewide scale climate change, population growth and ageing coastal infrastructure are broadly agreed to be the most significant pressures on marine and coastal environments. There was overall feedback that impacts from population growth need to be actively managed to maintain the character of coastal spaces between settlements (town boundaries) and that there is a need to protect fragile coasts from pressures relating to increasing visitor numbers.

A key emerging issue raised by many was the impact of coastal inundation and erosion on the use and enjoyment of coastal reserves. The scope of these comments included both the inland retreat and relocation of existing uses and infrastructure as the shoreline moves landward in response to sea level rise, reduction in habitat, and the potential impacts when coastal reserves are entirely inundated. On the inland side, coastal reserve mostly abuts freehold land or road reserve adjoining freehold. There is a strong desire for open communication about the potential effects of climate change and a coordinated response from all levels of government.

While it was generally acknowledged that anticipating changes to activities or planning for new and emerging uses is difficult, some trends in recreation use and visitor numbers are observable. Nature-based tourism is increasing, and peak visitation to Victoria's coast has increased with peak periods lasting longer; this is on top of already increased baseline visitation, even in the winter months. Some changes in visitor use are sudden – probably due to information sharing on social media – and difficult for managers to predict.

### **Information on coastal Crown land is difficult to obtain, including identification of the appointed land manager, the reservation purpose and the management objectives**

Many stakeholders, land managers and members of the general public told VEAC that they could not readily identify the responsible authority or manager of coastal Crown land, they did not know the reservation purpose (if the land was reserved) and they were unclear about the management objectives for coastal reserves.

Crown land is currently reserved under either the *Crown Land (Reserves) Act 1978* with public notice in the government gazette or by amending Acts of parliament. Historically the *Land Act 1958* (and its predecessors dating back to 1860) was the principal tool for reserving Crown land with reservation details published in the government gazette.

DELWP is compiling Crown land reservation information through the Victorian Online Titles system (VOTs) and access to this information is improving. However, for certain types of Crown land reserves records are poor, particularly land acquired by transfer to the Crown (purchase or surrender of freehold title). Land transferred under section 5 of the *Crown Land (Reserves) Act* is deemed reserved upon transfer; however, there is no publication of the reserve purpose and records are not centralised.

Most coastal reserves are reserved for 'public purposes' providing little indication of management objectives. In some instances, records are incomplete in the VOTs system and VEAC was unable to accurately determine information on reservation purpose and type. With more time and specialist resources the small number of cases should be able to be resourced.

### **Management responsibilities are unclear and not well co-ordinated, particularly for coastal infrastructure and assets**

This finding is related to the difficulty experienced with identifying coastal reserve managers or managers of specific functions in coastal reserves, exemplified in the Gippsland Lakes area. Where multiple managers are involved, either for different functions or different locations along the coast, greater clarity and better communications with both the public and stakeholders is favoured. It was proposed that State government provide directives to coordinate management across the numerous management agencies involved along the coast.

A more detailed understanding of the potential impact of climate change on Victoria's utilities infrastructure was considered to be important. Opportunities were identified to anticipate the loss of some areas and deliberately 'activate' alternative locations and communicate decisions to the public.

### **The community wants a greater involvement in management decision making and more transparency in planning for coastal reserves**

VEAC heard that the community wants to be able to participate fully in decision making, including appointment of committees of management, and to be involved before decisions are made.

Community feedback indicated that coastal management consent processes were opaque and did not adequately involve the community in decisions. One proposed approach was to zone coastal reserves Public Conservation and Resource Zone (PCRZ) so that local government planning proposals include a public consultation process.

### **Coastal reserve managers want tools to support prioritising competing needs, planning for impacts from climate change, managing population pressures and allocating limited resources**

Decision making on management can be complex particularly in the context of the risks of climate change (inundation and erosion) and increasing demand for public access. Coastal reserve managers are seeking guiding principles to support difficult decisions and communication to the community.

Transitioning to new arrangements under the *Marine and Coastal Act 2018* has led to some uncertainties and inconsistencies in how land managers are working with the legal framework and management tools for coastal reserves under the *Crown Land (Reserves) Act*. Some stakeholders ask that opportunities for tourism and visitor facilities not be prioritised above environmental, cultural and social values; and that decision making should assess the social values of coastal areas, rather than economic values such as return on investment.

Stakeholders also asked for further research to identify areas of increased vulnerability to coastal erosion and resources to undertake targeted management works. There is concern that management decisions may be compromised by a lack of research (e.g. sandy shore ecology, visitation statistics), or inadequate funding. There are opportunities for greater community involvement via citizen science and monitoring programs.

A number of these actions are already underway; several local coastal hazard assessments are in progress or completed across the state. Information on condition of coastal assets is part of a statewide data collection project together with development of a risk-based decision-making framework for coastal protection structures. There are also opportunities to improve communication of existing knowledge and to use case studies to illustrate examples from Australia and overseas.

## 2.3 Recommendations

To assist with future planning and decision-making for Victoria's coast VEAC was asked, amongst other things, to review the number and types (reservation status) of coastal reserves in Victoria. As a first step a definition of coastal reserves to be used in the assessment was established. During this process a range of technical issues were encountered relating to the administration of, and information management for, Crown land and specifically for coastal reserves.

Key issues were inconsistencies in management objectives and governance, varying approaches to policy and strategic planning, and variations in regulatory and institutional arrangements. Many issues arise from poor access to knowledge and resources. Other issues stem from the complexity of management decision making and the effects of limited resources leading to short-term and 'triage' approaches. Climate change and increasing population pressures elevate issues such as the implications of ambulatory title or reserve boundaries and increasing shoreline erosion.

VEAC invited comments on a range of specific issues discussed in the draft report. Feedback was sought on opportunities for improvements to the information provided for this assessment and matters related to improved governance, more consistent management objectives and decision making, and better access to Crown land information. Many of these issues are inter-related.

VEAC supports the approach of Marine and Coastal Policy and Strategy enabling self-determination for Aboriginal people. The recommendations made here do not change native title status of coastal reserves nor do they have implications for the future aspirations of Traditional Owners for Sea Country.

VEAC has identified changes to current approaches that will improve management of coastal reserves and practical ways to assist future planning and decision making. Nine recommendations address the following topics:

- clarity and consistency in use and management of coastal reserves
- uncertainties around coastal land boundary definitions
- improving coastal Crown land administration and governance
- better access to Crown land information and decision support tools for managers.

The intent of some of these recommendations can be achieved through, or integrated into, reform processes currently underway (particularly the Crown land legislation reforms and development of the Marine and Coastal Strategy) while others will require dedicated resources to address longer-standing issues or administrative 'road-blocks'.

Some of the most complex issues are the effects of coastal erosion and the shoreline on reserve boundaries. VEAC has identified ways to address some management issues caused by shoreline changes but there are uncertainties around legal boundaries that require the expertise of the Surveyor-General and may need to be codified in legislation.

### Clarity and consistency in use and management of coastal reserves

The overall management objectives for coastal reserves should be clear in legislation and in the reservation purpose. However, more than 90 per cent of coastal reserves are currently reserved for 'public purposes' or 'protection of the coastline'. Neither purpose provides managers with sufficient or unambiguous guidance for use and management. It is unclear what 'protection of the coastline' means, for example. Additionally, for some areas the reservation purpose is unclear, particularly those areas of Crown land acquired largely by land purchases or transfers to the Crown. More than 1250 hectares of coastal reserve has also been identified as unreserved Crown land and approximately 75 hectares of government road is utilised as coastal reserve.

In the *Statewide Assessment of Public Land Final Report (2017)*, VEAC noted that Victoria's system of public land use categories is not a particularly complex one in a national and international context but, for historical and other reasons, is not well aligned with legislation. The government accepted in principle VEAC's recommendation to incorporate revised public land use categories, with their corresponding purposes, in the relevant legislation replacing the existing purposes, noting that there may need to be minor refinements to some categories and purposes. Section 3.2 of this report restates the purposes for which coastal reserves should be managed recommended by VEAC and accepted in principle by the government. These are, with minor amendments:

- to provide opportunities for recreation associated with enjoyment of the coastal environment
- to protect natural coastal landscapes, ecosystems and cultural features
- to protect the rights and interests of Traditional Owners, native title holders and Aboriginal Victorians, and their cultural values
- to provide for facilities consistent with the conservation and enjoyment of natural and cultural values of the coast.

In its response to VEAC's *Statewide Assessment of Public Land* the government accepted the recommendations to develop a new Public Land Act to consolidate and replace the current Land Act, Crown Land (Reserves) Act and Forests Act within five years, and for a consultation paper to be part of the legislation reform process. DELWP is responsible for implementing these recommendations. A consultation paper is expected to be released in 2020.

## RECOMMENDATION

### Purposes of coastal reserves

**R1** New or amended legislation specify purposes for coastal reserves based on government-accepted recommendations for the category in the *Statewide Assessment of Public Land (2017)*.

### *Implementation of government-approved public land use*

VEAC has identified that where LCC/ECC/VEAC government-accepted public land use recommendations for coastal reserves have not been processed through to formal reservation (i.e. reserved for the recommended specific purpose), there was some ambiguity as to the legal framework that applied. This is especially evident where significant time has passed since the recommendation was formally accepted by government. This ambiguity is compounded by much of the area of coastal reserve remaining as broad 'public purposes' reserve.

While most of the Crown land along the coast is subject to past LCC/ECC/VEAC recommendations, there are substantial and notable areas – such as the bed of the Gippsland Lakes and areas in several townships – where there are no recommendations. For these locations a separate public process is desirable to formally determine public land use. The community and stakeholders have also requested that unreserved Crown land, unused government roads and land transferred to the Crown (deemed reserved for various purposes) adjoining coastal reserve or abutting the coastline be included in this type of assessment process.

Some areas landward of low water mark originally reserved for 'protection of the coastline' have subsequently been incorporated into parks under the National Parks Act e.g. Bay of Islands and Cape Liptrap coastal parks. For these areas, the area landward of low water mark was subsumed into the park and the offshore portion typically remained reserved under the Crown land (Reserves) Act. These remnant offshore reserved areas are better considered as part of the public land use category 'coastal waters reserve' as they no longer contain any onshore land.

## RECOMMENDATION

### Government-accepted coastal reserve recommendations

**R2a** Crown land legislation reforms or other legislative processes be utilised to:

i) formalise government-accepted recommendations for coastal reserve (and foreshore reserve) and Gippsland Lakes Reserve (noting the exclusion of any areas formally set aside subsequently for other uses such as state game reserves, nature reserves, recreation reserves)

and

ii) revoke remnant portions of 'protection of the coastline' reserves from low water mark offshore where the area landward of low water mark was incorporated into a park under the National Parks Act and incorporate the revoked area into the coastal water reserve.

**R2b** For any areas used as coastal reserve that do not have LCC/ECC/VEAC government-accepted recommendations a process be established to assess these areas for reservation as coastal reserves and this assessment specifically includes:

i) beds of the Gippsland Lakes

ii) unreserved coastal Crown land

iii) land deemed reserved or transferred to the Crown, and

iv) unused and unmade government roads (or parts thereof) abutting the coastline.

Several stakeholders sought clarification on the status of the ECC's *Marine Coastal and Estuarine Investigation Final Report* (2000) government-accepted recommendations for coastal recreation zone and coastal protection zone. These zones were initially proposed in the LCC Marine and Coastal Special Investigation in 1995 and 1997, and subsequently adopted in both the 1997 and 2002 Victorian Coastal Strategy. The purposes of the original coastal recreation and coastal protection zoning have largely been addressed at regional and local levels over the past 20 years through a variety of planning processes, or superseded, and the zones are no longer used. The history of the zoning is summarised in section 3.2.

### Coastal reserve boundary uncertainties

For most of the coast ambulatory shoreline boundaries (high water mark or low water mark) separate areas of different ownership, reservation purpose, management responsibilities and regulations. The implications of this mobile boundary are important for land managers of coastal reserves, particularly those intensively used by the public where regulations may not apply in areas of unreserved coastal waters reserve (seabed).

An administrative approach is available to resolve some regulatory issues caused by the ambulatory boundary (shoreline) dividing onshore coastal reserve and offshore coastal waters (unreserved Crown land). An example is in place in some locations where coastal reserves currently extend offshore (e.g. 'protection of the coastline' reserves in many cases extend offshore 600 metres from low water mark). The Victorian Coastal Strategy (2002) recommended that a consistent planning framework for use and development in the near shore and marine environment required extension of coastal planning scheme boundaries offshore notionally 600 metres from high water mark. In these instances, the boundary between management regimes and regulations is no longer located at the shoreline but shifted to an area where fewer issues arise (i.e. away from the most intensive recreation and use).

Moving the ambulatory reserve boundary several hundred metres offshore resolves some of the regulatory and management issues particularly within the intertidal zone and immediate nearshore waters. Reservation also facilitates more consistent and faster administration and tenures management. VEAC considers that an offshore extension of 200 metres is sufficient to deal with most of the regulatory issues arising in the intertidal zone or likely to arise within the coastal reserve under projected sea level rise.

#### RECOMMENDATION

##### Extend coastal reserves offshore

**R3** Consideration be given to extending coastal reserves 200 metres offshore from low water mark in locations where the shoreline currently forms an ambulatory boundary with offshore unreserved Crown land categorised as coastal water reserve.

The effects of climate change and particularly shoreline erosion create significant uncertainty for legal land status (see chapter 3). The implications are complex for both the seaward (ambulatory) boundary abutting coastal waters reserve and the inland boundary of coastal reserves. Most reserves are defined by reference to the ambulatory boundaries of high water mark (HWM) or low water mark (LWM).

In locations where onshore Crown land reserves are defined by ambulatory boundaries such as HWM or LWM, managers have difficulty enforcing regulations and understanding changing management responsibilities, especially where the shoreline changes seasonally and land accumulates or is eroded. Climate change will lead to greater inundation and erosion of the coastline.

A report commissioned by VEAC investigated the likely impacts of climate change on the coastal cadastral boundaries. Discussion with land managers indicates that there is uncertainty as to how changing shorelines will affect land status along the coast. There is a preference for clear guidance and statutory law that provides certainty.

The effects of shoreline erosion are the most problematic; shoreline accretion generally leads to an increase in coastal reserve area at the expense of coastal waters and seabed. Coastal erosion on the other hand will force uses and infrastructure to relocate further inland. VEAC has undertaken a desktop review of several typical regions and found that the inland boundary of most coastal reserve abuts freehold land (or government road immediately adjoining freehold land). These findings indicate that opportunities for inland retreat of coastal uses or infrastructure will be limited for most coastal reserves. The erosion of the shoreline will effectively squeeze existing coastal uses into a narrowing onshore area leading to a range of issues. Community concern will be not only about the loss of coastal reserves to the sea but also about the effects on private freehold property; under the common law doctrine of accretion most land permanently inundated by natural processes will transfer to the Crown, irrespective of its previous status.

To avoid case by case determination of ambulatory boundary issues in the courts that would lead to confusion and ambiguity, it would be desirable to codify the law relating to coastal boundaries in legislation. The current reform of land legislation provides an opportunity for this.

## RECOMMENDATION

### Clarify shoreline law

**R4** Consideration be given in the current reform of land legislation to codifying the law relating to ambulatory coastal boundaries.

### Improving coastal Crown land administration and governance

There are a range of well-documented deficiencies with Crown land information systems and mapping that are currently being addressed within government and that VEAC has discussed more generally in the past (e.g. *Statewide Assessment of Public Land Final Report 2017*). For coastal reserves in many locations individual Crown land parcels contain multiple land uses, managers.

The poor alignment of land use and cadastral parcels often flows from the backlog of implementation of government-accepted LCC/ECC/VEAC public land use recommendations and fragmented management arrangements. This is a problem for areas under the Crown Land (Reserves) Act such as coastal reserves where there is a high intensity of use and fine-scale management arrangements particularly around townships, infrastructure and utilities. Council has heard from stakeholders and the community that in general it is difficult to determine management roles and responsibilities along the coast. This lack of clarity has led to poor levels of co-ordination and information sharing which undermines effective management and accountability.

Properly accounting for and documenting coastal reserve (and coastal Crown land) is restricted by the level of detail currently available in the cadastre particularly along the shoreline. A range of management benefits can be achieved by having a detailed mapping base that more accurately reflects the position of the shoreline and that aligns with management roles and responsibilities.

Work is underway to improve mapping of the cadastre along the shoreline but it is still rudimentary in some places across the state. VEAC supports the current improvements but can see that additional dedicated resources are necessary to address substantial backlogs for Crown parcel definition and ensure future planning decisions are made using an accurate, up-to-date mapping and data management system. In addition, partitioning Crown parcels to ensure a single use is allocated to each parcel will facilitate more accurate analysis that can be of significant benefit e.g. when quantifying changes in shoreline and land status from climate change.

There is a need for additional resources (especially in contrast to the resources applied to private land) and modernised administrative processes to provide better information on Crown land reservation, cadastre correction and definition, and partitioning of Crown parcels.

## RECOMMENDATION

### **Improve alignment of Crown land parcels to uses, management and the shoreline**

**R5** In parallel with recommendation R2a, a program be undertaken to align Crown land parcel boundaries with:

- a) government-accepted public land use recommendations for coastal reserves
- b) management arrangements, particularly in townships, across municipal boundaries and in the Gippsland Lakes, and
- c) the shoreline, particularly where parks or reserves are defined by an ambulatory boundary such as high water mark or low water mark, and in the Gippsland Lakes.

### **Tools to support managers and improved public access to Crown land information**

Public access to information such as Crown land reservation purpose or type, tools to determine if Crown land is reserved, and identification of land manager or responsible authority was found to be poor. VEAC found that reservation details including purpose were difficult to ascertain for some Crown land such as land transferred and deemed reserved, and areas subject to historic late nineteenth-century broadscale reservations. Access to Crown land status and reservation type information was highly desirable to stakeholders. Management arrangements are complex and there is a need for greater clarity and for documentation to be made available more widely.

Some of these information issues are addressed by assessments such as this one that provide a substantial publication of Crown land information relevant to the audience. However, these data can become out of date, especially with so many programs currently underway in the coastal environment.

VEAC considers that opportunities to include this type of Crown land information exist in management plans. Management plans prepared under the National Parks Act currently provide detailed information on land use and status (noting that land use is more clearly established in schedules of the National Parks Act). By including detailed Crown land information in management plans, coastal reserve managers and the public will have a clearer understanding of legal and governance arrangements and decision-making responsibilities.

## RECOMMENDATIONS

### Improve transparency and accessibility of Crown land information

**R6** Improve public access to Crown land reservation details including purpose for coastal reserves including areas transferred to the Crown and deemed reserved under section 5 of *Crown Land (Reserves) Act 1978*.

**R7** Ensure detailed spatial information on coastal reserve management responsibilities are made publicly available.

Note: consider making this information available for all coastal public land.

**R8** Coastal and Marine Management Plans prepared under the *Marine and Coastal Act 2018* be required to include the following:

- a) Crown land reservation status and purpose, and
- b) current LCC/ECC/VEAC government-accepted public land use recommendations.

Note: Any existing plans should be made publicly available.

Coastal reserves are highly valued by the community. Management decisions are often vigorously debated by the public and there are often a range of interested parties or stakeholders.

Coastal reserve managers have told Council that they are continually facing complex management decisions including balancing the impacts of climate change (inundation and erosion) and increasing demand for public access. Coastal reserve managers are seeking guiding principles to support complex decisions and community engagement. There is also an increasing role for Traditional Owners in land management and decision making.

A number of management tools exist and support for decision making is outlined in the Marine and Coastal Policy particularly for managing coastal hazard risk. DELWP is currently trialling an asset management decision framework. VEAC agrees that state government can play a greater role in managing coastal Crown land and has highlighted in the following recommendation the areas that stakeholders identified as requiring specific support and advice.

## RECOMMENDATION

### Decision support tools and management advice

**R9** Coastal reserve managers be supported with guidance and decision-making tools to assist with:

- a) asset management, particularly for coastal protection structures
- b) assessing competing values and uses
- c) defining uses that are functionally dependent on being located on marine and coastal Crown land
- d) clarifying approval processes for uses in coastal reserves and the role of the Marine and Coastal Act in relation to the Crown Land (Reserves) Act being the primary mechanism for licensing and leasing in coastal reserves
- e) how to manage risks and prepare for future climate change impacts.



### 3.1 Introduction

The land use category 'coastal reserve' has a specific meaning in the classification of public land use developed for Victoria. In VEAC's *Statewide Assessment of Public Land Final Report* (2017), which reviewed public land classification, the coastal reserve category was recommended to be retained. Along the coast, public land is also classified as national park, coastal or conservation park, nature reserve, wildlife and state game reserve, and a range of community use reserve categories in townships (e.g. recreation reserves). Victoria's offshore waters are classified as coastal waters reserve. The extent of coastal reserve was estimated in VEAC's *Statewide Assessment of Public Land Discussion Paper* (2016) as some 21,390 hectares.

There are several differences in approach in this assessment of coastal reserves from the previous work, notably inclusion of Gippsland Lakes and Gippsland Lake Reserve and some community use reserves such as foreshore caravan parks, parklands and lighthouses. In addition, VEAC's 2016 estimate excludes any offshore portions of coastal reserves. As a general principle in the current assessment the entire area of each reserve is included, including any offshore areas.

The terms of reference (box 1.1 on page 2) note that a first step for the assessment is publication of a definition of coastal reserve including a diagrammatic representation and map of coastal reserves. This is required because the terms of reference provide only a general description of Crown land to be included or excluded from the scope of the assessment.

Establishing a definition and map base of coastal reserves is a precursor to preparation of an inventory of values and uses and other technical analyses required for this assessment. VEAC has sought feedback and discussion with experts and key stakeholders, including coastal reserve managers, on some technical elements of the definition.

Two key criteria are used to define coastal reserves: Crown land reservation purpose and the government-accepted public land use recommendation of VEAC or its predecessors. Geographic parameters are also of assistance where there is uncertainty in reservation or recommendations.

This chapter outlines the decision-making process used to define coastal reserves and has the following aims:

- to define coastal reserves using a combination of existing information including government-accepted recommendations of the Land Conservation Council (LCC), Environment Conservation Council (ECC) and VEAC; Crown land reservation purpose; and geographic location
- to clearly describe areas of public land not included, such as *National Parks Act 1975* parks or reserves, and Crown land with other specified purposes such as wildlife and game reserves (state game reserves), historic reserves, nature reserves, commercial ports etc.

### 3.2 Coastal reserve public land use category

For almost 50 years the role of VEAC and its predecessors, the LCC and ECC, has been to draw together scientific and other research, consult with the community and make recommendations to the government on the protection and management of Victoria's public land. As described in section 1.6, coastal Crown land has been included in many studies, reviews and investigations.

Uses of coastal reserves have changed over time, including both the types and intensity of recreational activities, and are likely to continue to do so. Today the public land use category of coastal reserve describes generally linear areas of public land (foreshores) adjacent to the open coast and the coast of bays, coastal lakes, inlets and estuaries. In townships coastal reserves often provide facilities for intensive visitor use and provide access to the sea.

The most recent purposes and objectives that are recommended to apply to most coastal reserves are described below. These may be modified for some specific reserves or in special circumstances. The broad purposes are drawn largely from the government-accepted VEAC recommendation in the *Statewide Assessment of Public Land Final Report* (2017). In its formal response to the report (2017), the government noted that there may need to be minor refinements to some categories and purposes in new land legislation currently being developed by the government. Note that 'coastal Crown land' as defined in the *Marine and Coastal Act 2018* includes but is not the same as coastal reserve for the purposes of this assessment (see section 3.3 for more discussion).

#### Purposes and objectives of coastal reserves

- to provide opportunities for recreation associated with enjoyment of the coastal environment
- to protect natural coastal landscapes, ecosystems and cultural features
- to protect the rights and interests of Traditional Owners, native title holders and Aboriginal Victorians, and their cultural values
- to provide for facilities consistent with the conservation and enjoyment of natural and cultural values of the coast.

In the past, public land use recommendations for this category may also have listed suitable uses, inappropriate uses, or included policies that explained or interpreted the basic purposes and any principles and/or guidelines for detailed management planning or site-specific uses.

#### Former coastal recreation and coastal protection zones

The ECC's *Marine, Coastal and Estuarine Investigation Final Report* (2000) broadly classified coastal reserves into coastal recreation and coastal protection zones, following earlier work published by the Land Conservation Council in 1995 and 1996 and reflected in the first Victorian Coastal Strategy in 1997.

The ECC in consultation with the Victorian Coastal Council (VCC) identified these zones at a finer scale (1:100,000) in the ECC's final report and clarified the purpose of the zoning. The zoning was incorporated, as recommended by the ECC, into the second Victorian Coastal Strategy in 2002. Both the ECC and VCC avoided detailed prescriptive statements on allowed activities in the zones to provide for on-ground management which is responsive to the wide variety of local conditions in these locations. The 2002 Victorian Coastal Strategy specified that local managers would undertake detailed planning for individual coastal reserves, taking into account the broad direction of the zoning.

The third Victorian Coastal Strategy in 2008 further developed this approach, adopting activity nodes and recreation nodes rather than zones, consistent with policy and frameworks for coastal settlements

in the Melbourne 2030 and Coastal Spaces projects (within and outside greater Melbourne respectively). This approach also identified that detailed planning at regional and local levels by regional coastal boards would further define activity nodes and recreation nodes.

The purposes of the original coastal recreation and coastal protection zoning have therefore largely been addressed at regional and local levels over the past 20 years through a variety of planning processes, or been superseded, and the zones are no longer used. The spatial information on values and uses that led to the original zoning remains relevant and has been considered in the current assessment.

### **Purposes and objectives of coastal waters reserve**

The public land use category of coastal waters reserve refers to area of intertidal and subtidal land and the waters above it within state jurisdiction not otherwise designated for a specific use. Along much of the coast, coastal reserve abuts coastal waters reserve at either high water mark or low water mark. The ECC's *Marine, Coastal and Estuarine Final Report* (2000) provided guidance for uses and activities and recommended that this area be reserved. The ECC investigation did not include the beds of the Gippsland Lakes.

The purposes or objectives for coastal waters reserve as recommended in VEAC's *Statewide Assessment of Public Land Final Report* (2017) are as follows:

- to provide for a diverse range of activities that are compatible with long-term sustainable use
- to provide for the integrated management of Victoria's marine, estuarine and coastal area
- to protect the rights and interests of Traditional Owners, native title holders and Aboriginal Victorians, and their cultural values.

### 3.3 Approach and decision-making criteria

For most Crown land along the coast decisions as to whether an area is coastal reserve or not are straightforward and areas satisfy several criteria. For other areas there are complex relationships between the criteria and, in some instances, a lack of detail to support decision making. The information provided in this section outlines VEAC's considerations.

The three main criteria used to develop a technical description of coastal reserves are:

- a. current government-accepted public land use recommendation of the LCC, ECC and VEAC
- b. Crown land reservation purpose (including the entire reserve e.g. where there are offshore portions)
- c. geographic location and proximity to the coast (where a) and b) do not apply).

#### Public land use recommendations

Government-accepted LCC/ECC/VEAC recommendations provide the framework for public land use in Victoria including coastal reserves. More than 12 public land use studies from 1973 to 2011 include recommendations for coastal reserves (see figure 1.1). Unless government makes a subsequent formal decision to change or vary the use of public land, the most recent government-accepted public land use recommendation remains the accepted definition of use and purpose. In many instances, a government-accepted LCC/ECC/VEAC coastal reserve recommendation overlays a pre-existing Crown land reservation purpose. In many cases, the recommendation more narrowly specifies the use of areas with a pre-existing broad reservation purpose, notably that for 'public purposes'.

For several older LCC studies, particularly those in the 1970s and early 1980s, detailed mapping of public land use was not published. This is the case for several LCC studies along the coast (e.g. Corangamite, South Gippsland, East Gippsland, South West District 1 and 2) and some interpretation has been required to apply these recommendations to current Crown land parcels. Additionally, the LCC did not systematically identify small areas of public land, such as recreation areas or services and utilities areas. Recent reporting has included more detailed parcel-based mapping of public land use. This information is available for the coastal areas of VEAC's Metropolitan Melbourne Investigation (2011) and Angahook-Otway Investigation (2004) (see figure 3.1) and has been utilised in this assessment. Note that the boundary of most coastal investigations and studies was typically low water mark or municipal boundaries, but offshore islands were included in many studies.

Across the state there are some relatively small areas with no government-accepted recommendations. Examples include public land in designated cities, towns or boroughs excluded from LCC studies (i.e. Portland, Port Fairy, Warrnambool, Queenscliffe). This is also the case for Crown land acquired (or identified as Crown land) after the most recent study or investigation was completed. An example relevant to the coast is the ten lighthouse reserves transferred from the Commonwealth to Victoria in 1995. Two of these areas at Cape Otway and Split Point (Aireys Inlet) are subject to government-accepted recommendations for national park and coastal reserve respectively from the Angahook-Otway Investigation (2004). The remaining eight lighthouse areas have no public land use recommendation. When transferred to the state these areas were deemed reserved for 'tourism and public purposes'. A discussion related to Crown land reservation purpose is provided below. VEAC has included lighthouse reserves within the definition of coastal reserve for the purposes of this assessment.

**Figure 3.1** Extract of VEAC's Angahook-Otway Investigation Final Report (2005) recommendations for the Wye River area showing coastal reserve in dark blue and national park in green



In eastern parts of the state the beds of several large inlets are reserved as part of onshore parks (e.g. Sydenham Inlet is within Cape Conran Coastal Park, Tamboon Inlet and Wingan Inlet are within Croajingolong National Park). The exceptions are the beds of Mallacoota Inlet and Lake Tyers that are generally reserved separately from the onshore Crown land. Most Crown land near shore at Mallacoota Inlet is national park, including most of the intertidal zone and islands. At Lake Tyers State Park (Aboriginal title) the alignment of Crown parcels with the shoreline is less precise but the park is defined as inland from high water mark. The inlets and water bodies are here categorised as coastal waters reserve and not coastal reserve. The approach is summarised here for major coastal inlets and water bodies (and underlying land):

- Port Phillip Bay and Western Port are coastal waters reserve (with some relatively small exceptions)
- Shallow Inlet, Corner Inlet and Nooramunga marine and coastal parks areas – although not all formally reserved – are considered as equivalent to conservation parks under the National Parks Act
- Sydenham Inlet is within Cape Conran Coastal Park (under the National Parks Act)
- Tamboon (590 hectares) and Wingan Inlets (150 hectares) are within Croajingolong National Park
- Mallacoota Inlet (2740 hectares) and Lake Tyers (1160 hectares) are coastal waters reserve.

### *Gippsland Lakes*

The shorelines of the Gippsland Lakes have been the subject of two regional studies by the LCC: the South Gippsland District 1 study completed in 1973 and the Gippsland Lakes Hinterland study completed in 1983. Much of the area of the first study is now included on schedules of the National Parks Act as The Lakes National Park and Gippsland Lakes Coastal Park.

The LCC's *Gippsland Lakes Hinterland Final Recommendations* (1983) established the Gippsland Lakes Reserve as a public land use category in addition to the coastal reserve category retained on the open coast and the foreshore reserve category for areas of more intensive use at Paynesville and Metung. The lake beds and water were excluded from the LCC's study. The LCC's approach focused on integrated management of public land with proposed zoning directing location-specific management objectives, although the zoning was not adopted by government.

Subsequent reservation of parts of the Gippsland Lakes Reserve for protection and management of wildlife has more specifically allocated some areas to wildlife and state game reserves. These and

other areas allocated specifically to other land uses are excluded from this assessment. For the purposes of this assessment, the remaining parts of Gippsland Lakes Reserve (largely reserved for 'public purposes') are considered to be a foreshore reserve equivalent to coastal reserve.

Much of the Gippsland Lakes is shallow and large areas are intertidal or seasonally inundated. The Gippsland Lakes water bodies and lake beds are reserved for 'public purposes'. For the purposes of this assessment Gippsland Lakes Reserve and contiguous reserved lake beds are classified together as coastal reserve following the general principle to include the entire Crown reserve when there are both onshore and offshore portions.

The Gippsland Lakes Reserve comprises approximately 40,315 hectares and includes the following water bodies: Lake Wellington (14,765 hectares), Lake King (10,670 hectares) and Lake Victoria (10,910 hectares).

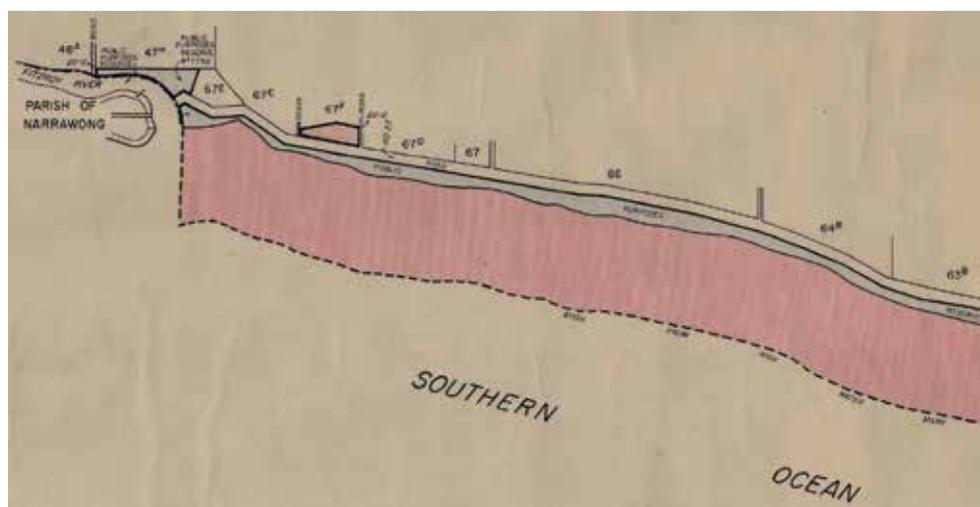
### Crown reservation purpose

This assessment provides a listing of current reservation purposes for all Crown land defined as coastal reserve and highlights areas of unreserved Crown land (see chapter 4). Reservation purpose can also be used to identify areas of coastal reserve, particularly where no government-accepted public land use recommendation applies or there is ambiguity.

The terms of reference for this assessment specify land not included in coastal reserves as 'any Crown land described as a park or marine sanctuary in Schedule 2, 2B, 3, 4, 7 or 8 to the National Parks Act'. These parks and sanctuaries are estimated to abut approximately 70 per cent of Victoria's coast, and include national parks, state parks, other parks (including some coastal parks and conservation parks), marine national parks and marine sanctuaries, marine reserve or marine parks, and marine and coastal parks (see appendix 1 for a list of the individual parks and reserves).

The terms of reference specifically include areas reserved under section 4(1)(ze) of the Crown Land (Reserves) Act for 'the protection of the coastline' referring to a series of permanent Crown land reserves established in the 1980s. In several instances these permanent reserves extend offshore 600 metres from high water mark (see figure 3.2), while others such as those at Port Fairy and Griffith Island, Western Port and Torquay extend to low water mark. These reserves are identified in chapter 4 and listed at appendix 4. Some areas have subsequently been included in National Parks Act parks or sanctuaries and are therefore no longer coastal reserves. Those instances where the offshore area is the only part retained are identified in appendix 4.

**Figure 3.2** Extract of Central Plan Office map CPR 25 accompanying the permanent reservation of an area for the protection of the coastline (areas shaded blue and pink extending offshore to 600 metres from high water mark) published in the Government Gazette 20 March 1984 page 961



Specific reservation purpose may also be used as a criterion to exclude areas from consideration as coastal reserves. For example, areas reserved for the 'propagation or management of wildlife' or the 'preservation of wildlife habitat'; under the Crown Land (Reserves) Act may be further classified under the *Wildlife Act 1975* as state game reserves and be available for hunting. There are 19 of these in the coastal environment, mostly in Gippsland (see appendix 1). These areas are excluded from the definition of coastal reserve by the specific reservation purpose and, in most cases, also the criterion of earlier government-accepted public land use recommendations as wildlife and game reserves.

In addition, there are a range of other specific reservation purposes (and often a corresponding government-accepted public land use recommendation) that exclude areas from the definition of coastal reserve. Some of these are: nature reserve, historic reserve, state forest, bushland reserve, regional park and water production reserve (see appendix 1).

For locations with more generalised reservation purposes (e.g. public purposes) other criteria are required to be applied to determine if coastal reserve is the appropriate classification.

### Geographic parameters

The terms of reference state that coastal reserves for the purposes of the assessment comprise Crown land adjoining and landward of low water mark (onshore), including contiguous bays, estuaries and inlets and the Gippsland Lakes. The terms of reference also state, for clarity, that unreserved Crown land from low water mark to the outer limit of Victoria's coastal waters (mostly three nautical miles), often described as the seabed or offshore, is not included. Offshore islands in Victoria's territorial waters are included and listed in appendix 3.

The inland extent of coastal reserves is not defined in the terms of reference. As outlined above whether or not an area of Crown land is a coastal reserve for the purposes of this assessment is determined through the technical written definition provided here or, ultimately, in the online maps.

In developing criteria for the definition to be used in the assessment, other definitions of coastal land were examined. The *Marine and Coastal Act 2018* provides a geographic definition of both 'marine and coastal Crown land' and the 'marine and coastal environment' for the purposes of the Act as follows:

- the marine and coastal environment extends 5 kilometres inland from the coast
- marine and coastal Crown land is defined as between the outer limit of Victorian coastal waters and 200 metres inland of the high-water mark of the sea, and to a depth of 200 metres.

Additions and exclusions to marine and coastal Crown land may be declared under the Marine and Coastal Act. VEAC's mapping shows that coastal reserves do not extend more than five kilometres inland from the coast (including coast of the Gippsland Lakes and inlets and estuaries) but there are many instances where contiguous Crown land extends more than approximately 200 metres inland. These geographic definitions from the Act have not been adopted in this assessment; they were developed for different purposes (e.g. policy and planning, consent processes) and apply to all marine and coastal Crown land in Victoria, including the 70 per cent of coastal land in parks and reserves and not included in the definition of coastal reserves for this assessment.

In estuaries, individual Crown reserves or parcels may extend contiguously some distance upstream and beyond the environmental influence of the sea. In some locations, stream bed (and lake bed) reserves may include intertidal or onshore areas. The geographic complexity of these areas necessitates decisions on a case-by-case basis, and these are reflected on maps accompanying this final report. Where required a restriction of no more than five kilometres inland from the sea has been applied in coastal rivers and estuaries.

### Summary of geographic parameters for coastal reserves

Using the information outlined above, coastal reserves can be broadly defined within the following geographic parameters:

- (a) onshore coastal Crown land including the foreshore of bays, inlets and estuaries (e.g. Gippsland Lakes, Western Port, Port Phillip Bay) and islands
- (b) coastal Crown land that is part of a single Crown land reserve (includes reserves consisting of both onshore and offshore parts such as 'protection of the coastline' reserves and the beds of Gippsland Lakes)
- (c) excludes offshore unreserved Crown land below low water mark.

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Note: a general guideline of no more than 5 kilometres from the coastline has been applied where contiguous Crown land extends significantly inland.

### Other issues

A number of Crown land coastal or foreshore community use areas are included in the coastal reserve definition. These individual cases were examined in detail. Examples of included uses are:

- publicly accessible lighthouse reserves
- coastal camping and caravan parks
- parklands and gardens, passive recreation open space areas
- some tourism or active recreation areas, museums, lighthouses, kiosks
- publicly accessible coastal infrastructure such as piers and jetties, boat ramps.

### *Aboriginal title land*

Victoria's *Traditional Owner Settlement Act 2010* allows the government and Traditional Owner groups to make agreements that recognise Traditional Owners' relationship to land and provide them with certain rights on Crown land. Under the Act, a settlement package can include a Land Agreement which provides for grants of land in freehold title for cultural or economic purposes, or as Aboriginal title to be jointly managed in partnership with the state.

Aboriginal title is a highly modified type of freehold grant to Traditional Owners, where the right to occupy, use, control and manage the land is transferred back to the State, including the authority to issue leases and licences. In all cases, the parks and reserves will continue to be managed under the same Act of Parliament they were reserved under prior to the grant of Aboriginal title but are also subject to a joint management plan.

To date, Aboriginal title has been granted or agreed to be granted for 25 parks and reserves in three agreements. For this assessment, areas of Gunaikurnai Aboriginal title land at Corringale (Marlo) and Raymond Island managed as coastal reserve are included in the inventory for completeness.

### Coastal reserve definition

A descriptive definition is provided in box 3.1. VEAC's maps of coastal Crown land are also available online showing areas defined as coastal reserve for the purposes of this assessment, and an interactive map is available to allow detailed examination of reserves in townships and estuaries (see [www.veac.vic.gov.au](http://www.veac.vic.gov.au)).

Three main criteria are used to define coastal reserve for the purposes of this assessment:

- a. government-accepted public land use for coastal reserve or equivalent category (arising from recommendations of the LCC, ECC or VEAC)
- b. appropriate Crown land reservation purposes, and entire reserve area,
- c. geographic location and proximity to the coast, where a) and b) do not apply.

#### Box 3.1 Technical definition of coastal reserve

Coastal reserve is Crown land along Victoria's coast (including bays, inlets and estuaries, and the Gippsland Lakes), comprising:

- areas subject to government-accepted LCC/ECC/VEAC coastal reserve recommendations (including those government-accepted recommendations accepted but not formally implemented)
- areas reserved for protection of the coastline
- areas reserved more generally for public or similar purposes, contiguous with the coast (exclusions specified below)
- coastal Crown land that is contiguous with the coast (and coastal lakes) and is part of a single Crown land reserve. This includes the Crown land in both onshore and offshore parts of the reserve (exclusions specified below)
- onshore unreserved Crown land contiguous with the coast and within 5 kilometres of the coast
- some reserves for community use located on the foreshore, such as coastal camping and caravan parks, open space, parklands and gardens, and some public buildings
- publicly accessible coastal infrastructure such as lighthouses, pier and jetties
- in estuaries, Crown land contiguous with the coast and within 5 kilometres of the coast.

For clarity, coastal reserve does not include:

- freehold land owned by local government, public authorities or private owners
- Commonwealth land
- Aboriginal title land under the *Traditional Owner Settlement Act 2010* (these areas are reported for completeness)
- the seabed or a lake bed (i.e. Mallacoota Inlet, Port Phillip Bay, Western Port) except where a single reserve includes significant onshore areas (i.e. Gippsland Lakes, various 'protection of the coastline reserves')
- a park, reserve or marine sanctuary under the *National Parks Act 1975*

- land reserved under the *Crown Land (Reserves) Act 1978*, or subject to government-accepted LCC/ECC/VEAC recommendations, for specific purposes including:
  - state game reserve or wildlife reserve (hunting permitted), lake reserve
  - nature reserve, nature conservation reserve or flora and fauna reserve
  - state forest or softwood plantations
  - historic reserve
  - water production reserve
  - public land water frontage, stream beds or banks
  - bushland reserve, streamside reserve, natural or scenic features reserves
  - regional park, metropolitan park, forest park
  - utilities or government services, earth resources, commercial ports and coastal infrastructure (with restricted access), roads and railways.

### 3.4 Mapping and documentation approach

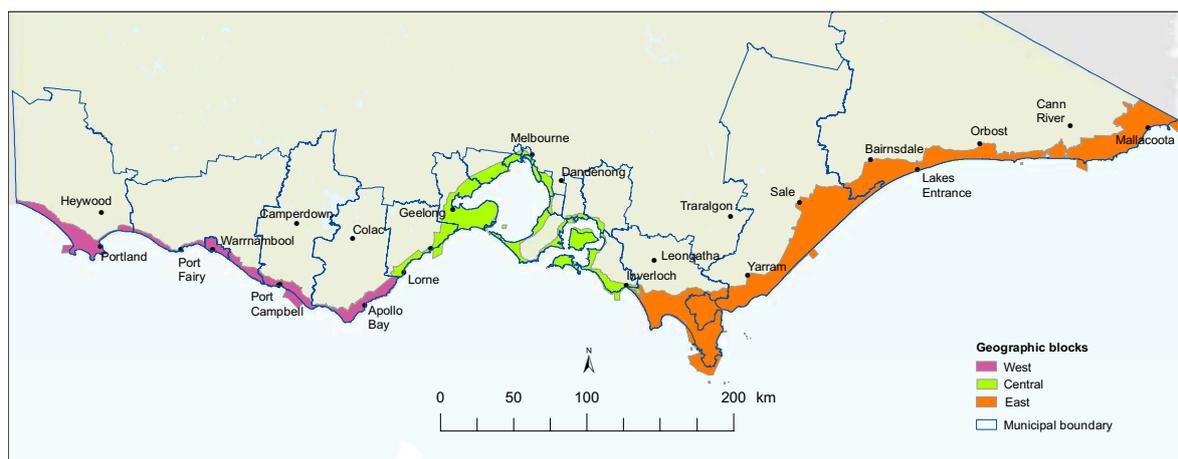
The terms of reference for this assessment did not include a map with a boundary of the assessment area, instead providing descriptive guidance of areas for inclusion and exclusion.

In order to translate this description into a map of coastal reserves, as a starting point, Crown land in a broad zone of the coastal environment was selected based on boundaries on the inland or onshore side aligning with major features such as main highways and roads or Crown land reserve boundaries and, on the seaward side, low water mark of the sea (with some exceptions). The boundary shown has no formal status but provides an envelope containing the onshore extent of coastal reserves. This approach allows analysis of coastal reserves within a broader dataset of all Crown land along the coast. The area includes parks and reserves that extend offshore, and major islands. As a principle Crown reserves have generally not been split by the assessment area boundary (except for large national parks and conservation reserves that extend inland).

Mapping is depicted in three geographic blocks (West, Central and East) separated along local government area (LGA) boundaries. The LGAs for each block and approximate outline of the assessment area boundary are shown in figure 3.3.

Offshore and nearshore islands are within scope of the geographic extent of coastal reserves. With the exception of French and Phillip islands, most islands are small and uninhabited. Major navigational features, some staffed, are located on several islands (e.g. Gabo Island, Griffith Island). In Victorian waters most islands are protected in national parks or other parks and conservation reserves and therefore do not meet the criteria for coastal reserves. A list of major islands and island groups along Victoria's coast is provided at appendix 3 together with their public land use classification.

**Figure 3.3** Diagrammatic representation of the three geographic blocks utilised for mapping coastal reserves and indicating the inland limit of the assessment area



### 3.5 The coast and the cadastre

This section summarises a brief review prepared by The Public Land Consultancy of the implications of the changing coastline for coastal Crown land boundaries (the cadastre), including the predicted impacts of climate change. The full report is available on VEAC's website at [www.veac.vic.gov.au/investigation/assessment-coastal-reserves/resources](http://www.veac.vic.gov.au/investigation/assessment-coastal-reserves/resources).

The description of any parcel of land requires, at some point, a definition of its boundaries regardless of whether it is Crown or freehold land. In Victoria the *Surveying Act 2004* specifies that administration of land boundary definitions (the cadastre) is performed by cadastral surveyors under the authority of the Surveyor-General.

For freehold land, parcel boundaries define the spatial limits of interests held by private landowners, tenants, mortgagees etc. For Crown land (including Crown reserves, national parks and reserved forest) boundaries may define the spatial extent of the relevant governance regime – for instance, the extent of the jurisdiction of a committee of management or the applicability of regulations made under the Crown Land (Reserves) Act.

Most cadastral boundaries are geometrically well-defined. They may be fixed in position and described in terms of lengths and bearings. Other boundaries may be defined by reference to topographic features, such as high water mark (HWM), low water mark (LWM) of the sea or the edge of a waterway. These topographic boundaries may move and are described as 'ambulatory', literally meaning 'capable of walking'. Although such topographic features are used in various Acts and regulations, they do not have statutory definitions.

As topographic features move, ambulatory boundaries may correspondingly move in response under the common law 'doctrine of accretion and diluvion'. A doctrine is a body of common law built through successive judgements of the courts. In general, the common law cannot nullify or contradict statutory laws such as those established by Acts of parliament.

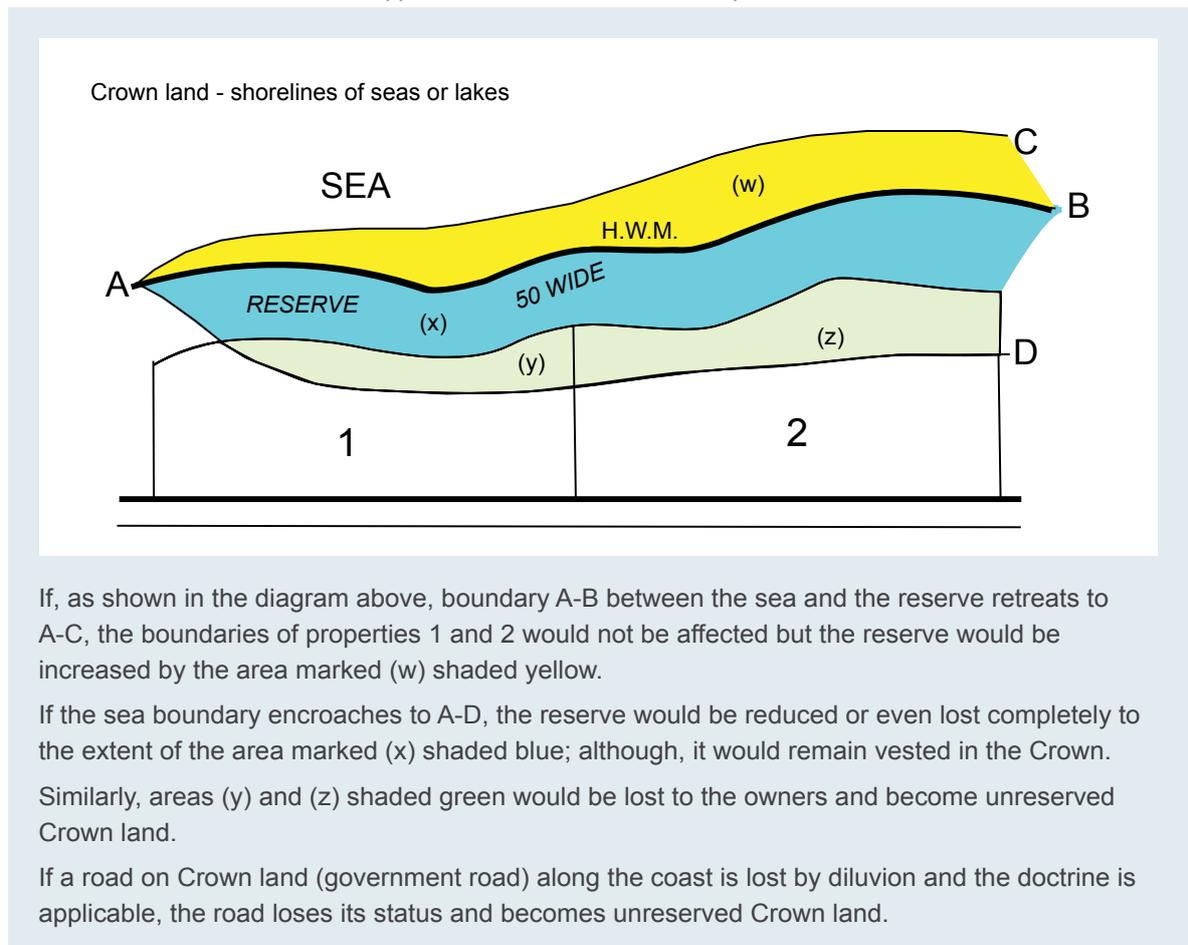
Accretion is where land size has increased due to an accumulation of sediment, while diluvion is more often referred to as erosion and reflects the case where land is lost to the sea (or water more generally). The doctrine is well established internationally but has resulted in very little Australian case law. As a result, the Surveyor-Generals' rulings are generally accepted as being *de facto* expressions of the common law (see also CNR 1993<sup>1</sup>).

The spatial extent of most coastal reserves in Victoria are defined, in part at least, by topographic ambulatory cadastral boundaries – most commonly mean HWM, wherever it may be from time to time. Other ambulatory boundaries may be designated as LWM, or some given distance from HWM, or by some geographic description such as 'Shore of Port Phillip Bay' or 'on the shore of Bass Strait and the Southern Ocean'.

#### Effects of ambulatory boundaries on Crown land reserves

Movement of coastal topographic features may be in either direction: landward as a result of erosion or seaward from accretion. Change may be 'gradual and imperceptible' or rapid, even catastrophic. It may be caused by natural forces or by human intervention. The doctrine as it has evolved responds to these parameters in different ways: in some circumstances the relevant ambulatory boundary is deemed to have moved, in others it is deemed to remain unchanged.

The impact of the doctrine can be dramatic and may result in effects unanticipated by the legislators and policy makers who originally defined the reserve. In some cases, the width of a reserve may be increased; in others it may be narrowed and, in the extreme, it may be lost completely. Box 3.2 shows a modified version of a diagram summarising how the doctrine applies to shorelines provided by the Surveyor-General in a guidance note for surveyors.<sup>2</sup>

**Box 3.2** The Doctrine of Accretion applied to shorelines. Source: Adapted from DSE 2011<sup>2</sup>

There are exceptions and subtleties that lead to significantly different outcomes for reserves of similar on-ground nature. For example, it is held that some permanent reserve boundaries change in concert with the relational ambulatory boundary. However, if the landward boundary of a permanent reserve is defined as being a fixed distance from a topographic boundary – say 200 metres from HWM – that landward boundary is fixed at the time of reservation and does not move in response to changes in the seaward ambulatory boundary.

There are further subtleties: the Surveyor-General may deem that a ‘metes and bounds’ boundary was originally intended to be, and therefore is, an ambulatory boundary. A band of unreserved Crown land between a landward ambulatory boundary and nearby freehold boundary may be deemed to be within the permanent reserve.

Insofar as ambulatory boundaries are an ongoing source of much confusion, responses have been few, ad hoc and reactive. To the best of our knowledge, no relevant case has come before the Victorian courts. The Surveyor-General has made rulings in several cases, notably the relatively recent Point King case of 2009, where the freehold land is defined by the ambulatory boundary shown on the original 1871 Crown Grant as ‘the margin of Port Phillip’. These rulings have been untested in the courts. In the past, Parliament resolved one set of problems regarding coastal accretion by enacting the *Chelsea Land Act 1981*. This Act provided clarity that movement of the shoreline creating additions of land served to only widen the Crown land reserve. The freehold land abutting the reserve was unchanged in this case as the freehold land does not directly abut the ambulatory boundary (HWM). There has been no attempt at a Statewide statutory response – akin to the 1881 decision to reserve the State’s riparian Crown lands, or the 1905 decision to rescind centre-of-the-waterway freehold boundaries. In 1995 the *Local Government Act 1989* was amended

to cause the boundaries of coastal municipalities to move seaward from HWM to LWM, but no corresponding change was made to coastal Crown reserves.

**Box 3.3** Principles of shoreline law

The term 'shoreline law' has been adopted to encapsulate those elements of the doctrine which deal with boundaries formed by tidal waters, especially the sea. Nine key principles of property law relevant to lands bounded by tidal waters have been proposed by John Corkill in the 2012 paper *Principles and Problems of Shoreline Law*:<sup>3</sup>

1. The legal boundary between tidal waters and adjacent land is the High Water Mark (except where the sea boundary is otherwise defined).
2. Where land is bounded by water, the legal boundary of the land changes to reflect changes in the position of the water's edge, but only if certain conditions are met.
3. To be recognised in law, changes in a water boundary must be 'gradual' and 'natural'.
4. The doctrine of accretion, includes gradual changes brought about by erosion, and by the advance or retreat of water.
5. New land formed by accretion belongs to the adjoining owner (whether Crown or freehold).
6. Land below high water mark (or other sea boundary) belongs to the Crown.
7. Land 'lost' to the sea, below high water mark (or other sea boundary) by gradual erosion or diluvion, cease to be real property and reverts to the Crown.
8. Ambulatory boundaries supplant and rescind surveyed boundaries.
9. No compensation is payable for either gradual loss or gain of land.

A related issue is the mechanism by which boundaries of Crown reserves are set and by which they may be altered. In general, the Crown Land (Reserves) Act provides for a 'temporary' reserve to be altered by administrative action whereas a 'permanent' reserve may be altered only by a new, purpose-specific Act of Parliament (many coastal reserves are 'permanent'). Although a permanent reserve can be abolished only by Parliament, its gazetted purpose may be narrowed (not broadened) by administrative action. Therefore, Crown land permanently reserved for public purposes – encompassing large areas of coastal reserves – may by formal administrative action be declared to be a specific purposes such as a road reserve or a nature reserve.

Ambulatory cadastral boundaries (whether associated with coasts or with rivers and lakes) will become increasingly problematic. It has been predicted that climate change will result in sea level rises of 0.8 metres by 2100, with an increased likelihood of storm surges and movements of coastal sediments. Problems would arise even without climate change: population increase, usage patterns, and capital investment will all intensify. More engineering interventions can be expected such as beach renourishments and coastal infrastructure such as seawalls, groynes and breakwaters.

Loss of public land is undesirable, but loss of private freehold land is more likely to trigger legal action. This environment of uncertainty may well foment disputes and challenge accepted views of ambulatory boundaries and established interpretations of the doctrine of accretion. Policy matters, which should be the prerogative of parliaments, may be tested and settled in the courts. Simultaneously, society's view of the coast is certain to evolve. Independently of climate change, coastal usage will intensify, putting increasing pressure on cadastral boundaries. On the inland side of Crown reserves the Crown-freehold boundary will welcome or resist permeability on a case-by-case basis leading to confusion and ambiguity. On the seaward side the boundary between reserved and unreserved Crown land will become increasingly meaningless – as has already been acknowledged by the seaward extension of many planning schemes.



## 4.1 Introduction

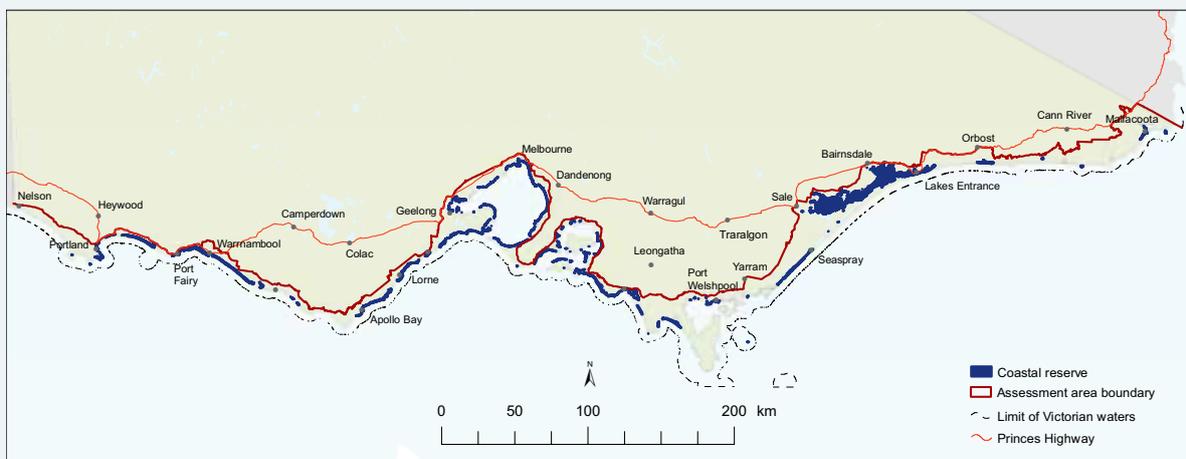
The decision-making criteria for identification of coastal reserves for the purposes of this assessment are described in chapter 3. This chapter addresses that part of the terms of reference that requires VEAC to review the numbers and types (reservation status) of coastal reserves in Victoria. Coastal reserves are considered in the context of the broader coast and the technical challenges associated with Crown land information are discussed. A broad-scale analysis of management arrangements for coastal reserves is also provided.

In summary, some 61,770 hectares of coastal reserve have been identified including 21,455 hectares along the open coast and major bays and inlets, and 40,315 hectares within the Gippsland Lakes (largely known as the Gippsland Lakes Reserve) (see figure 4.1). More than 70 per cent of the total area is reserved broadly for 'public purposes'.

Results are summarised here for local government areas (LGAs) and available online in VEAC's inventory and interactive maps at [www.veac.vic.gov.au](http://www.veac.vic.gov.au). The online information includes detailed Crown parcel-based information including reservation type and reservation purpose together with coastal reserve name (or land unit), area (hectares) and appointed Crown land manager(s). Information is also available on VEAC's website in summary form as fact sheets and coastal reserve maps for each LGA.

Current information on management arrangements for coastal reserves is complex and incomplete for many locations across the state. Several areas are currently under consideration for changes in land use or management arrangements (e.g. Great Ocean Road management reform, Bass Coast coastal Crown land reforms, Future Foreshores program).

**Figure 4.1** Victoria's coastal reserves



## 4.2 Extent of coastal reserves

Some 237 coastal reserve land units have been identified for the purposes of this assessment using the criteria described in chapter 3. Land units are areas of Crown land grouped because of similar reservation purpose, on-ground land use or geographic location. In some instances, coastal infrastructure or specific uses such as piers and jetties are reported as a separate land unit to the adjoining coastal reserve. In other cases, a wide range of uses occur across a broad land unit. For example, the Anglesea Coastal Reserve contains a river estuary, surf lifesaving club, caravan park, parklands including a sculpture garden and playground, memorials, car parking, and visitor facilities such as a visitor centre, walking paths, picnic facilities and toilet blocks. The variability in delineating land units is largely a result of the diverse range of underlying Crown land reservations, types of uses, Crown parcel boundaries, and various leases and licences (tenures).

Areas of 160 hectares at Marlo (Corringle Coastal Reserve) and 255 hectares at Raymond Island (Gippsland Lakes Reserve) are coastal reserves comprising Gunaikurnai Aboriginal Title land. For completeness this area is included in the information provided here and in the associated inventory of coastal reserve values and uses.

Mapping of public land use in this assessment is depicted in three geographic blocks (west, central and east) separated along LGA boundaries. The LGAs for each block and outline of the assessment area boundary are shown at figure 3.4.

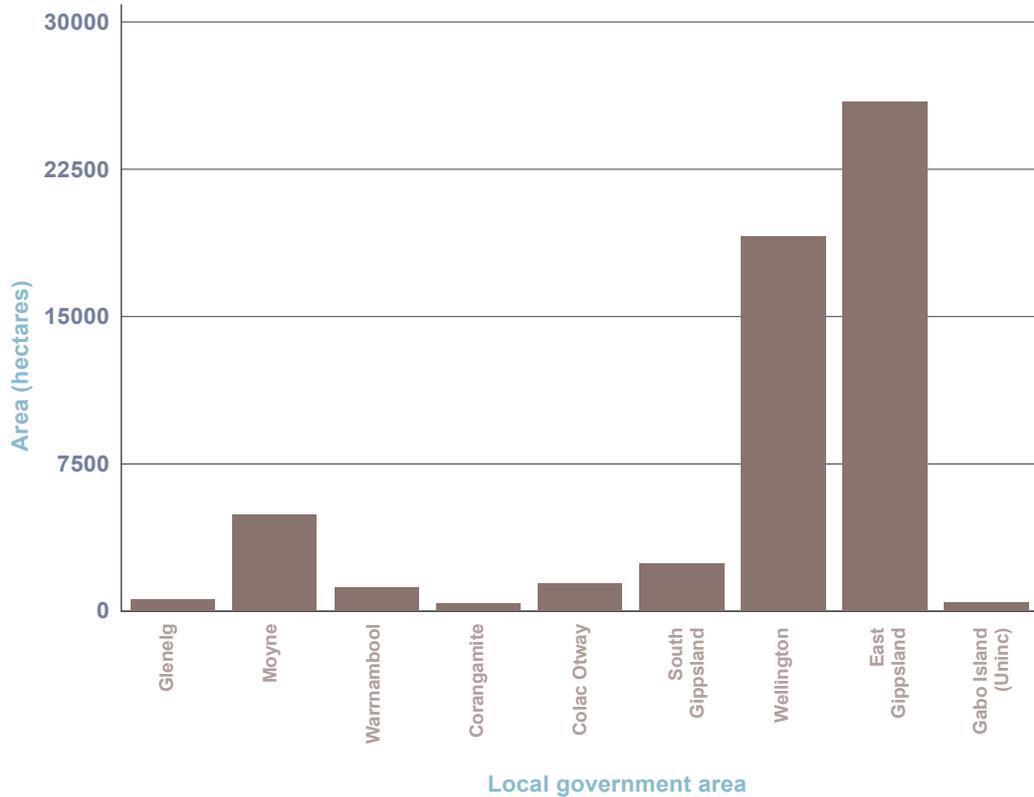
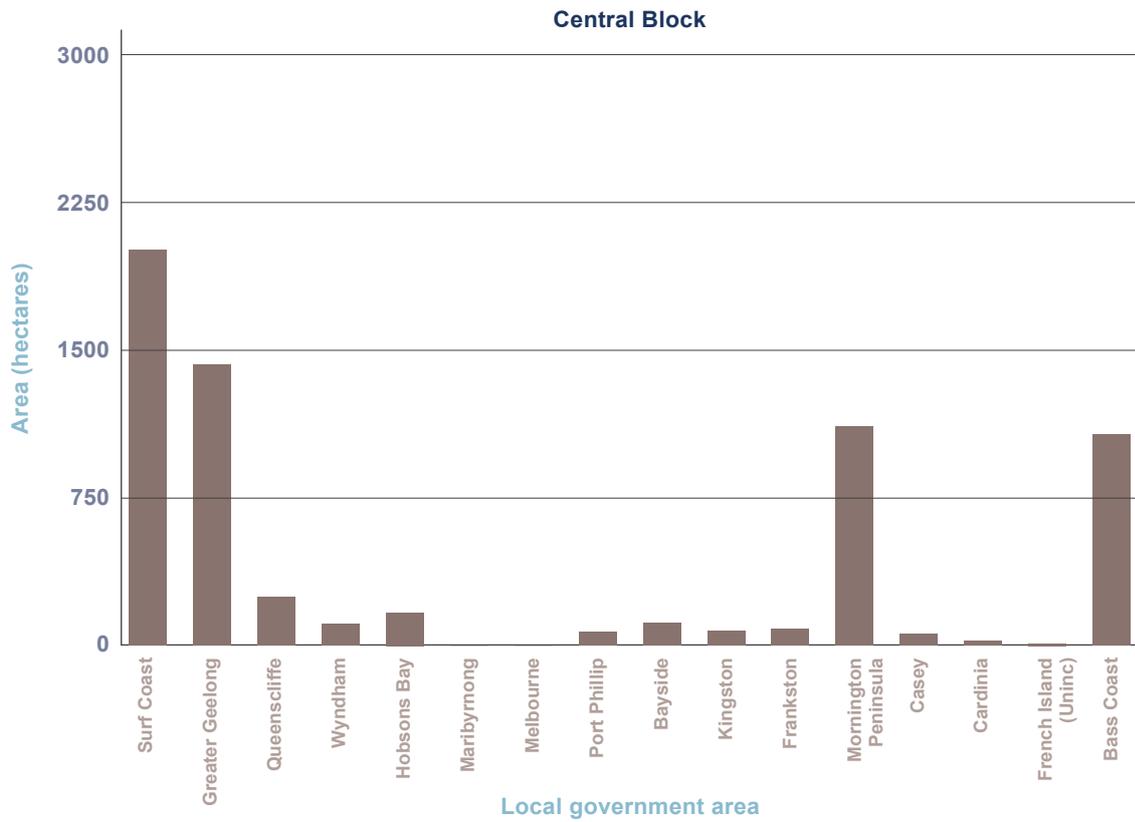
In delineating the boundary of the geographic blocks, accessibility of Melbourne's population was a key consideration given the influx of seasonal visitors to the coast from the city. The central block is a proxy for areas within about a two-hour drive from Melbourne, with a minor modification to align with the nearest LGA boundary.

The area of coastal reserve within these blocks is similar for areas outside the Gippsland Lakes. The central block has some 6475 hectares, and the west block 8480 hectares. In the east block some 40,315 hectares is Gippsland Lakes Reserve with the remaining 6500 hectares largely on the open coast. The largest number of land units occurs in the central block (126 land units). Fragmentation occurs less in the west block with 25 land units. The 86 land units in the east block are on average much larger than elsewhere across the state due to the inclusion of the lake beds for Lake Wellington, Lake King and Lake Victoria.

The extent of coastal reserve and coastal Crown land in LGAs varies considerably across the state (figure 4.2). Of note is the 10-fold difference in scale between the central and the combined east and west areas in figure 4.2. Unsurprisingly larger LGAs and those outside the metropolitan area have more extensive areas of coastal reserve, but proportionately some smaller municipalities have more coastal reserve along the shoreline than other areas. This variation is also related to the extent of national and other parks along the coast, most of which are outside the metropolitan area.

At a broad level, coastal reserves are concentrated around population centres and townships and, although not as extensive in the central block compared to the east and west blocks, generally comprise a larger percentage of frontage to the coast in highly populated areas (see table 4.1).

Figure 4.2 Coastal reserve area (hectares) in each LGA



## Gippsland Lakes

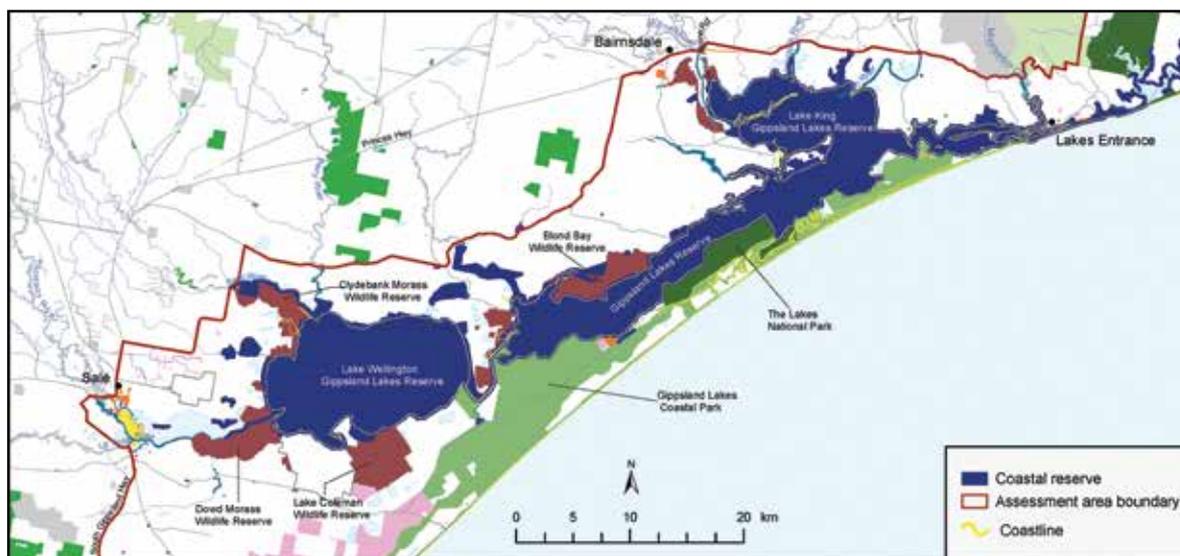
Much of the Gippsland Lakes is shallow and large areas are intertidal or seasonally inundated. The lake beds were excluded from previous public land use studies but are reserved for 'public purposes' together with much of the adjoining onshore area subject to government-accepted Gippsland Lakes Reserve public land use recommendations. As outlined in section 3.3, the onshore Gippsland Lakes Reserve and the beds of the water bodies are both included as coastal reserve for the purposes of the assessment following the general principle to retain the entire Crown reserve when there are both onshore and offshore portions.

The water bodies of the lakes included as coastal reserve comprise approximately 36,345 hectares:

- Lake Wellington (14,765 hectares with a shoreline of 75 kilometres)
- Lake King (10,670 hectares with a shoreline of 90 kilometres)
- Lake Victoria (10,910 hectares with a shoreline of 150 kilometres).

The areas excluded from the definition of coastal reserve are listed in appendix 1 and shown in VEAC's online mapping.

**Figure 4.3** Extract of coastal reserves dataset showing the coast in the Gippsland Lakes



## Defining the length of the coast

The proportion of land along Victoria's coast that is coastal reserve, in percentage terms, was investigated for this assessment. In theory this is a simple calculation of the intersection of Crown land parcels defined as coastal reserve with 'the coastline'. In practice it is significantly more complex, mostly due to the difficulties in obtaining a rigorous definition of what constitutes the boundary between land and sea – the coastline – and also the imprecision of Crown land mapping along the coast. For example, high and low water marks and many features are dynamic and subject to seasonal movements and longer-term erosion or accretion (see section 3.5). In addition, the seabed adjoining the coast is not typically mapped as Crown parcels – although in most cases this is unreserved Crown land – adding to the potential for inaccuracies in calculations particularly using GIS mapping approaches.

The scale at which detail is captured also significantly alters the calculation of the length of the coast. For example, detailed measurements that follow each shore platform, sand bar, coastal embayment and island will be longer than those drawn with less precise detail (e.g. with rounded or smoothed lines).

A measurement of the length of the coast undertaken in the 1970s, prepared using 1-kilometre intercepts on 1:250 000 scale mapsheets, estimated the length to be about 1700 kilometres comprising

over 1000 kilometres of open ocean coast, 262 kilometres for Port Phillip Bay, 263 kilometres for Western Port and 150 kilometres for Corner Inlet.<sup>1</sup> Geoscience Australia reports the length of the Victorian coast calculated at 1:100 000 scale as 2515 kilometres including some 645 kilometres of the coast of islands (GEODATA\_Coast\_100k\_2004).

For this assessment the spatial dataset Vic\_Coastline\_2008 has been used as the approximation of the coast. This dataset is based primarily on a zero metre (0 metre) contour dataset from the Vicmap Elevation Coastal Digital Elevation Map (DEM) and Contours product, derived using LIDAR remote sensing technology and reviewing this dataset against the most recent and highest resolution aerial photography available. Where LIDAR contours were absent or of poor quality, the coastline was digitised from recent aerial photography imagery.

This dataset has formed the basis for several recent mapping products for coastal values. Work undertaken by DELWP to edit the data – primarily to identify sand movement – has been adapted by VEAC to create a polyline representation of the nominal, persistent coastline at 0 metre and 0.5 metre Australian Height Datum (AHD) referenced contours consistent with Vic\_Coastline\_2008.

Modifications were required to produce an integrated and continuous coastline. Manual editing was required where offshore islands were missing from the dataset and where smaller rocks stacks were joined as mainland peninsulas. In the west of the state the zero contour was largely incomplete, and 0.5 metre contour was used. These contour intervals are referenced to the AHD maintained by Geoscience Australia. Where no LIDAR and photography was available, linework at alternative scales was used (including for internal state boundaries).

For completeness, this assessment also requires the inclusion of a coastline (or shoreline) for the Gippsland Lakes which are not included in the Vic\_Coastline\_2008 data. The coastline within the Gippsland Lakes was prepared by adapting information provided by Gippsland Ports. The data provided by Gippsland Ports were prepared using various high-resolution aerial imagery datasets and manually digitised to approximate mean water mark. This information has been integrated with the ocean shoreline mapping to create a single dataset (figure 4.3).

Calculations of the length of the coast presented here in table 4.1 are based on the dataset developed by VEAC based on the two resources described above. Some key figures are:

- length of the open coast and major bays and inlets: 2565 kilometres
- length of the coast within Gippsland Lakes: 490 kilometres
- length of the coast for offshore islands: 715 kilometres.

Aerial photos along the coast show that in some places the Crown land boundary as drawn in the cadastre is now located inland of the current coastline and sand accretion has formed new onshore areas (see figure 4.4). The implications for coastal reserves and land boundaries of the movement of the coast through accretion and erosion is discussed in section 3.5. There are also implications for analysis using data with this imprecision.

**Figure 4.4** Examples of variations in alignment of Crown land along the coast where the boundary is ambulatory and defined by high or low water mark. All Crown land is shaded and the coastline is shown in yellow. Coastal reserve Crown land parcels are outlined in blue. Top: Phillip Island Coastal Reserve. Bottom: Narrawong Coastal Reserve.



**Table 4.1** Key statistics for coastal reserves in each local government area (including adjoining unincorporated areas)

LGA name	LGA coastal reserve area (hectares)	LGA length of coastline (kilometres)	Length of freehold frontage to LGA coastline (kilometres)	Length of Crown land frontage to LGA coastline (kilometres) and percentage [%] of total	Estimated coastal reserve frontage to LGA coastline (kilometres) and percentage [%] of total
Glenelg	626	166	15.8	150 [90]	42 [25]
Moyne	4866	127	21.5	106 [83]	90 [71]
Warrnambool	1198	26	0	26 [100]	25 [96]
Corangamite	387	80	0	80 [100]	10 [13]
Colac Otway	1401	128	0	126 [98]	55 [43]
Surf Coast	2017	73	0	73 [100]	55 [75]
Greater Geelong <sup>1</sup>	1442	163	27.6 [5 CW]	135 [83]	89 [55]
Queenscliffe <sup>1</sup>	246	18	13.7 [11 CW]	4.6 [26]	11 [61]
Wyndham <sup>1</sup>	111	26	3.1 [2.7 CW]	22.9 [88]	16 [62]
Hobsons Bay	163	29	5.2	23.8 [82]	19 [66]
Maribrynong	0	2	2	0	0
Melbourne	0	33	21.1	11.9 [36]	0
Port Phillip	70	14	1	13 [93]	11 [79]
Bayside	115	19	1.4	17.6 [93]	16 [84]
Kingston	76	14	0	14 [100]	13 [93]
Frankston	85	9.6	0	9.6 [100]	9.5 [99]
Mornington Peninsula <sup>1</sup>	1050	239	43.4 [23 CW]	196 [82]	85 [35]
Casey	58	62	0	62 [100]	2.2 [4]
Cardinia	23	21	1	20 [95]	0.7 [3]
French-Elizabeth-Sandstone Island (unincorporated) <sup>2</sup>	10	92	4.7	87 [95]	1.3 [1]
Bass Coast <sup>2</sup>	1007	264	8.3	256 [97]	56 [21]
South Gippsland	2420	526	1.6	524 [100]	56 [11]
Wellington <sup>2</sup>	19,096	251	2.4	248 [99]	38 [15]
East Gippsland <sup>2</sup>	25,145	402	0	402 [100]	39 [10]
Gabo Island (unincorporated)	158	8.6	0	8.6 [100]	8.6 [100]
<b>TOTAL</b>	<b>61,770</b>	<b>2790</b>	<b>174</b>	<b>2619</b>	<b>748</b>
<b>Portion of the LGA coastline</b>			<b>6.2%</b>	<b>93.8%</b>	<b>26.8%</b>

## Notes:

<sup>1</sup> Many sections of coast that are not Crown land are other public land owned by state government authorities or corporations (e.g. Melbourne Water, Port of Melbourne), or freehold land owned by the Commonwealth or local government. An approximate length of Commonwealth land along the coastline is provided as CW in brackets where applicable and is estimated to be around 41.5 kilometres (1.5 per cent of the LGA aggregate coastline).

<sup>2</sup> Coastline length includes major islands (Phillip, French, and Gabo Islands) but does not include Gippsland Lakes shoreline, minor islands or offshore unincorporated island areas.

### 4.3 Review of Crown land reservation status and types

The terms of reference for this assessment ask VEAC to review the number and extent of coastal reserves as well as their Crown land reserve types (reservation status). Reservation status is interpreted as reserve type – permanent, temporary, unreserved, government road – and reserve purpose such as ‘public purposes’, ‘protection of the coastline’, ‘public recreation’ and so on. Reservation purpose is limited to those listed under section 4 of the Crown Land (Reserves) Act or combinations of those purposes, and assorted historic descriptions of purposes. Coastal reserve is not one of the listed purposes (see appendix 2).

Reservation information was compiled using data provided by Land Use Victoria (January 2019) and correlated with DELWP's online titles for Crown land (VOTS), other Crown land records and Orders of the Governor in Council published in the government gazettes.

The results of the review show that the majority of coastal reserves are set aside (‘reserved’) from sale either temporarily or permanently for ‘public purposes’, but that areas of unreserved Crown land also occur along the coast (table 4.2). Results are summarised below and provided for each local government area along the coast in a series of fact sheets available at [www.veac.vic.gov.au](http://www.veac.vic.gov.au).

The two main reservations for ‘public purposes’ that apply were established in the late nineteenth century. The first is a series of temporary reserves from sale by orders dated 11 August 1879 published in the government gazette 1879 p. 2045, for ‘Bass Strait and the Southern Ocean – Foreshore’, lands depicted on a series of plans (A-J); identified as Rs 2362 on parish plans be reserved for ‘public purposes’. The second is a widespread permanent reserve from sale by orders 23 May 1881 for ‘public purposes’ and published in the government gazette on 27 May 1881 p. 1389 for land generally described along rivers, lakes and inlets beds and inland to 150 links from the high water mark (including islands). The beds of the Gippsland Lakes were permanently reserved for ‘public purposes’ in 1881. An extract of these gazettes and a related Crown land plan are shown at figure 4.5.

The main exception to the broad use of ‘public purposes’ are reserves permanently set aside for ‘protection of the coastline’ in a series of orders in the 1980s and detailed in accompanying plans. An overview of the approximately 12,260 hectares of coastal protection reserve is provided at figure 4.6 with details in appendix 4. In many instances these reserves include both onshore and offshore areas; both parts are included in this assessment as coastal reserve following the principle established in chapter 3 to include all parts of single reserves including those areas extending below low water mark. It is estimated that for these reserves around 9340 hectares is offshore. In some locations protection of the coastline reserves were subsequently incorporated into new national parks or conservation reserves (e.g. Port Campbell National Park, Great Otway National Park, Yallock-Bulluk Marine and Coastal Park currently before parliament).

Coastal reserves are reserved for a range of other purposes, a small number of which are obsolete or inconsistent with the current land use (i.e. watering and camping purposes, affording access to water, drainage, supply of gravel). A list of all reservation purposes is provided at appendix 2.

An important finding is that there are also significant areas of unreserved Crown land along the coast (table 4.2).

VEAC's *Statewide Assessment of Public Land Final Report* (2017) noted that the distinction between temporary and permanent Crown land reserves in Victorian legislation is not made in any other Australian jurisdiction and contributes to the inconsistencies and complexity of reserving and managing Crown land. The provisions that require amending legislation to revoke permanent reserves, but not temporary reserves, lead to arbitrary outcomes unrelated to significance of the values or the potential risks. Government accepted VEAC's recommendation that the distinction be removed with a parliamentary role retained but linked to specific public land use categories or individual reserves of high significance, including coastal reserves.

The review of reservation status and types reveals that, although marine and coastal environments have a high value to the community, the underlying legislative basis for use, management and

development for public purposes is poorly defined or ambiguous. Public land reservation information is difficult to obtain and interrogate.

A range of land management issues arise from the underlying legal inconsistencies. Application of regulations in particular are hindered by coastal Crown land being subject to different reserve purposes or, in some instances, remaining unreserved.

Figure 4.5 Historic public purposes reserves along Victoria's coast

49. *Gippsland Lakes : Lake Wellington—and Maclellan's Straits.*—The bed of Lake Wellington and of Maclellan's Straits, and all lands, the property of the State, within a distance of one hundred and fifty links from the contour line of the winter level of the water in the said lake and straits.

49A. *Lake Victoria—Lake Bunga—Lake Reeve—Lake King—and Reeves River.*—The bed of Lake Victoria, of Lake Bunga, of Lake Reeve, of Lake King, and of Reeves River, and all lands, the property of the State, within a distance of one hundred and fifty links from high-water mark at spring tides on the shore of the said lakes and river, and of all islands within the circuit of the said lakes and river to its mouth on the Ninety-mile Beach.

55. *Genoa River and Mallagoota Inlet.*—The bed of the Genoa River from the point where it is intersected by the boundary-line between New South Wales and Victoria to the point where it enters Mallagoota Inlet, the bed of Mallagoota Inlet, and all lands, the property of the State, within a distance of one hundred links from either bank of the said river from the said boundary-line to the extreme point reached by the tidal water; thence all lands, the property of the State, within a distance of one hundred and fifty links from high-water mark at spring tides on either bank of the said river, around the shores of the said outlet and its several arms, and around all islands within the circuit of the said inlet to its mouth on Bass' Strait.



Figure 4.6 Existing permanent reserves for 'protection of the coastline'

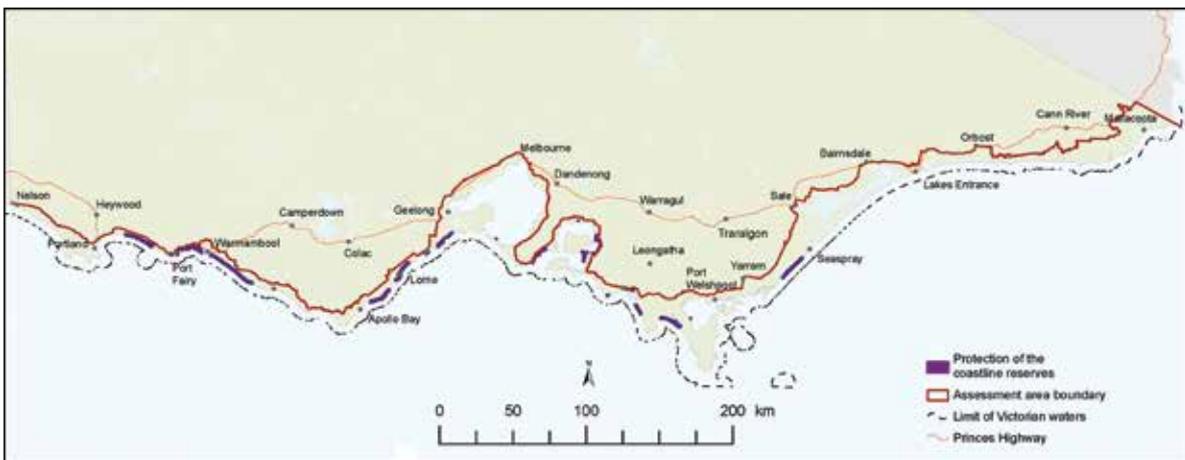


Table 4.2 Summary of coastal reserve area, reservation type and purpose

Local government area (LGA)	Total area coastal reserve (hectares)	Area of reservation types (hectares)					Area of main reservation purposes (hectares)	
		permanent	temporary	deemed reserved	unreserved	other*	Public purposes	Protection of the coastline
Glenelg	626	11	445	30	140	-	356	8.1
Moyne	4866	4573	165	54	74	0.3	180	4442
Warrnambool	1198	1040	105	-	54	-	201	830
Corangamite	387	347	0.5	-	40	-	346	1.5
Colac-Otway	1401	1125	251	-	25	-	263	1102
Surf Coast	2017	1887	129	-	0.4	0.01	108	1847
Greater Geelong	1443	1230	138	-	69	5.8	1241	-
Queenscliffe	246	80	159	1.0	4.6	1.7	233	-
Wyndham	111	101	9.5	-	-	-	111	-
Hobsons Bay	163	19	143	-	1.2	-	115	-
Maribyrnong	0							
Melbourne	0							
Port Phillip	70	20	49	-	1.0	-	26	-
Bayside	115	96	14	-	4.8	0.2	13	-
Kingston	76	75	0.7	-		-	33	-
Frankston	85	83	2.4	-	0.1	-	28	-
Mornington Peninsula	1050	644	242	-	113	51	520	276
Casey	58	2.8	43	-	12	-	36	2.8
Cardinia	23	22	0.2	-	-	-	7.1	16
French Island	10	-	7.5	-	2.5	0.1	7.5	-
Bass Coast	1007	802	196	-	8.4	-	201	744
South Gippsland	2420	1741	409	-	270	-	405	1555
Wellington	19,096	17,019	1890	-	188	-	17,082	1463
East Gippsland	25,145	22,948	1927	3.7	249	18	23,859	-
Aboriginal title coastal reserves	[413]	[252]	[159]	-	[2.2]	-	[322]	-
Gabo Island	158	-	-	158	-	-	-	-
<b>TOTALS</b>	<b>61,770</b>	<b>53,865</b>	<b>6325</b>	<b>246</b>	<b>1258</b>	<b>76.8</b>	<b>45,370</b>	<b>12,287</b>

\*Other includes mainly areas of government road reserve.

No coastal reserves were identified for Maribyrnong and Melbourne LGAs.

Offshore areas are included in the adjoining LGA.

#### 4.4 Management of coastal reserves

The management arrangements for coastal reserves are described in general terms in section 1.8. Currently there are a range of initiatives examining management arrangements, such as those arising from the 2014 VAGO audit Oversight and Accountability of Committees of Management and the Great Ocean Road Action Plan (2018). DELWP has also established the Modernising Crown Land Information Management Project and the Crown Land Information Platform (CLIP) Project implementing reforms to information management and governance that will support delegated managers including local government and community-based committees of management.

DELWP is broadly responsible for Crown land. There are several mechanisms by which management responsibilities are delegated or assigned to other government agencies, organisations and community groups. Reservation is a necessary precursor to establish a formal delegated management arrangement and therefore for unreserved Crown land (and places where delegation arrangements are not evident) DELWP is listed as the land manager. In general, information on Crown land reservation and management is difficult to obtain and interrogate. Centralised information held by DELWP for cadastral definitions of Crown land, reservation purposes and assignment of land managers is imperfect and reflects the complexity of information sources and processes. Information quality is generally only good in areas with high public profile or arising from projects where budgets permit completion of administrative and survey requirements.

Additional complexity arises because cadastral boundaries do not always align with management responsibilities. In many instances along the coast there are multiple managers appointed for a single Crown land parcel. Documenting these arrangements is complicated and leads to fragmentation of land information for systems already affected by interaction with coastal processes and definitions using ambulatory boundaries such as high or low water mark. Public land use classification can also cut across Crown parcel boundaries, notably in areas where government-accepted land use recommendations have not yet been formalised by appropriate reservation.

Documentation of land management arrangements for coastal reserves is therefore only indicative at a statewide level. Reforms underway will also lead to significant changes for areas of coastal reserve in the Great Ocean Road and Surf Coast regions, the Bass Coast region and for the shorelines of Western Port. In these locations there is potential for areas to be allocated to other public land uses as well as for changes in the appointed manager for areas retained as coastal reserve.

As a starting point, to establish an inventory of management arrangements for coastal reserves DELWP is listed as the default manager. Coastal reserves are also listed as managed by local government, Parks Victoria and local committees of management where this can be determined. VEAC's inventory and online maps provide information on management arrangements but cannot readily depict the complexities of this information. Table 4.3 summarises the area of coastal reserve managed by different agencies or bodies or combinations of these.

**Table 4.3** Summary of coastal reserve area managed by different agencies or bodies

Coastal reserve land manager(s)	Area (hectares)
DELWP/Parks Victoria*	38,612
local government	3959
Gunaikurnai Joint Management (including transitional arrangements with other land managers)	413
water authority/Melbourne Water	141
Other government departments or agencies (Department of Treasury and Finance, Victrack, Gippsland Ports, Port of Melbourne)	72
part DELWP/part local government	666
part Parks Victoria/part local government	224
<b>Committees of Management (COMs) – Category 1</b>	
Barwon Coast	236
Bellarine Bayside	126
Great Ocean Road Coast	125
Otway Coast	225
Part DELWP/part COM	2142
Part other i.e. government bodies/part COM	566
<b>Committees of Management (COMs) – Category 2</b>	
local COM (20 COMs)	566
Part DELWP/part COM	2159
Other bodies and part COM	1449
<b>Other shared management arrangements</b>	
Various shared arrangements (multiple managers)	10,090

\* management arrangements between DELWP and Parks Victoria are not accurately recorded in Crown parcel-based information.

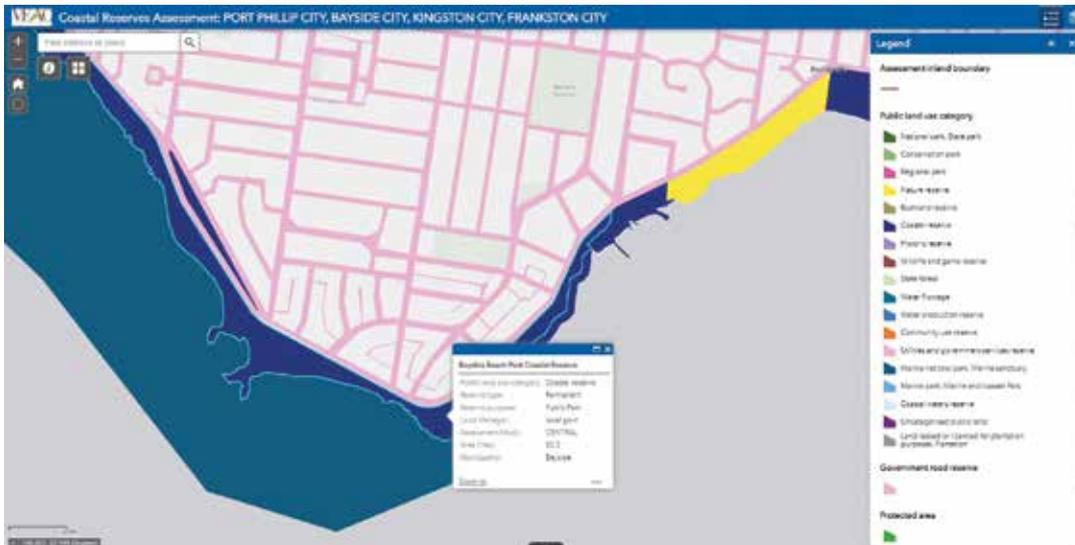
## 4.5 Accessibility of Crown land information for coastal reserves

A summary of the 237 coastal reserve land units is provided at appendix 6. A full list of Crown land parcels in each land unit is also provided on VEAC's website at [www.veac.vic.gov.au](http://www.veac.vic.gov.au). Given the range of current programs and reforms this information provides a snapshot only and will require updates to remain current.

To support the inventory of the values and uses of coastal reserves (described in more detail in the following chapters) a series of online interactive maps and pdfs are provided for each coastal municipality. The interactive maps show Crown land reservation type and purpose for each coastal reserve parcel and can be used with the inventory to identify the land unit name. An example is provided in figure 4.7.

By clicking on each parcel the interactive maps will display an information box. The parcel is outlined in blue and the area, reservation type and purpose as well as the manager are displayed. The land unit is also identified and can be used to cross-reference information provided in the inventory of coastal reserve values and uses.

**Figure 4.7** Example of information provided in the online interactive map of coastal reserves





This chapter addresses part of part (b) of the terms of reference: the requirement to identify coastal reserves with high environmental, cultural heritage, social and economic values. This information and maps provided online (including the online interactive maps) also meet the requirements of part (d) of the terms of reference: the request to compile an inventory, including spatial distribution, of values and uses of the coastal reserves. The results are reported here and presented in summary form as part of the online inventory.

The coastal reserves dataset contains some 237 coastal reserve land units including some 40 in the Gippsland Lakes. There are instances where the names of local reserves do not match VEAC's land units, particularly for long areas of single reserves and around piers and jetties or coastal infrastructure. Land units are Crown land parcels grouped because of similar purposes, use or management but there may be inherited underlying variability in cadastral and reserve boundaries. A list of coastal reserve land units is provided in appendix 6 and detailed in the inventory and online mapping.

## 5.1 Introduction and approach

The boundary between land and sea is a complex and sometimes hostile environment. Victoria's coast is exposed to strong south westerly forces of the Southern Ocean moderated in part by the presence of Tasmania and the relatively shallow Bass Basin. Along our high energy ocean coastline are more sheltered embayments including Port Phillip Bay, Western Port and Corner Inlet, often protected by rocky headlands such as Bellarine and Mornington peninsulas, and Wilsons Promontory. The action of the sea upon a diverse assortment of substrates has produced a wide variety of coastal landforms, specialised habitats and environments.

The Gippsland Lakes is one of the largest coastal lake systems in southern Australia. Together with some 114 river estuaries these areas reflect a complex relationship with past and present sea levels forming intermittent barriers to the ocean. This environment has sustained Aboriginal people for tens of thousands of years during past climate variations including, as recently as several thousand years ago, the inundation of a vast plain now forming the sea bed of Port Phillip Bay.

Sheltered waters encourage a range of recreational activities, while wild and rugged coastal landscapes such as the Great Ocean Road and the Twelve Apostles and the penguin parade at Phillip Island attract large numbers of domestic and international visitors.

Many outstanding natural coastal areas have been reserved for current and future generations in national and other parks. The values and uses described in this chapter are for coastal reserves only comprising some 61,770 hectares along the open coast, foreshores of bays and inlets and the Gippsland Lakes. Many of these coastal reserves are located within easy reach of major population centres and include much loved holiday destinations. The continuing desire to live near the coast is reflected in increases in both resident and visitor numbers to coastal towns and brings a range of management challenges for coastal reserves.

### Identifying high values and uses

In selecting high or significant values and uses of coastal reserves VEAC has applied various criteria depending upon the nature of the available information. Information sources and criteria are recorded in the supporting documentation for the inventory and summarised in the relevant sections of this chapter. An example of the inventory entry for one coastal reserve land unit is provided in figure 5.1.

### Consultation on significant values and uses

In June 2019 VEAC facilitated a workshop on Coastal Reserves - Understanding Values and Uses at the DELWP Victorian Marine and Coastal Forum. Participants were asked to contribute to VEAC's coastal reserves assessment by helping to identify values and uses of coastal reserves and to consider how these might change over the next 20 years, and specifically with respect to climate change.

Workshop participants included representatives of committees of management, local government, DELWP, consultants and conservation groups and drew on a wide range of knowledge. Participants recognised that many uses could be classified under multiple categories of value – environmental, cultural, social and economic. Examples of these types of values included camping and boating that were considered as both social and economic values; and visual landscapes that have cultural, social and economic value. Values and uses of coastal reserves that were most frequently mentioned were:

- biodiversity and habitat
- Aboriginal values and non-Aboriginal cultural heritage
- recreation and tourism.

Groups of participants were asked to choose two significant or important values and to list potential changes to these values over the next 20 years and what factors will drive those changes. The significant coastal reserve values considered by the groups were varied and included: ecosystem services, biolinks and habitat, facilities (e.g. boats ramps, playgrounds, toilets), sport and recreation, tourism and education.

Responses to VEAC's draft report for this assessment supported the range of reported values and uses and requested some additional criteria be included. These are private uses such as bathing boxes and jetties, the new planning scheme distinctive area landscapes, estuaries, pest or invasive species records, and the Victorian Heritage Inventory (archaeological sites).

### Themes approach

Information presented here and in the associated inventory of coastal reserves utilises the themes approach used recently by VEAC for the Assessment of the Values of Victoria's Marine Environment (2019). The thematic approach reflects the complexity and intersectionality of more traditional categories of environmental, social, cultural and economic values and uses. It also allows for the variability of available information and acknowledges a bias favouring data collection for biophysical values compared to cultural values for example. The earlier report provided information on and discussed issues relating to values, threats and emerging uses across nine themes.

There are some minor ways that the information for this assessment differs, related to the narrow definition of coastal reserves compared to the broader area covered by marine values assessment. Unlike the marine environment that is entirely Crown land, this current assessment is restricted to coastal areas identified specifically as coastal reserves. The ports and shipping and fisheries (commercial) themes are therefore not included here as these are not uses of coastal reserve (commercial ports and fisheries reserves are excluded from the definition of coastal reserves). Coastal reserves are, however, used extensively for recreational fishing and public access to the marine environment. These values and uses are reported under the recreation and tourism theme. The climate and oceanography theme of the marine values assessment is modified and incorporated in chapters 7



## 5.2 Geophysical environment

Victoria's many coastlines are inherited from underlying rock structures established when Australia and Antarctica were separated. These underlying large geological structures have had a significant influence on coastal landforms by creating alternating fault-bound blocks with elevated or uplifted areas providing cliffed coastal margins and low-lying blocks forming depressions or embayments. Victoria's coastal geology is a broad representation of the rest of the state, hosting rocks from Cambrian (580 million years ago) to the younger Quaternary dune systems and sedimentary lagoons (10,000 years to 1 million years ago). The Victorian coastline has been considerably influenced by tectonic activity (faulting, uplift and subsidence) as well as sea level changes.

Some of the most spectacular landscapes along the coastline are the cliffed margins, including 60 metre limestone cliffs, rock stacks and caves along the Port Campbell coastline, and mountainous granite outcrops at Wilsons Promontory sheltering the waters of Corner Inlet. Cape Liptrap forms a steep cliffed promontory cutting into some of the oldest rocks exposed along the Victorian coastline (near Walkerville). An isolated area of Cambrian rocks also occurs at Phillip Island. The Otway Ranges, Mornington Peninsula and Gippsland Ranges are elevated landscapes associated with tectonic uplift of fault-bound blocks. In the far east of the state the coastal cliffs are formed in folded and faulted basement rocks of the Tasman Orogen. Overlying these rocks at each end of the state are vast sand dune systems at Discovery Bay in the west and Cape Howe in the east.

The Otways coast exposes Cretaceous sedimentary rocks flanked by Cenozoic sedimentary rocks. The Great Ocean Road hugs the coastline here and is listed on the National Heritage List for its scenic and cultural values. To the west the Otway Ranges dip beneath younger Cenozoic volcanic flows and extensive areas of limestone including the well-known Port Campbell Limestone, seen in the Twelve Apostles and other features along the southwest coast. In the east the surf coast section of the Otways exposes the sedimentary rocks in a series of cliffs and is one of the best places in the world to study sedimentary deposition processes.

Much of western Victoria was flooded by flows of basalt, forming the volcanic plains derived from the Newer Volcanics Province that commenced in the Late Miocene and continued through to the present. As well as lava flows, the province has numerous scoria cones, lava domes, maars and maar complexes (e.g. Tower Hill).

The Gippsland Lakes lie within a former marine embayment in a structural trough that extends eastward from the Latrobe Valley and into Bass Strait. During the Quaternary the lakes were subject to repeated episodes of marine transgression and regression. The lakes are fed by several rivers and are separated from the sea by a succession of sandy barriers extending along Ninety Mile Beach. Rivers draining into the lakes include the Thompson, Latrobe, Avon, Mitchell, Tambo and Nicholson rivers, fed by catchments in the eastern highlands. Except for the Nicholson River these rivers have conspicuous deltas into the lakes. The shoreline of the lakes complex measures some 230 kilometres with many ephemeral wetlands and morass areas.

Victoria's coastlines can be characterised in terms of high or low energy environments and three main landform types:

- cliffs
- sand barriers with dunes and sandy beaches
- sheltered marshes, tidal banks and mangrove swamps.

Most of the cliffed coastal margins are protected in national, state or coastal parks. Wilsons Promontory was one of the first national parks declared in Victoria (1898) and the Port Campbell National Park was established in 1964.

In the state's far west, high-energy conditions driven by a consistent southwest swell break upon the gently curving sandy beach of Discovery Bay backed by extensive dunes. The rocky headland of

Bridgewater Promontory marks the end of an unbroken 60-kilometre sandy coastline. The vertical cliffs of this promontory consist of volcanic rocks capped by calcite-rich sands and dunes. The Portland Peninsula and, at Port Fairy, Newer Volcanic basalts form erosion-resistant coastal headlands shielding natural harbors from the prevailing southwest swells. Outcrops of Older Volcanic basalts also occur along the southern coastline of Phillip Island and Cape Schanck forming steep shorelines, rocky island and nearshore rock stacks.

Sand barrier coasts are characterised by broad accumulations of sand. Dunes form parallel to the shoreline and may shield lagoons or swales from the influence of ocean waves. Most of the coast between Corner Inlet and the New South Wales border is this type. The Ninety Mile Beach, Venus Bay ocean beach, and Discovery Bay are all this type of coastline.

Sheltered coasts are protected from the direct impacts of the ocean by headlands, islands or sand barriers. The most extensive marshlands are in Western Port, Corner Inlet and parts of the western shores of Port Phillip. These low energy environments have fine sediment substrates such as mudflats, mangroves and sea grass and, above high tide zones, salt marshes. Mangroves hold together muddy areas creating swamps high in organic matter.

Estuaries are zones of variability with fluctuations in water flow and salinity, and consequently many changes in the numbers and diversity of fauna. The Gippsland Lakes are a large estuarine system, now more marine in character because of interventions to ensure the entrance to the sea is retained open. The Glenelg River forms the longest estuary in Victoria at Nelson. VEAC's *Assessment of the Values of Victoria's Marine Environment Report* (2019) lists 114 estuaries along the coast and terminating in the Gippsland Lakes (see appendix 1 of that report). Almost 30 coastal reserves include estuaries; these are reported in the relevant entry in the inventory of values and uses.

### **Sites of geological and geomorphological significance**

Many of the spectacular coastal features are also sites of scientific importance. Some of the most important geological sites are exposed in coastal cliffs or shore platforms while other areas provide outstanding examples of both contemporary and past coastal geomorphological processes. Examples include nationally significant features such as the Twelve Apostles and the Nooramunga barrier islands. Many of the most significant features are also cherished scenic landscapes protected within Victoria's national parks and conservation reserves, although geological values are largely unrelated to aesthetic values.

Coastal cliffs provide excellent natural rock exposures important for the study of local geology (figure 5.2). The cliffs between Lorne and Anglesea expose a sequence of Cenozoic age sedimentary rocks that illustrate sedimentary process known as sequence stratigraphy. Several important fossil locations are protected at least in part in national parks and conservation reserves (e.g. Dinosaur Cove, Otway Ranges, Beaumaris Cliffs, Mornington Cliffs, near Inverloch to Cape Paterson).

In 1993 coastal sites of geological significance were researched for the entire state to inform the LCC's Marine, Coastal and Estuarine Investigation.<sup>1</sup> Many regional studies have also been completed including by members of the GSA (Victoria Division) Heritage subcommittee with detailed documentation of site values and assessments of significance.<sup>2-7</sup> In 2003 a list of sites of national and international significance was published in chapter 27 of *The Geology of Victoria*.<sup>8</sup> Based on this and more recent investigations<sup>9</sup> a list of coastal geological and geomorphological sites of international and national significance is provided at table 5.1. Additional investigation and assessments of significance are underway for some sites of high significance along the coast and a provisional listing of these is included in table 5.1 based on communications with GSA (Victoria Division) Heritage subcommittee.

Of the 12 sites of international and 20 national geological or geomorphological significance identified along Victoria's coastline, six coincide with areas of coastal reserve. In some locations the site encompasses areas both onshore and offshore areas and therefore in some cases the site is across multiple land use categories. These sites are documented as a high value in the inventory of coastal reserves.

**Figure 5.2** Site of high geological significance located partly in coastal reserve: Beaumaris Cliffs  
(Photo: M Mitchell)



**Table 5.1** Sites of international or national geological and geomorphological significance located along Victoria's coast (sites that include areas of coastal reserve are shaded darker blue)

GSA site code	Site name	Public land use
<b>International</b>		
CL 020.28	Dinosaur Cove Cretaceous fossil site, Johanna	Great Otway National Park
QN 048	Torquay to Aireys Inlet coastal cliffs, Tertiary stratigraphic sequence, Anglesea	Great Otway National Park and part coastal reserve
ML310	Beaumaris Miocene–Pliocene fossil site, Beaumaris (Keepers)	Beaumaris Nature Reserve and adjoining coastal waters reserve
ML311	Beaumaris Miocene–Pliocene fossil site, Beaumaris (Yacht Squadron)	Coastal reserve and adjoining coastal waters reserve
QN 030	Yallerong Creek Reserve zeolite sites, Flinders	Mornington Peninsula National Park
WL 096	Westernport Bay tidal watershed [North-eastern Westernport Bay between Palmer Point (French Island) and the Lang Lang River mouth.]	Coastal waters reserve and French Island Marine National Park
WL 039	Eagles Nest and Flat Rocks Cretaceous fossil site, east of Cape Paterson	Bunurong Marine Park offshore (HWM), coastal reserve onshore
WL 210	Inverloch fossil site	Bunurong Marine Park
WL 210.01	Inverloch sea caves (includes a subsite)	Bunurong Marine Park offshore (HWM), coastal reserve onshore
WL 30	Clonmel Island south of Port Albert	Nooramunga Marine and Coastal Park
BR 035	Mitchell River silt jetties, Bairnsdale	Coastal reserve (Gippsland Lakes Reserve)

GSA site code	Site name	Public land use
BR 068	Cunninghame Arm, Lakes Entrance	Coastal reserve (Gippsland Lakes Reserve)
<b>National</b>		
PR 004	Lady Julia Percy Island, Port Fairy	Lady Julia Percy Island Nature Reserve
CL 020	Port Campbell National Park, Port Campbell (includes a number of subsites and extends into Great Otway National Park and The Twelve Apostles Marine National Park)	Port Campbell National Park, The Arches Marine Sanctuary & The Twelve Apostles Marine National Park
CL 020.12	The Twelve Apostles	The Twelve Apostles Marine National Park
CL 020.17	Pebble Point	Great Otway National Park
CL 086	Point Lewis dinosaur locality, Apollo Bay	Great Otway National Park
CL 124	Cape Patton (Ramsden Cave), Kennett River	Great Otway National Park
QN 152	Yallock Creek swamp sediments, Koo Wee Rup	Western Port Nature Reserve and Yallock Creek water frontage
WL 101	Pioneer Bay, Quaternary stratigraphy near Jam Jerrup	Coastal reserve
QN 002	Bass River delta, floodplain and terraces, South Gippsland	Reef Island and Bass River Nature Reserve
WL 001	Waratah Bay and Cape Liptrap, Walkerville	Cape Liptrap Coastal Park, and coastal reserve
WL 012	Wilson's Promontory National Park Tidal River	Wilson's Promontory National Park
WL 047	Wilson's Promontory sand dunes, Darby River, Yanakie Dunes	Wilson's Promontory National Park and Shallow Inlet Marine and Coastal Park
WL 046	Corner Inlet Barrier Island and mainland fringe, Port Albert (includes a number of subsites)	Nooramunga Marine and Coastal Park
WL 046.01	Port Albert Entrance	Nooramunga Marine and Coastal Park
WL 046.02	Kate Kearney Entrance	Nooramunga Marine and Coastal Park
WL 046.03	Shallow Inlet (near Port Albert)	Nooramunga Marine and Coastal Park
WL 046.04	New Entrance, Port Albert	Nooramunga Marine and Coastal Park
WL 023	Snake Island	Nooramunga Marine and Coastal Park
WL 030	Clonmel Island, Port Albert	Nooramunga Marine and Coastal Park
MC 051	Telegraph Point sandy foreland, east of Mallacoota	Croajingolong National Park
<b>Assessment pending - Interim National significance</b>		
BR 064	Sperm Whale Head (includes a number of subsites)	The Lakes National Park and Gippsland Lakes Coastal Park
WL 211	Arch Rock and Morgan's Beach	Cape Liptrap Coastal Park
BR 150	Gippsland Lakes, coastal lake and barrier system	The Lakes National Park and Gippsland Lakes Coastal Park

\* Establishment of Yallock-Bulluk Marine and Coastal Park is currently before Parliament

### 5.3 Biodiversity values

Within modified landscapes such as the coastal strip, habitat loss and fragmentation have resulted in populations of flora and fauna occurring in discrete patches, where previously they were substantially connected. Landscape features that maintain or enhance connectivity, such as those in coastal reserves, are more likely to support populations of the various species that once occupied the original landscape. Where ecosystems are degraded, protecting and restoring native vegetation improves ecosystem function and contributes to ecological resilience. More resilient ecosystems are more likely to be able to adapt to the additional stressors of climate change. Coastal reserves, while generally narrow and linear in shape, therefore play an important role in maintaining ecological connectivity and promoting ecosystem resilience.

Biodiversity values are often quantified by the presence of native vegetation, records of conservation-listed species and sites of significance such as Ramsar wetlands. With some caveats (explained below), this type of information is relatively easily represented in a spatial format and suitable for scoring the presence of high biodiversity values using an inventory approach.

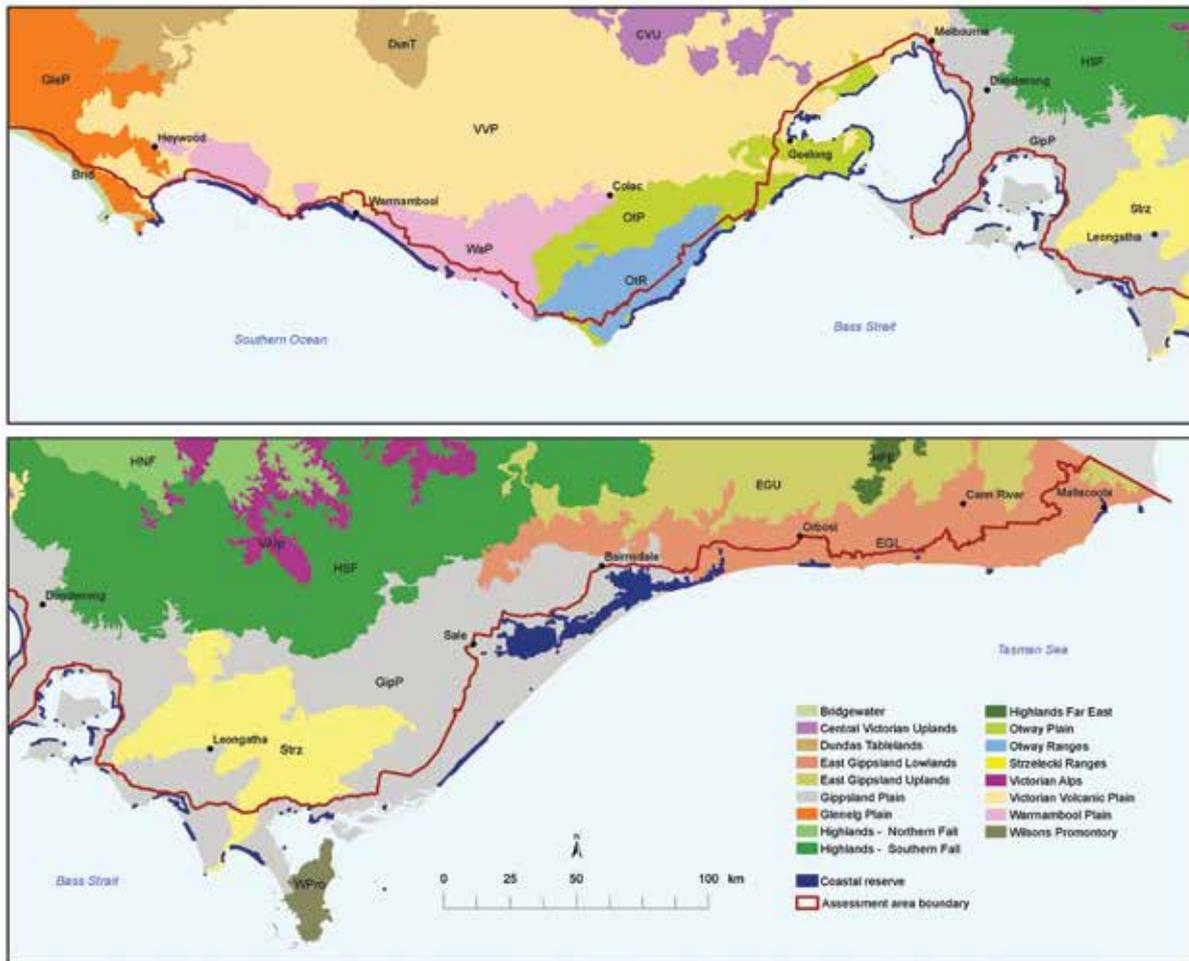
Emerging ways to express biodiversity values focus on multiple attributes. One example is the recent strategic biodiversity values analyses conducted by the Arthur Rylah Institute for Environmental Research for VEAC's Central West Investigation.<sup>10</sup> These analyses combine information on areas important for threatened flora and fauna, and vegetation types and condition to provide a view of relative biodiversity importance of parts of the Victorian landscape. This type of analysis has not been completed for this report and is difficult to undertake for narrow areas such as coastal reserves.

Recognition is also increasing for the important services that healthy, functioning ecosystems provide, termed ecosystem services. Simply put, ecosystem services are the benefits that humans derive from nature.<sup>11</sup> Coastal reserves provide a multitude of ecosystem services including provisioning services (e.g. food), regulating services (e.g. carbon storage), cultural services (e.g. recreation) and supporting services (e.g. habitat provision). Carbon sequestration (termed blue carbon in the marine environment) has been used as an example of how some ecosystem services can be quantified.

#### 5.3.1 Bioregions

Bioregions are a landscape-scale classification of the environment using a range of features including climate, geology, landform, native vegetation and species information. Of the 89 bioregions identified in the Interim Biogeographic Regionalisation for Australia (IBRA), 11 occur in Victoria. The broad scale that is appropriate for national purposes does not provide adequate discrimination at a statewide level and Victoria has been further divided into 28 bioregions (equivalent to the IBRA subregions). Victoria's coastal bioregions are: Bridgewater, Glenelg Plain, Victorian Volcanic Plain, Warrnambool Plain, Otway Plain, Otway Ranges, Gippsland Plain, Strzelecki Ranges, Wilsons Promontory and East Gippsland Lowlands (see figure 5.3). The East Gippsland Upland bioregion occurs in catchment areas of Mallacoota Inlet.

Figure 5.3 Victoria's coastal bioregions and coastal reserves



The Bridgewater bioregion is one of Victoria's smallest and is almost entirely within the coastal reserves assessment area. The bioregion is characterised by gently sloping sand ridges and dunes with an inland lagoonal system. The only coastal reserves in the bioregion are small areas at Cape Bridgewater. Discovery Bay Coastal Park makes up most of the bioregion.

The southern parts of the Glenelg Plain occur inland of the Bridgewater bioregion from Nelson to Portland. Coastal reserves in this bioregion include the Cape Nelson Lighthouse Reserve and areas from the Narawong Coastal Reserve to Portland Harbour. East of Portland, the coast is within either the Victorian Volcanic Plains or Warrnambool Plain bioregions for several hundred kilometres. The Port Campbell National Park and Bay of Islands Coastal Park are entirely within the Warrnambool Plains bioregion.

At Moonlight Head the Otway Ranges bioregion commences and the terrain becomes more rugged and steep. The Otway Ranges are interrupted by the more subtle landscapes of the Otway Plain bioregion in the Aire River wetlands and estuary from Johanna to east of Cape Otway, and again at around Apollo Bay. East of Fairhaven, the landscape is again within the Otway Plain and Victorian Volcanic Plain bioregions. Here gently undulating plains extend along the coast to Williamstown.

East of the Yarra River mouth, the coastal landscape is dominated by the extensive Gippsland Plain bioregion all the way to Lakes Entrance. Corner Inlet, Ninety Mile Beach and the Gippsland Lakes are included in the Gippsland Plains bioregion. A small part of the rocky landscapes of the Strzelecki Ranges bioregion are exposed at Cape Liptrap. The granitic peninsula of Wilsons Promontory bioregion occurs in the far south made up almost entirely of the Wilsons Promontory National Park and nearby granitic islands.

From Lakes Entrance to the NSW border, the East Gippsland Lowlands bioregion dominates the coastal landscape. North east of Mallacoota, areas of the East Gippsland Uplands bioregion border the upper sections of the inlet along Coleman Inlet and the Wallagaraugh River but do not intersect with any coastal reserves.

### 5.3.2 Ecological vegetation classes

Native vegetation in Victoria is often considered in terms of the bioregion in which it occurs. Ecological vegetation classes (EVCs) are the standard unit for describing native vegetation types in Victoria and have been used as surrogates for ecological communities for many years. EVCs are defined by a combination of floristics (occurrence of plant species), lifeforms, position in the landscape, and an inferred preference for and fidelity to specific environments. Each EVC includes a collection of plant communities that may differ in species but have similar habitat and ecological processes operating. Many EVCs occur across multiple bioregions. Within every bioregion, each EVC is assigned a bioregional conservation status (BCS) (see table 5.2). The BCS is a function of the current extent and condition for each EVC compared to its extent and condition prior to European settlement (expressed as pre-1750 extent). As each bioregion has varying amounts of remaining vegetation, EVCs may have different conservation status across bioregions. DELWP last updated the BCS for each EVC in 2005.

Most coastal reserves are long linear areas typically less than 100 metres wide. They abut around 25 per cent of the coastline and provide important ecological connectivity between larger habitat patches such as adjacent national or coastal parks. The extent of EVCs in coastal reserves varies, due to a combination of the limited coverage of certain bioregions within the assessment area (e.g. Strzelecki Ranges), the minimal area of coastal reserves in some bioregions (e.g. much of Wilsons Promontory bioregion is within the national park) and the extent of clearing and other pressures on existing coastal vegetation in other bioregions (e.g. Gippsland Plain).

There are approximately 10,400 hectares of native vegetation mapped as EVCs in coastal reserves. The coastal reserves inventory reports the occurrence of high BCS EVCs (rare, depleted, vulnerable or endangered) as high biodiversity values. Of the 144 EVCs recorded, 124 EVCs (86 per cent) have a high BCS. A third of the total native vegetation area in coastal reserves is classified as endangered EVCs and another quarter comprises EVCs with a vulnerable BCS. In total, EVCs with high BCS make up 85 percent of native vegetation on coastal reserves. Appendix 5 lists all EVCs recorded in coastal reserves and a summary is presented in table 5.3. The number and area of high conservation status EVCs is recorded for each coastal reserve land unit in the inventory of values and uses.

The most extensive bioregion in the assessment area is the Gippsland Plains bioregion and includes the Gippsland Lakes. Of the 57 EVCs found in coastal reserves in this bioregion 51 EVCs, comprising around 5350 hectares, have high conservation status.

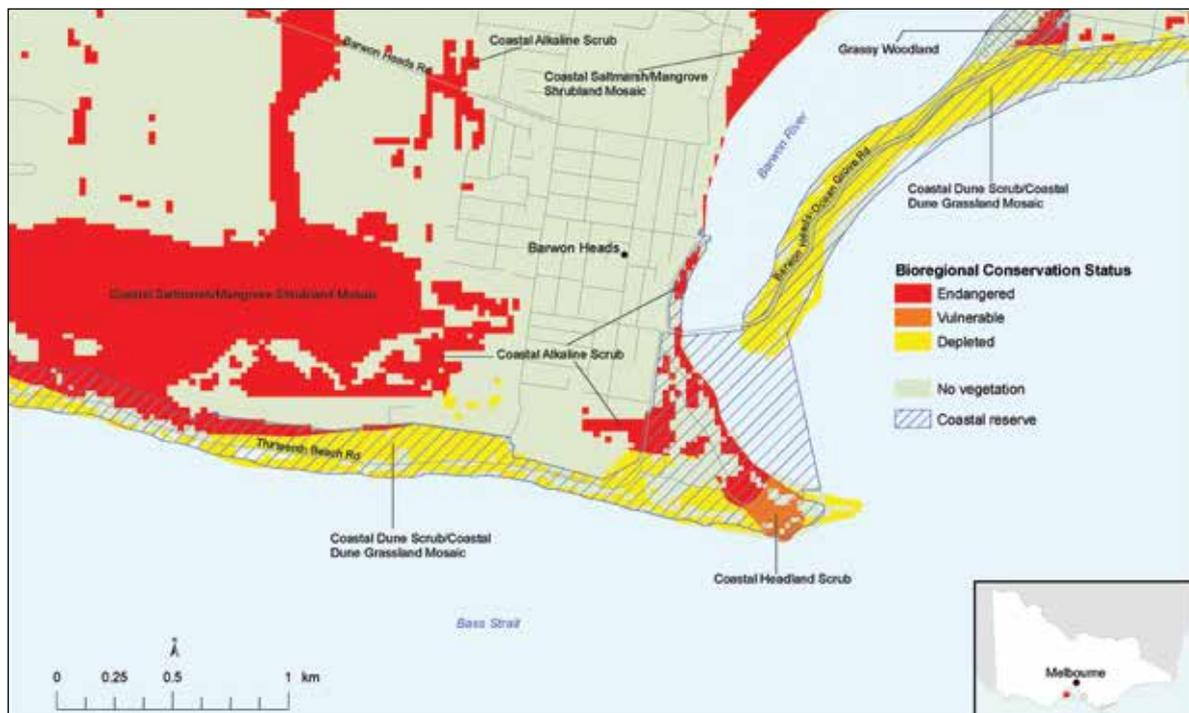
There are 22 high conservation status EVCs with an area of less than 1 hectare, 10 of which are less than or around 0.1 hectare. Twenty-seven EVCs have areas greater than 100 hectares, 16 of which are either endangered or vulnerable. The most widespread of these is swamp scrub EVC (1877 hectares) which is endangered across two bioregions (Gippsland Plains and Warrnambool Plains) and occurs in 55 coastal reserves.

More than 200 coastal reserves contain patches of high bioregional conservation status EVCs (e.g. see figure 5.4). Of these, 87 coastal reserves have only one high conservation status EVC.

**Table 5.2** Ecological vegetation classes (EVCs) bioregional conservation status (BCS)

Status	Description
Endangered (E)	- Contracted to less than 10% of former range; OR - Less than 10% pre-European extent remains; OR - Combination of depletion, degradation, current threats and rarity is comparable overall to the above: 10 to 30% pre-European extent remains and severely degraded over most of this area; OR naturally restricted EVC reduced to 30% or less of former range and moderately degraded over most of this area; OR rare EVC cleared and/or moderately degraded over most of former area.
Vulnerable (V)	- 10 to 30% pre-European extent remains; OR - Combination of depletion, degradation, current threats and rarity is comparable overall to the above: greater than 30% and up to 50% pre-European extent remains and moderately degraded over most of this area; OR greater than 50% pre-European extent remains and severely degraded over most of this area; OR naturally restricted EVC where greater than 30% pre-European extent remains and moderately degraded over most of this area; OR rare EVC cleared and/or moderately degraded over a minority of former area.
Depleted (D)	- Greater than 30% and up to 50% pre-European extent remains; OR - Combination of depletion, degradation and current threats is comparable overall to the above: greater than 50% pre-European extent remains and moderately degraded over most of this area.
Rare (R)	- Rare EVC (as defined by geographic occurrence) but neither depleted, degraded nor currently threatened to an extent that would qualify as Endangered, Vulnerable or Depleted.
Least concern (LC)	- Greater than 50% pre-European extent remains and subject to little to no degradation over a majority of this area.

**Figure 5.4** Bioregionally important EVCs in Barwon Heads Coastal Reserve



**Table 5.3** Number and area of EVCs in coastal reserves in Victoria's ten coastal bioregions

Bioregion	Number of EVCs	BCS - Endangered	BCS - Vulnerable	BCS - Depleted	BCS - Rare	BCS - Least concern	High BCS area (hectares)*	Very high or high conservation priority EVCs (hectares)	Total area (hectares)
Bridgewater	4	0	2	0	0	2	0.4	0	1.2
Glenelg Plain	6	3	1	1	1	0	336	3	336
Victorian Volcanic Plain	17	9	7	1	0	0	191	4	191
Warrnambool Plain	13	5	6	2	0	0	1535	4	1535
Otway Plain	15	7	3	3	1	1	888	5	897
Otway Ranges	12	1	2	4	0	5	147	0	167
Gippsland Plain	57	21	19	9	2	6	5348	25	6180
Strzelecki Ranges	5	1	3	1	0	0	36	2	36
Wilsons Promontory	1	0	1	0	0	0	0.3	0	0.3
East Gippsland Lowlands	14	0	5	2	1	6	364	1	1058
<b>Total area (hectares)</b>	<b>10,400</b>	<b>3400</b>	<b>2780</b>	<b>2590</b>	<b>75</b>	<b>1555</b>	<b>8845</b>	<b>6745</b>	<b>10,400</b>
<b>TOTAL</b>	<b>144</b>	<b>47</b>	<b>49</b>	<b>23</b>	<b>5</b>	<b>20</b>	<b>124</b>	<b>44</b>	<b>144</b>

\*High bioregional conservation status (BCS) comprises endangered, vulnerable, rare and depleted bioregional EVCs

### *Conservation priority areas of significant EVCs*

Much of the Victorian coastline is protected in national parks, coastal parks and conservation reserves. However, as outlined above and in table 5.3, a relatively large proportion of native vegetation found on coastal reserves comprises threatened EVCs (85 per cent). Endangered vegetation communities are a high priority for management actions. An example is swamp scrub EVC in the Gippsland Plains bioregion which makes up over half the total area of endangered EVCs – 1870 hectares – and is dispersed across some 50 coastal reserve land units; around 1733 hectares are found in 26 land units of Gippsland Lakes Reserve.

Many other EVCs on coastal reserves are under-represented in protected areas compared to nationally agreed targets for representation and these are also a high priority for management. By assessing a combination of BCS, current extent in protected areas compared with representation targets, and the overall distribution and extent of EVCs in the landscape, a distinction between high conservation status EVCs can be made by giving more weighting to larger patches of under-represented EVCs (and endangered EVCs) relative to small areas with equal or higher BCS.

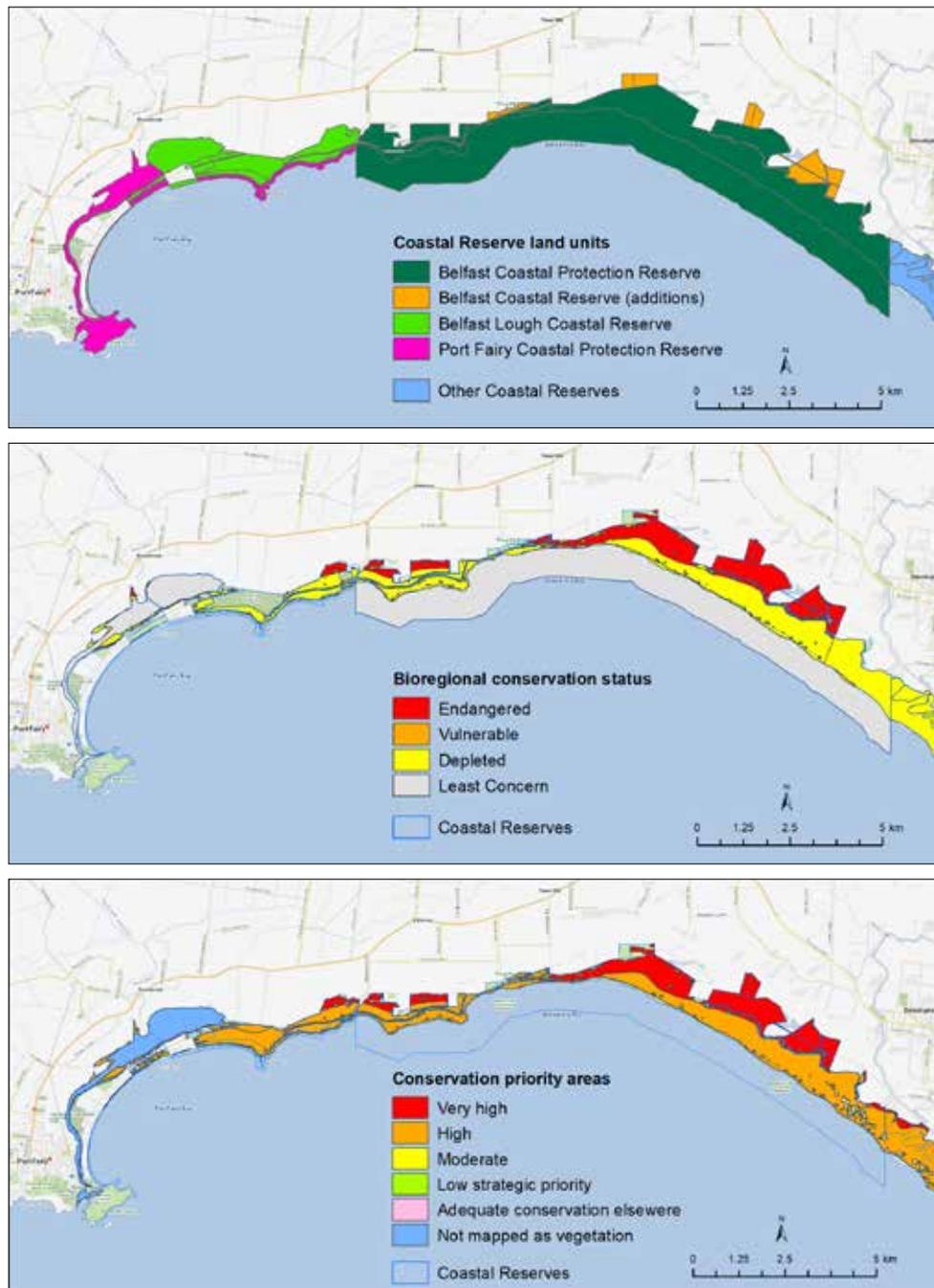
This approach can assist with identifying priority areas of significant EVCs at a landscape scale to augment BCS. Priority areas are identified essentially by filtering out some of the 'noise' created by small fragments of vegetation and edge effects which are particularly evident in coastal reserves comprising narrow strips of Crown land.

Using this approach VEAC has identified 44 bioregional EVCs of high or very high conservation priority from the total 144 EVCs, together comprising 6745 hectares (65 per cent) of native vegetation in coastal reserves (table 5.4). Some 163 coastal reserves host these conservation priority EVCs; they are documented in the inventory of values and uses. Of the 44 EVCs, 41 are in bioregions forming

plains landscapes highlighting the importance of native vegetation in these cleared landscapes and those close to agricultural regions or population centres. The Gippsland Plains bioregion has 25 of the 44 high or very high conservation priority EVCs.

A comparison of the different methodologies is provided in figure 5.5 for the coastal reserve land units at Belfast (east of Port Fairy) showing that in addition to the presence of endangered EVCs Damp Sands Herb-rich Woodland (17 hectares) and Swamp Scrub/ Aquatic Herbland Mosaic (296 hectares), two depleted EVCs are also of high conservation priority (Coastal Dune Scrub – 490 hectares; Estuarine Wetland – 5 hectares). Figure 5.5 shows that much of the coastal reserve (onshore) hosts high or very high conservation significance areas compared to the more restricted occurrence of high BCS EVCs.

**Figure 5.5** Comparison of bioregional conservation status and conservation priority approaches for identifying areas of significant EVCs in the Belfast coastal reserve land units



**Table 5.4** Very high and high conservation priority bioregional EVCs in coastal reserves  
(see abbreviations used in table 5.2)

Bioregion	EVC name and bioregional conservation status (BCS)	Area (hectares)
<b>Very high priority</b>		
Gippsland Plain	Swamp Scrub (E)	1,869.13
Gippsland Plain	Damp Sands Herb-rich Woodland (V)	350.85
Warrnambool Plain	Swamp Scrub/Aquatic Herbland Mosaic (E)	304.10
Gippsland Plain	Plains Grassy Woodland (E)	234.50
Glenelg Plain	Coastal Headland Scrub (E)	163.55
Gippsland Plain	Aquatic Herbland/Plains Sedgy Wetland Mosaic (V)	161.24
Gippsland Plain	Lowland Forest/Damp Sands Herb-rich Woodland Mosaic (V)	148.46
Otway Plain	Coastal Saltmarsh/Mangrove Shrubland Mosaic (E)	125.12
Otway Plain	Coastal Alkaline Scrub (E)	118.18
Victorian Volcanic Plain	Coastal Saltmarsh/Mangrove Shrubland Mosaic (E)	104.01
Gippsland Plain	Limestone Box Forest (V)	137.41
Gippsland Plain	Plains Grassy Forest (V)	193.44
<b>High priority</b>		
Warrnambool Plain	Coastal Dune Scrub (D)	1,040.72
Gippsland Plain	Deep Freshwater Marsh (V)	653.87
Gippsland Plain	Coast Banksia Woodland (V)	316.11
Glenelg Plain	Heathy Woodland/Damp Heathy Woodland/Damp Heathland Mosaic (V)	85.20
Warrnambool Plain	Estuarine Wetland (D)	76.19
Gippsland Plain	Dry Valley Forest/Swamp Scrub/Warm Temperate Rainforest Mosaic (E)	62.17
Gippsland Plain	Berm Grassy Shrubland (E)	58.40
Gippsland Plain	Coastal Headland Scrub/Coast Banksia Woodland Mosaic (V)	52.36
Warrnambool Plain	Damp Sands Herb-rich Woodland (E)	44.07
Gippsland Plain	Warm Temperate Rainforest (E)	41.78
Gippsland Plain	Coast Banksia Woodland/Coastal Dune Scrub Mosaic (V)	38.20
Gippsland Plain	Floodplain Reedbed (E)	36.79
Gippsland Plain	Estuarine Wetland/Estuarine Swamp Scrub Mosaic (D)	34.91
Glenelg Plain	Coastal Sand Heathland (R)	32.74
Gippsland Plain	Plains Grassland (E)	31.36
Gippsland Plain	Floodplain Riparian Woodland (E)	24.25
Strzelecki Ranges	Damp Heathy Woodland/Lowland Forest Mosaic (V)	22.38
Gippsland Plain	Sand Heathland (R)	21.42
Gippsland Plain	Grassy Woodland (E)	21.24
Otway Plain	Plains Grassy Woodland (E)	17.29
Gippsland Plain	Swampy Riparian Woodland (E)	15.99
Gippsland Plain	Coast Banksia Woodland/Warm Temperate Rainforest Mosaic (E)	13.36
Gippsland Plain	Coastal Saltmarsh/Coastal Dune Grassland/Coastal Dune Scrub/Coastal Headland Scrub Mosaic (V)	13.89
Strzelecki Ranges	Damp Forest (E)	13.21
East Gippsland Lowlands	Damp Sands Herb-rich Woodland (V)	11.47

Victorian Volcanic Plain	Plains Grassland (E)	11.26
Otway Plain	Grassy Woodland (E)	10.95
Gippsland Plain	Wetland Formation (E)	10.44
Otway Plain	Coastal Saltmarsh (E)	10.28
Gippsland Plain	Coastal Headland Scrub/Coastal Tussock Grassland Mosaic (D)	6.34
Victorian Volcanic Plain	Coastal Headland Scrub (V)	4.56
Victorian Volcanic Plain	Damp Sands Herb-rich Woodland (V)	1.67

### 5.3.3 Marine habitats

DELWP has recently undertaken a statewide collation of marine habitat mapping and classification project using the Combined Biotope Classification Scheme (CBiCS). This is a relatively new schema which draws on components from European (EUNIS) and US (CMECS) schemas. The CBiCS provides a unified way to classify all marine habitats and biotopes and is analogous to Victoria's terrestrial system of EVCs for describing vegetation. This system incorporates data from the littoral (intertidal) zone to the deep sea.

The CBiCS uses seven components to classify habitat, each containing between three and six nested hierarchical levels. These components are: biotic, biogeographic setting, aquatic setting, water column, geoform, substrate and morphospecies (species described by morphology rather than taxonomy). The biotic component is the core classification component, and centres around the idea of a biotope – a community of species in a defined abiotic (non- living) habitat. This system has brought about significant changes in the classification and mapping of Victorian marine environments and will aid in aligning methods with international best practice to meet the requirements of modern natural resource management.<sup>12</sup>

More than 100 biotope complexes have been identified across Victoria at 2020. These are accessible through DELWP's 'CoastKit' online mapping tool at <https://uat.mapshare.vic.gov.au/coastkit/>. An example of a biotope complex map for Hastings Coastal Reserve is shown in figure 5.6. For more detailed analysis of habitat and biotope complexes along Victoria's coast, see VEAC's recently completed *Assessment of the Values of Victoria's Marine Environment Atlas*.<sup>13</sup>

Important marine biotope complexes were assessed based on expert opinion as those that are rare, vulnerable to disturbance or play a key known ecological role (e.g. nursery habitat). Important biotope complexes occur in 92 coastal reserves including mangroves (*Avicennia marina*), brackish herbland, seasonally inundated sub-saline herbland, seagrass communities (*Amphibolis antarctica*, *Halophila australis*, *Posidonia australis*, *Ruppia* spp. and *Zostera* spp.), macroalgae (*Ecklonia radiata* and *Durvillaea potatorum*), one sessile invertebrate community and the southern tidal sands in Port Phillip Bay Heads (see figure 5.7).

However, the marine habitat mapping coverage varies across the state with some areas (e.g. nearshore, closer to population centres, marine protected areas) better assessed than others (remote offshore islands, deep sea), so this is likely to be an underestimate of the important areas of marine and intertidal habitat within coastal reserves. For example, while marine habitat mapping covered around 180 coastal reserves, in 45 of them the mapping was not yet detailed enough to identify any biotope complexes, or any that are rare, vulnerable or play key ecological roles. As the level of detail in Victoria's marine and intertidal habitat mapping coverage increases, more important biotopes are likely to be identified.

Figure 5.6 Biotope complex map for Hastings Coastal Reserve

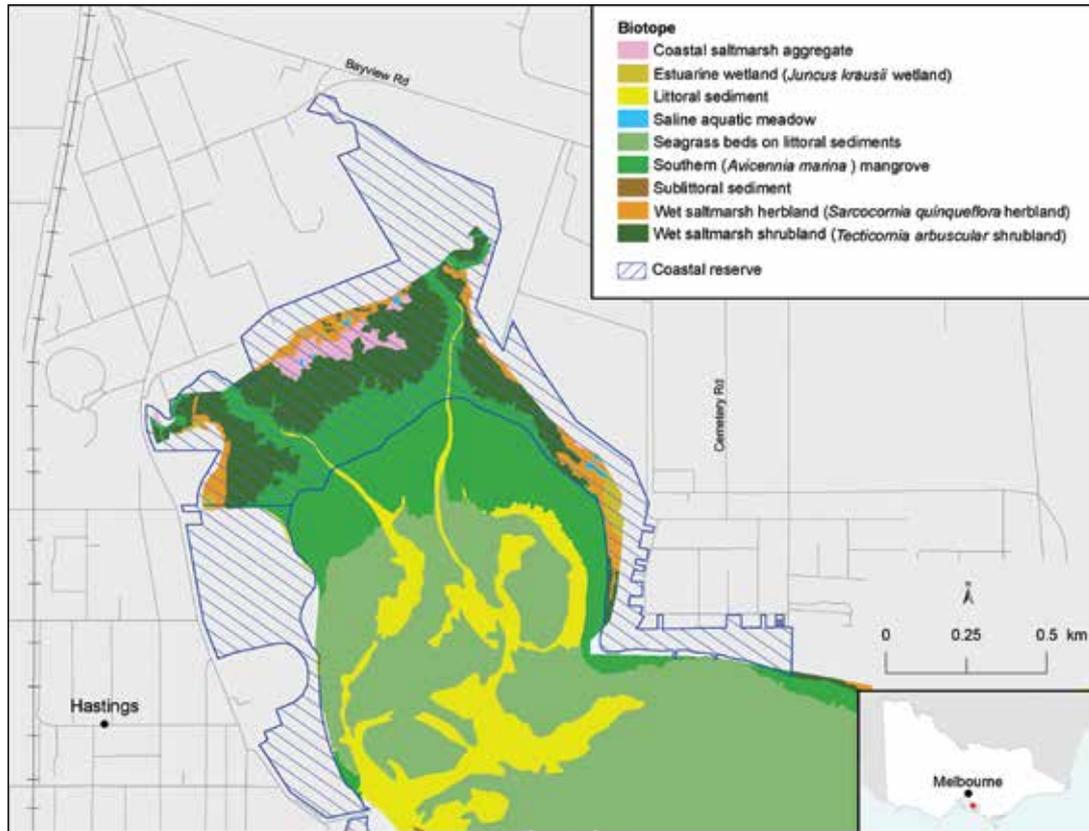


Figure 5.7 Important marine biotope species: Leather kelp *Ecklonia radiata* (left), White mangrove *Avicennia marina* subsp. *australasica* (right) (Photos: B Boyle (L), M Mitchell (R))



### 5.3.4 Sites with significant biodiversity values

#### *DELWP marine assets*

To help inform natural resource management, DELWP developed a system for identification of marine assets. Marine assets are defined in this context as tangible biophysical elements that are valuable for their ecosystem services.<sup>14</sup> As many coastal reserves include a marine component, this asset layer can help identify high biodiversity values. In addition, many of the assets include a significant coastal component such as hooded plover habitat.

Criteria considered in identifying marine assets included:

- state or bioregional importance of the asset for its biodiversity, endemism, ecological role or function
- support and contribution of the asset to the fitness of a species that is of international, state or bioregional importance for biodiversity
- performs a key ecological role or function
- representativeness of the asset in terms of marine habitats, and the naturalness and resilience of the asset.

Statewide, approximately 140 marine assets are identified, many of which are nested within larger assets. A description of the largest and most significant assets, as assessed by scientific experts, can be found in appendix 2 of the VEAC's Assessment of the Values of Victoria's Marine Environment.<sup>15</sup> Each of the marine assets and threats to them are included on the relevant pages of the accompanying assessment atlas.<sup>13</sup>

Some 71 coastal reserves include 64 DELWP marine assets. Twenty-one assets are significant at the state level, 16 at the bioregion level, 24 at local level and three at estuary level. Larger land units are more likely to include multiple assets, and larger assets are more likely to include multiple reserves. Sixty coastal reserves land units include areas of only one asset, Port Fairy Coastal Reserve includes parts of five assets, and Belfast Coastal Protection Reserve parts of four assets. Around half of the identified assets (31) occur in only a single coastal reserve, while the North east Port Phillip Bay reef complex and Port Phillip Heads asset group occur in eight coastal reserves.

#### *Ramsar wetlands*

The 1971 Convention on Wetlands of International Importance especially as waterfowl habitat was signed in Ramsar, Iran. Known as the 'Ramsar Convention', this agreement aims to halt the worldwide loss of wetlands and conserve those that remain through wise use and management. There are 12 Ramsar sites in Victoria, five of which are coastal: Gippsland Lakes; Corner Inlet; Western Port; Port Phillip Bay (Western Shoreline) and Bellarine Peninsula; and Glenelg Estuary and Discovery Bay (see figure 5.8). All but the Glenelg Estuary and Discovery Bay sites include some coastal reserves. In total, 92 coastal reserves include areas of these four Ramsar sites and these are documented in the inventory of values and uses for each coastal reserve land unit.

**Figure 5.8** Victoria's five coastal Ramsar sites

### *Biosphere reserves*

Biosphere reserve is an international designation made by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) based on nominations submitted by countries participating in the Man and the Biosphere Program. Victoria has two biosphere reserves: Croajingolong National Park (designated in 1977) and Mornington Peninsula and Western Port (2002).

The biosphere reserve concept promotes both conservation and sustainable use of natural resources. The program was launched in 1971 to stimulate a greater understanding and provision of knowledge and skills to support sustainable relationships between people and their environment. Biosphere reserves provide a global network of sites for cooperative research and to demonstrate the sustainable use goals of the World Conservation Strategy.

Only the Mornington Peninsula and Western Port biosphere reserve includes parts of 71 coastal reserve land units.

### *Key Biodiversity Areas*

Birdlife International has identified 20 sites along the Victorian coast that are globally significant for migratory shorebirds (see figure 5.9). Formerly known as Important Bird and Biodiversity Areas (IBAs), these sites were reassessed and renamed Key Biodiversity Areas (KBAs). Each KBA needs to either have more than half of one per cent of an endangered species population, or at least one per cent of the total population of a species at a critical stage of their life cycle e.g. migration stopover. Figure 5.10 shows some of Victoria's threatened shorebirds. There are 126 coastal reserve land units that host parts of these KBAs and these are documented in the inventory of values and uses.

### *Shorebird roosting sites*

The Oil Spill Response Atlas is a national database maintained by the Australian Maritime Safety Authority. Included in the spatial information are details of sites of biological and environmental significance that could be impacted by a marine oil or chemical spill. Data on shorebird and seabird roosting, feeding and nesting sites were extracted from this database. While many of these important sites overlap terrestrial protected areas or Ramsar wetlands, a number do not. Of the 22 coastal reserves that include shorebird roosting sites, 11 are not within Ramsar wetlands.

Figure 5.9 Key biodiversity areas along Victoria's coast as identified by Birdlife International

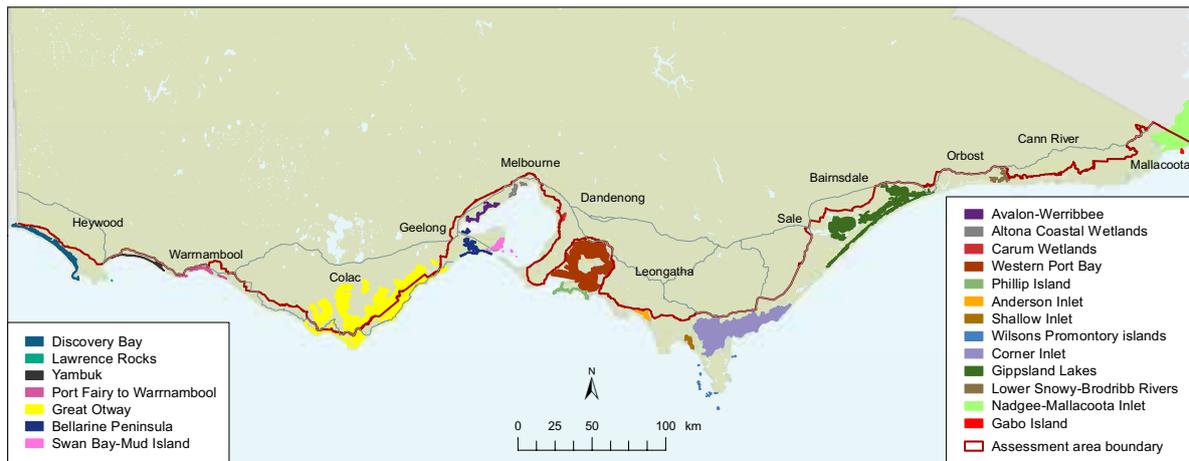


Figure 5.10 Examples of Victoria's threatened shorebirds: resident Hooded Plover (left) and migratory Bar-tailed Godwit (right) (Photos: M Mitchell)



### 5.3.5 Blue carbon

Coastal saltmarsh, mangroves and seagrass (sometimes collectively termed blue carbon ecosystems) have a key role in carbon sequestration, a key ecosystem service (see figure 5.11). Burial rates of organic carbon in these ecosystems are exceptionally high<sup>16</sup> and can be 30-50 times higher than rates in the soils of terrestrial forests.<sup>17</sup> This is in part because blue carbon ecosystems can trap particles and suspend sediments out of the water column. Undisturbed, these sediments accrete over time.<sup>18</sup> This allows blue carbon ecosystems to continually capture carbon, unlike terrestrial ecosystems in which carbon capture may eventually plateau.<sup>19</sup>

In Victoria, more than 2.91 million megagrams (Mg) of organic carbon is stored in the top 30 centimetres of sediment in blue carbon ecosystems. Coastal saltmarshes are responsible for almost 53 per cent of Victoria's blue carbon stock, although they represent only 30 per cent of the blue carbon ecosystem area. Every year, Victoria's blue carbon ecosystems sequester around 22,700 Mg of additional organic carbon.<sup>16</sup>

**Figure 5.11** Coastal ecosystems play an important role in storing carbon (blue carbon) and include marine and intertidal species such as *Posidonia australis* (left) and saltmarsh and mangrove communities (right) found in Corner Inlet (Photos: Parks Victoria (left), R Molloy (right))



Blue carbon ecosystems were mapped across Victoria as part of The Nature Conservancy's Mapping Ocean Wealth project. This work was also supported by an Australian Research Council Linkage Grant led by Deakin University with The Nature Conservancy, University of Queensland, Parks Victoria, and DELWP as partners. The maximum recorded value for tonnes of carbon was used to assess coastal reserves with high soil carbon. Researchers advised that values above 350 tonnes of carbon are assessed as 'high' and provided an analysis of the total blue carbon in each coastal reserve land unit.

Some 86 reserves have high values for soil carbon, ranging from 503,800 tonnes (Lake King - Gippsland Lakes Reserve extending over 12,850 hectares) to 378 tonnes (Rye Foreshore Coastal Reserve over 62 hectares). Sites with high blue carbon value are documented in the relevant entry in the inventory of values and uses. Most coastal reserves with high values include substantial areas offshore or subject to inundation and 38 are in the Gippsland Lakes area. Reserves with high soil carbon range in size from the lake beds of Gippsland lakes covering around 10,000 hectares each to six hectares at Balcombe Creek Estuary and Yaringa Boat Harbour; more than half of these reserves are each greater than 100 hectares extent. A further 13 coastal reserve land units have moderately high values for soil carbon (between 150 and 349 tonnes).

### 5.3.6 Conservation-listed species

Across Victoria, DELWP maintains non-statutory threatened species advisory lists for vertebrates<sup>20</sup>, invertebrates<sup>21</sup> and rare or threatened plants<sup>22</sup> (see figure 5.12 for examples). Fauna species may be listed as critically endangered (extremely high risk of extinction in the wild), endangered (facing a very high risk of extinction in the wild), vulnerable (high risk of extinction in the wild), near threatened (close to qualifying for, or likely to qualify for a threatened category in the near future) or data deficient (more information is required and future research may show that threatened classification is appropriate). Flora species may be listed as endangered (at risk of disappearing from the wild state if present land use and other causal factors continue to operate), vulnerable (not presently endangered but likely to become so soon due to continued depletion), rare (not considered threatened but there are relatively few known populations or the taxon is restricted to a relatively small area) or poorly known (suspected to belong to one of the threatened categories, at present accurate distribution information is inadequate). Species and communities may also be listed on the *Flora and Fauna Guarantee Act 1988* (FFG Act) Threatened List. This list includes only those species or communities that have been nominated, assessed by the Scientific Advisory Committee and approved for listing by the Minister for Energy, Environment and Climate Change and the Minister for Agriculture and Food Security.

Federally, species may be listed under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) as threatened. Species may be listed as critically endangered (CR: extremely high risk of

extinction in the wild in the immediate future), endangered (EN: very high risk of extinction in the wild in the near future), vulnerable (VU: high risk of extinction in the wild in the medium-term future) or conservation dependent (CD: a species is the focus of a specific conservation program, the cessation of which would result in the taxon becoming vulnerable, endangered or critically endangered within five years).

Four international treaties apply to migratory species which are native to Australia. These are the Bonn Convention, Japan-Australia Migratory Bird Agreement (JAMBA), China-Australia Migratory Bird Agreement (CAMBA), and Republic of Korea-Australia Migratory Bird Agreement (ROKAMBA).

To assess the presence of conservation-listed flora and fauna in coastal reserves, the Victorian Biodiversity Atlas was searched for records of species on the DELWP advisory lists, Flora and Fauna Guarantee Act, Environment Protection and Biodiversity Conservation Act, or international treaties (Bonn, JAMBA, CAMBA or ROKAMBA). A conservative approach was taken; fauna that were listed as data deficient or near threatened and flora that were listed as poorly known or rare on DELWP's advisory lists were included. To ensure data currency, only records of species since 1980 were included.

As vertebrates and vascular plants are relatively well studied, the listings for these taxa are more likely to be relatively good representations of their conservation status. Given the vast numbers of invertebrates (100 times that of vertebrates) and fungi (10 times that of vascular plants) and our relatively low level of knowledge about these species, the listings for these taxonomic groups should be viewed as underestimates. Across taxonomic groups, most marine species are less well known than terrestrial species, so listings for these species are also likely to be underestimates.

### *Fauna*

Some 132 species of conservation-listed fauna are identified in 133 coastal reserves (appendix 5). Across all listings, seven invertebrates, three fish, three amphibians, seven reptiles, 92 birds and 20 mammals are recorded. Coastal reserves include records of 104 species on DELWP's advisory lists (nine critically endangered, 19 endangered, 44 vulnerable, 30 near threatened and two data deficient), 61 species (including listed subspecies) on the FFG Act lists, 42 species on the federal EPBC Act listed (six critically endangered, 14 endangered and 22 vulnerable), and 62 species listed on international treaties (47 Bonn, 37 CAMBA, 36 JAMBA, 30 ROKAMBA) (appendix 5, table A5.2).

Approximately 20 per cent of species (26) are recorded only in a single coastal reserve land unit. The most widely recorded species are the pied cormorant and Pacific gull which are recorded in 54 and 76 reserves respectively. Single records of species are sometimes due to the restricted nature of species distributions (e.g. Sherbrooke amphipod *Austrogammarus haasei*) but not always; the blue whale *Balaenoptera musculus* has also been recorded in only one coastal reserve. This pattern also partly reflects survey effort. Nyerimilang Park - Gippsland Lakes Reserve has 10 conservation-listed species recorded, and 28 reserves have only one recorded conservation-listed species. Between Port Fairy and Warrnambool, the Belfast Coastal Reserve, Belfast Lough Coastal Reserve and Port Fairy Coastal Reserve have 41, 27 and 37 recorded conservation-listed fauna species respectively.

Figure 5.12 Examples of conservation-listed coastal species (records 1980 to current)



Coast Ballart *Exocarpus syrticola* is a species of coastal shrub listed as rare in Victoria. Restricted to southern coastal dunes and cliffs, this species occurs from near Wilsons Promontory west to Port Lincoln, South Australia (Photos: B Doyle (left), S Sinclair (right))



Eastern Curlew *Numenius madagascariensis* is Australia's largest migratory shorebird and is listed as critically endangered on the national EPBC Act and listed on the international treaties Bonn, CAMBA, JAMBA, ROKAMBA. In Victoria this species is listed as vulnerable. (Photos: M Mitchell)

### Flora

A total of 74 species of conservation-listed flora are identified in 49 coastal reserves (see appendix 5, table A5.3). DELWP advisory lists includes all 74 of these species (11 endangered, 21 vulnerable, 35 rare and seven poorly known), the FFG Act lists 19 species and the federal EPBC Act lists eight species (four endangered and four vulnerable).

Across all listings there are two epiphytes, one fern, four vines, 20 herbs, 13 orchids, 11 grasses, 16 shrubs, and six trees. Twenty-two coastal reserves record only one conservation-listed flora species. The Lakes Entrance to Lake Tyers Coastal Reserve has seven recorded conservation-listed species and the Narawong Coastal Reserve has eight. More than half of flora species (51) were recorded in only one reserve; the two most widely-recorded conservation-listed species (marsh saltbush *Atriplex paludosa* subsp. *paludosa* and thick-lip spider orchid *Caladenia tessellata*) are each recorded in five coastal reserves.

## 5.4 Aboriginal values and interests

As noted in chapter 1, Traditional Owners do not separate marine from coastal or associated catchment values. For VEAC's recent Assessment of the Values of Victoria's Marine Environment, Traditional Owners advised that the nature of Aboriginal culture and knowledge means that there is not a well-documented inventory of information relating to sections of the Victorian coast available to decision-makers. This was considered to represent a very significant gap under the terms of reference for that assessment and remains so for this assessment of coastal reserves.

VEAC's Assessment of the Values of Victoria's Marine Environment provided an outline of the Aboriginal cultural values for Sea Country in Victoria, based on a report prepared for VEAC by the Federation of Victorian Traditional Owner Corporations. A strategic framework prepared by the Federation was also included articulating Victorian Traditional Owners' long-term goals and objectives for developing and applying Indigenous knowledge and practice for Sea Country in a contemporary Victorian context.

### *Marine and Coastal Policy and Marine and Coastal Strategy*

There are several provisions in the new *Marine and Coastal Act 2018* that support Traditional Owner rights and interests, including:

- to acknowledge Traditional Owner groups' knowledge, rights and aspirations for land and sea Country
- to engage with specified Aboriginal parties ... in marine and coastal planning, management and protection.

The Marine and Coastal Act Transition Plan notes desired outcomes that include stronger links to cultural values in the planning and management of the marine and coastal environment. The *Marine and Coastal Policy 2020* acknowledges that institutional barriers have limited the opportunities for many Traditional Owners to manage and use land and Sea Country, and to have their voices heard in planning and decision-making processes.

Development of the Marine and Coastal Policy and the Marine and Coastal Strategy offers opportunities to incorporate cultural values and the aspirations, rights and interests of Traditional Owner communities.

### *Sea Country plans*

The foundational, consistent planning document for Victorian Traditional Owner groups, that sets out their aspirations and goals with respect to managing Country, is the Country Plan. A Country Plan is a document that is prepared and approved by Traditional Owner Corporation groups, under self-determination principles.

Where appropriate, Country Plans may include Sea Country plans that form a suitable basis to guide group directions and priorities for Sea Country (as advised by Elders and other knowledge holders for that Country) and further informed by the values and strategic directions expressed by Traditional Owners.

The status of Country Plans and Sea Country Plans for the Victorian marine and coastal environment is summarised in table 5.5 below.

**Table 5.5** Status of Country Plans and Sea Country Plans for Victorian Traditional Owner groups

Traditional Owner group	Prescribed Body Corporate, Traditional Owner group entity or RAP	Country Plan status	Sea Country plan status
Gunditjmara	Gunditj Mirring Traditional Owner Aboriginal Corporation	No <sup>23</sup>	Koonang Mirring (Sea Country) plan to be developed <sup>24</sup>
Eastern Maar	Eastern Maar Aboriginal Corporation	Yes <sup>25</sup>	Sea Country Plan to be developed
Wathaurung/ Wadawurrung	Wathaurung Aboriginal Corporation	No	Country Plan that incorporates Sea Country interests will be produced
Bunurong/ Boon Wurrung	Bunurong Land Council Aboriginal Corporation	No	Country Plan that incorporates Sea Country interests will be produced
Wurundjeri	Wurundjeri Land and Compensation Cultural Heritage Council Aboriginal Corporation	Yes	Country Plan currently under review and not publicly available
Gunaikurnai	Gunaikurnai Land and Waters Aboriginal Corporation	Yes <sup>26</sup>	Country Plan addition outlining the importance of sea birds will be produced

## 5.5 Non-Aboriginal cultural heritage

The sea and coast have played a central role in the early economic, social and physical development of Victoria by non-Aboriginal settlers. Physical evidence of past dependence on the sea and coast remains in numerous historic places and objects along the coast and offshore.

The early history and settlement of the coast is documented in several publications<sup>27</sup> and summarised in chapter 8 of VEAC's *Assessment of the Values of Victoria's Marine Environment Report 2019*. Many historic sites along the coast record the varied history which included industries such as sealing and whaling; transportation ports and infrastructure including maritime safety such as lighthouses, defence and quarantine; as well as recreation and visitor facilities for public bathing.

This section reports on historic and non-Aboriginal cultural heritage, including historic places or sites, historic landscapes or areas, historic buildings or groups of buildings, historic objects, and post-contact Aboriginal Cultural Heritage places, sites or objects. Unlike VEAC's recent Historic Places Investigation (2016), this assessment focuses only on historic values of *high* significance in coastal reserves i.e. sites of state significance and above located or partly located in coastal reserves.

### Historic themes

In 2000 the Australian Heritage Commission developed a national framework for use in heritage assessment and management – the Australian Historic Themes Framework. In 2010 the Heritage Council of Victoria and Heritage Victoria built on this national work and published a framework specifically for Victoria comprising nine historical themes. The framework recognises that all places in Victoria have associations for Aboriginal people.

The nine historical themes demonstrate the many complex layers of Victoria's history and provide a framework for understanding and interpreting heritage values. Structures, objects, human experiences and the environment can be understood through several themes simultaneously providing linkages and a wider historical context. For example, structures built during the formation of Victoria, such as Point Nepean and the Point Gellibrand Battery site at Williamstown, can be interpreted through the themes covering 'Governing Victoria', 'Peopling Victoria's places and landscapes' and 'Building Victoria's industries and workforce'. The historic theme 'Shaping Victoria's environment' looks at living with natural processes such as the coast and includes places and objects like shipwreck relics and lighthouses. The historic jetties, piers, and ports along Victoria's coast encompass themes of 'Peopling Victoria's places and landscapes' and 'Connecting Victorians by transport and communications'. Together these themes link the story of immigration with the development of maritime trade.

Themes are also useful for understanding the cultural role of coastal areas in community life as seen through 'Shaping cultural and creative life' which helps to explore the history of the coast in sports, arts, popular culture and entertainment. Climatic and topographic changes too are explored as part of coastal heritage through 'Shaping Victoria's environment' focusing on the climatic and topographic changes which are often most observable along the coast.

### Legislative protection and recognition

Historically significant places and objects in Victorian waters and on land are protected under the *Heritage Act 2017*. The Act includes provisions for all shipwrecks and relics in Victorian state waters including bays, harbours and rivers such as Port Phillip Bay and Gippsland Lakes. Shipwrecks and other underwater cultural heritage are also protected under complementary Commonwealth legislation.

Places and objects of state significance are recorded on the Victorian Heritage Register (VHR) and archaeological sites listed on the Victorian Heritage Inventory (VHI). Shipwrecks are documented separately.

Places or objects of natural historic or Indigenous value to all Australians are registered on the National Heritage List under the provisions of the Commonwealth EPBC Act.

**Figure 5.13** The Great Ocean Road is the only Victorian place of national heritage significance that includes areas of coastal reserve. This place also includes areas of road reserve and national park (Photo: M Mitchell)



### Coastal reserve sites of high cultural heritage value

National Heritage List places in Victoria's coastal environment are Point Nepean defence and quarantine precinct, Point Cook RAAF Air base (Commonwealth land), Great Ocean Road (Torquay to Allansford), HMVS Cerberus (nearshore on the seabed). Of these, only the Great Ocean Road is partly located in coastal reserves (see figure 5.12).

There are 42 Victorian Heritage Register places at least partly located (or objects housed) in coastal reserves (see table 5.6). Most of these are in the central areas of the state with Hobsons Bay and Mornington Peninsula municipalities having the most sites. About 56 coastal reserves host approximately 216 Victorian Heritage Inventory sites. These sites are identified in the inventory entry for the relevant coastal reserve.

Historic themes have been included in table 5.6 for each VHR site located in a coastal reserve. These themes categorise places and objects using 'Historic Group' as defined by Heritage Victoria. There are many cases where historic places represent multiple historic groups; in these cases, the predominant historic group is used.

### Shipwrecks

Shipwrecks, shipwreck artefacts and sunken aircraft in Victorian waters that are 75 years old or more are protected in Victoria under the Heritage Act. Protected Zones have been placed around particularly fragile or important wrecks where it is an offence to enter, anchor, fish, trawl or dive on without a permit. There are currently no protected zones applying to wrecks in coastal reserves. All underwater cultural heritage including shipwrecks, shipwreck artefacts and sunken aircraft in Victorian waters are also protected under the Commonwealth *Underwater Cultural Heritage Act 2018*.

Shipwrecks are some of the most readily recognisable sites of maritime archaeology but fewer than half of the 780 shipwrecks along the Victorian coast have been located. There are 29 known shipwreck sites in coastal reserves; about half of these are located along southwest Victoria's 'Shipwreck coast', some 130 kilometres of coast extending from Port Fairy to Cape Otway.

**Table 5.6** Historic places and objects of national or state significance (VHR) on coastal reserves

Local Government Area (LGA)	VHR ID#	Site name	Historic group
<b>National Heritage List</b>			
Colac Otway/Corangamite/ Moynes/Surf Coast	H2261	Great Ocean Road	Transport
<b>Victorian Heritage Register</b>			
<b>WEST BLOCK</b>			
Glenelg	H1773	Cape Nelson Lightstation	Maritime Industry
Moyne	H2213	Moyne River Training Walls	Maritime Industry
Moyne	H1659	Griffith Island Lighthouse, Port Fairy	Maritime Industry
Moyne	H1431	Lifeboat Station Port Fairy	Maritime Industry
Warrnambool	H2124	Warrnambool Breakwater	Maritime Industry
<b>CENTRAL BLOCK</b>			
Bayside	H2206	Former Old Melbourne Gaol Burial Markers	Law Enforcement
Greater Geelong	H1288	Lime Kiln Complex	Manufacturing and Processing
Greater Geelong	H0929	Eastern Beach Bathing Complex & Reserve	Recreation and Entertainment

Local Government Area (LGA)	VHR ID#	Site name	Historic group
Greater Geelong	H1848	Barwon Heads Bridge	Transport
Hobsons Bay	H1733	Wilkinson Memorial Fountain	Monuments and Memorials
Hobsons Bay	H1088	Gellibrand & Breakwater Piers	Maritime Industry
Hobsons Bay	H1512	Former Morgue Ann St, Williamstown	Government and Administration
Hobsons Bay	H1513	Tide Gauge House, Williamstown	Maritime Industry
Hobsons Bay	H1649	Time Ball Tower, Williamstown	Maritime Industry
Hobsons Bay	H1790	Melbourne Harbour Trust Stores & Workshops	Manufacturing and Processing
Hobsons Bay	H1811	Fort Gellibrand, Williamstown	Military
Hobsons Bay	H1885	Blunts Boatyard & Slipway, Williamstown	Maritime Industry
Hobsons Bay	H0927	Dressing Pavilion, Williamstown (part)	Recreation and Entertainment
Hobsons Bay	H1599	Williamstown Railway Station Complex	Transport
Mornington Peninsula	H0759	Coolart (Southern boundary along stream)	Agriculture - Farming and Grazing
Mornington Peninsula	H1050	Collins Settlement Site, Sorrento	Exploration, Survey and Historical Events
Mornington Peninsula	H1090	Former Fort Franklin (Portsea Camp)	Military
Mornington Peninsula	H0906	Former Jetty Cargo Shed, Flinders	Maritime Industry
Mornington Peninsula	H1996	The Pines Foreshore Reserve, Shoreham	Recreation and Entertainment
Mornington Peninsula	H2299	Rosebud Sound Shell	Recreation and Entertainment
Mornington Peninsula	H1516	Lighthouse, McCrae	Maritime Industry
Mornington Peninsula	H1748	Cape Schank Lightstation	Maritime Industry
Port Phillip	H1805	Catani Gardens, St Kilda (part)	Parks, Gardens and Trees
Port Phillip	H0982	Leading Lights, Port Melbourne	Maritime Industry
Port Phillip	H1534	Kerferd Road Pier, Albert Park	Maritime Industry
Port Phillip	H0984	Station Pier Northern Section, Port Melbourne	Maritime Industry
Port Phillip	H0981	Princes Pier, Port Melbourne	Maritime Industry
Queenscliffe	H1517	Point Lonsdale Lighthouse	Maritime Industry
Queenscliffe	H1515	Steamer Pier & Lifeboat Shed, Queenscliff	Maritime Industry
Surf Coast	H2032	Bells Beach Surfing Recreation Reserve	Recreation and Entertainment
Surf Coast	H2270	Split Point Lightstation, Aireys Inlet	Maritime Industry
<b>EAST BLOCK</b>			
East Gippsland	H1983	Point Hicks Lightstation	Maritime Industry
East Gippsland	H1648	Slip & Winch Shed, Paynesville	Maritime Industry
East Gippsland	H1532	New Works Historic Complex, Lakes Entrance	Maritime Industry
South Gippsland	H2043	Walkerville Lime Kilns	Manufacturing and Processing
Gabo Island	H1843	Gabo Island Lightstation (part)	Maritime Industry

## 5.6 Tourism and recreation

### Tourism on Victoria's coast

Tourism involves people travelling to, and staying in, places for short periods of time typically for leisure or business.<sup>28</sup> Tourism contributes to regional economies through money spent on transportation, accommodation, food and beverages, entertainment, equipment, sightseeing, souvenirs and various other services or products.

Marine and coastal tourism are distinct but closely related forms of tourism. While marine tourism is connected to, and dependent on, the sea and the marine environment, coastal tourism is generally associated with land-based activities that are linked to a coastal location. Victoria's most popular marine and coastal visitor destinations are the Twelve Apostles on the Great Ocean Road and the Penguin Parade on Phillip Island. Neither of these include areas of coastal reserve.

Coastal tourism in Victoria includes visits to maritime museums, lighthouses and lookouts, scenic driving, activities such as birdwatching and whale-watching (from land), and coastal walks. Many of these activities take place in Victoria's coastal reserves or the associated buildings and facilities (such as the museums and lighthouses) located in coastal reserves. For example, Victoria has more than 20 lighthouses, 11 of which are located in coastal reserves. Ten of the lighthouses are open to the public (including Point Lonsdale and Split Point lighthouses that are both located in coastal reserves).

Popular coastal walks or multi-use trails offer visitors unique views of Victoria's coastline in areas that are not always accessible otherwise. Examples of Victorian coastal walks that pass through coastal reserve include the Surf Coast Walk (a multi-use trail in the Great Ocean Road region running between Torquay and Aireys Inlet) and the George Bass Coastal Walk (a cliff-top trail stretching between San Remo and Kilcunda).

Coastal reserves often provide an entry point to the marine environment. While marine tourism activities take place in the sea, the supporting facilities and infrastructure are often found on coastal reserves. For example, boat-based tourism is a growing industry and includes dive boats, fishing charters, scenic cruising boats and yachts. Associated marine access infrastructure (such as boat ramps, launches, slipways, jetties and piers) is found in coastal reserves. Information prepared by DELWP on marine access indicates that almost one hundred coastal reserves offer marine access (67 launches, 73 ramps, 9 slipways, 22 jetties, 18 piers). These data include publicly accessible marine access infrastructure in the Gippsland Lakes – a popular area for boating and an important tourism destination.

Caravan and camping parks are a popular choice of accommodation in coastal areas. There are more than 60 caravan parks in 50 coastal reserves in Victoria; around 20 per cent of Victoria's coastal reserves host a coastal caravan and camping park.

### *Economic importance of coastal tourism in Victoria*

Victoria has twelve tourism regions, of which six include coastal areas: Great Ocean Road, Geelong and the Bellarine, Melbourne, Mornington Peninsula, Phillip Island and Gippsland. The coastal tourism regions (excluding Melbourne), which contribute about 15 per cent of the gross state product,<sup>29</sup> have a strong dependence on the natural values of the marine and coastal environment for attracting visitors and tourism investment. However, at a regional scale it is difficult to identify how much of this tourism is related to Victoria's coast, thus making it difficult to determine the importance of the coast and more specifically, coastal reserves, to tourism and Victoria's economy.

### *Licensed tour operators, ecotourism and emerging tourism*

People or businesses who conduct an organised tour or recreational activity in Victoria for profit on public land (including the marine environment) are required to have a tour operator licence.

There are more than 80 licensed tour operator licences currently issued over approximately 30 coastal reserves by Parks Victoria.

Ecotourism is ecologically sustainable tourism with a focus on increasing environmental and cultural awareness. Compared with more traditional tourism, ecotourism aims for a lesser environmental impact. Popular activities include swimming with and viewing marine mammals, surfing and paddling – sometimes taking place from or relying on facilities in coastal reserves, or entering the marine environment through a coastal reserve.

Growing or emerging tourism sectors include Aboriginal cultural experiences, nature-based and adventure tourism.

### Recreation on Victoria's coast

Recreation is defined as the activities people pursue in their free time. One of the main objectives of the coastal reserve public land use category is to provide for recreation associated with enjoyment of the coastal environment (figure 5.13). More formal or developed recreation, sports and visitor facilities are also found in many coastal reserves. For example, in some places, coastal reserves include bowls clubs, golf courses and public buildings.

**Figure 5.14** A broad range of recreational and tourism activities are popular in Victoria's coastal reserves (Photo: L Lewis)



Research commissioned by DELWP identified that coastal areas are an important part of the lives of most Victorians.<sup>30</sup> Of those surveyed, 77 per cent had made at least one day trip to the coast in the past year, with the average number being 16 day trips. Of those who visited the coast, the most commonly reported activities were walking/hiking, swimming, nature appreciation, sunbathing/relaxing on the beach and fishing. Nineteen per cent of the respondents said they just enjoyed being on the coast.

A survey conducted by DELWP in collaboration with Behaviour Works reported in *Victorians Value Nature Survey Results 2019* found that beaches were ranked in the top three places that Victorians felt most connected to nature. These results reflect the sense of peace and relaxation that many people describe when they visit coastal areas, whether it be escaping a busy urban life through outdoor recreational pursuits, the feeling of awe when visiting sites of scenic beauty, or simply the aesthetic value of the natural environment and the solace this may provide. For many, there is an inherent appreciation of the natural world, the value of open space and the benefits to both physical and mental health of slowing down and taking time to connect with nature. Sometimes it is simply the knowledge that natural places exist, whether they are experienced directly or not. It is important to many people that they are able, if they choose, to access natural areas themselves, but also to know that future generations will be afforded the same opportunity.

### *Contribution of coastal reserves to recreation*

Coastal reserves often provide access and entry to the marine environment. Many recreational activities that take place on or in the water are supported by facilities and infrastructure that are located onshore in coastal reserves. These associated facilities and infrastructure have been principally established for community use and they continue to support the recreational uses and any associated tourism in these areas. Examples include surf lifesaving club rooms, sailing and yacht clubs, bowls clubs, golf courses, community halls and ovals (sometimes including sports club rooms), swimming pools, tennis courts, rotundas, picnic and barbeque areas, skate parks and marine access infrastructure such as boat ramps and jetties. Around ten per cent of Victoria's coastal reserves include areas of active sports facilities such as bowls clubs, golf courses, skate parks, swimming pools and tennis courts. Examples include the Inverloch Bowling Club, the Rosebud Bowls Club and the Port Fairy Golf Club, each located in a coastal reserve using the definition established in chapter 4.

The location of public facilities and infrastructure in coastal reserves (compared to other categories of public land) varies. For instance, more than 90 per cent of Victoria's surf lifesaving clubs are located in coastal reserves (54 clubs on 36 coastal reserves). Similarly, of the 87 sailing or yacht clubs in Victoria (listed by Australian Sailing), more than 65 per cent are located on coastal reserves (58 clubs on 39 coastal reserves).

Coastal reserves provide for a broad range of recreational uses including defined areas specifically for popular activities, such as dog exercising on the Lorne 'dog beach' and a dog-friendly beach in San Remo.

### **Recreation and tourism in the future**

Facilities and infrastructure supporting recreational uses and tourism are found on land with various statuses including Crown land coastal reserve, land owned by local councils and private freehold land. Land status is not often known or understood by the public, and it can be complicated with different ownerships existing side-by-side or even within an area of a single building or facility. Rather than technical land status, it is the continuation of access to coastal areas, public facilities or infrastructure, and to the marine environment that is important to most people. Maintaining access to coastal areas (and the facilities and infrastructure) by retaining coastal land in public ownership is most important.

As Victoria continues to experience population growth and urban densification, the pressure on Victoria's coastal areas to provide opportunities for tourism and recreation is likely to increase. Urban population growth interacting with climate change generates a complex mix of threats to tourism and recreation. These include overcrowding and conflict between users, climate change impacts to natural (e.g. beaches) and built (e.g. boat ramps) assets and decreased water quality. This makes it increasingly important that we maintain the opportunities that are currently offered and look for new opportunities where practical given climate change impacts.

Information provided by land managers indicates that many coastal reserves are at or over capacity over much of the summer period; however, there is limited knowledge on current visitor numbers at a fine scale. Areas within approximately two hours from Melbourne appear to be experiencing the most overcrowding. In addition, the number of applications for access or to construct jetties and boat moorings is significantly increasing, and onshore facilities are often overcrowded with impacts encroaching into adjoining areas.

The online inventory supporting this report provides a record of built community facilities, marine access infrastructure, caravan or camping areas and active sports facilities as indicators of the types of significant recreation and tourism values present on coastal reserves.

## 5.7 Coastal development

Coastal development is influenced by broader settlement patterns and population trends. More recently, coastal development has been driven by increasing population, lifestyle choices (sea change) and recreation, and facilitated by improved roads and reduced travel times.

VEAC's *Assessment of the Values of Victoria's Marine Environment Report 2019* provides a summary of coastal development. This section restates the key points relevant to coastal reserves and summarises demographic data to contextualise the changing nature of coastal land use and the demands of a growing population on the environment.

Pressures from population growth and the effects of climate change, including sea level rise, storm surges and altered weather patterns, will drive new patterns of coastal development into the future. Key points relevant to coastal reserves are:

- Demographic data provide context for assessing impacts of people on the marine and coastal environment and for planning future needs. Limiting development within township boundaries protects some natural and social values but puts increased pressure on others.
- Demand for coastal access will increase with population growth. Crowding at boat ramps, conflict between users (e.g. boats and swimmers), noise and chemical pollution are all emerging concerns.
- Victoria has more than 400 boat launching sites, yacht clubs and marinas. These facilities provide access to the marine environment but create localised impacts.
- There are more than 1500 coastal protection structures (e.g. sea walls) in Victoria with a replacement cost of about \$700 million. Ageing and inadequately maintained structures are increasingly subject to climate change impacts and increased use by growing populations.
- While coastal protection structures protect approximately \$10 billion dollars of built assets, they can alter the physical and ecological dynamics of coastal areas, alter settlement patterns for plants and animals and facilitate colonisation by marine pests.
- Beach renourishment protects and stabilises sandy beaches with lower environmental impacts than hard structures. However, it is costly and temporary.

### Coastal demography

VEAC's recent *Assessment of the Values of Victoria's Marine Environment* provides a summary of coastal population and settlement patterns based on Australian Bureau of Statistics and other government data sources prepared by the Land Use and Population Research group within DELWP.<sup>31</sup> The analysis shows coastal settlement patterns are related to the proximity to urban centres, particularly Melbourne, the radial nature of settlement along the coast and transport corridors, and the lasting influence of historic coastal trading ports.

Trend information shows that the number of people living along the coast is increasing in areas that are within two hours' drive of Melbourne. For example, populations in coastal towns such as Torquay and Ocean Grove west of Melbourne, and Dromana on the Mornington Peninsula, are growing at a faster rate than towns further away from Melbourne. Coastal towns in the far east and far west of the state recorded declining populations in 2016-17.

The limitations to growth of coastal populations in Victoria are partly attributed to the significant area of national parks and reserves along the coast, and partly to planning controls that keep residential development within township boundaries. Consequently, where populations are higher and access to the coast is available, pressures on the environment and resources are increasing.

Age profiles in coastal towns are influenced by migration and natural population increase. People at different stages in their lives have specific needs and interests in the marine and coastal environment which has implications for marine and coastal management (figure 5.15). For example, people with young children may want access to safer swimming beaches, while people with mobility difficulties such as the elderly may require ramps rather than stairs to access beaches. Younger retirees are more likely to make greater use of coastal assets, such as boating facilities. More couples and young families have been attracted to centres like Torquay, which has resulted in population growth through natural increase as well as net in-migration.<sup>31</sup> Bass Coast and Far East Gippsland show the highest proportion of population in the 60 to 69 years age category.

A key characteristic of most coastal settlements is the relatively high proportion of holiday homes and non-residents, with changes in levels of habitation between week days and weekends, and during summer time or school holidays. A total of 36,800 unoccupied dwellings were counted in Victorian coastal towns and cities (excluding Melbourne and Geelong) by the 2016 census representing an average winter vacancy rate of around 37 per cent.

Some areas experience very high population peaks for festivals or sporting events. The annual Pier to Pub swim at Lorne can attract an additional 20,000 visitors. This represents a 20-fold increase over the resident population.

**Figure 5.15** People access and use coastal reserves differently depending on their life stage  
(Photos: S Garnick (left), A Kilborn (right))

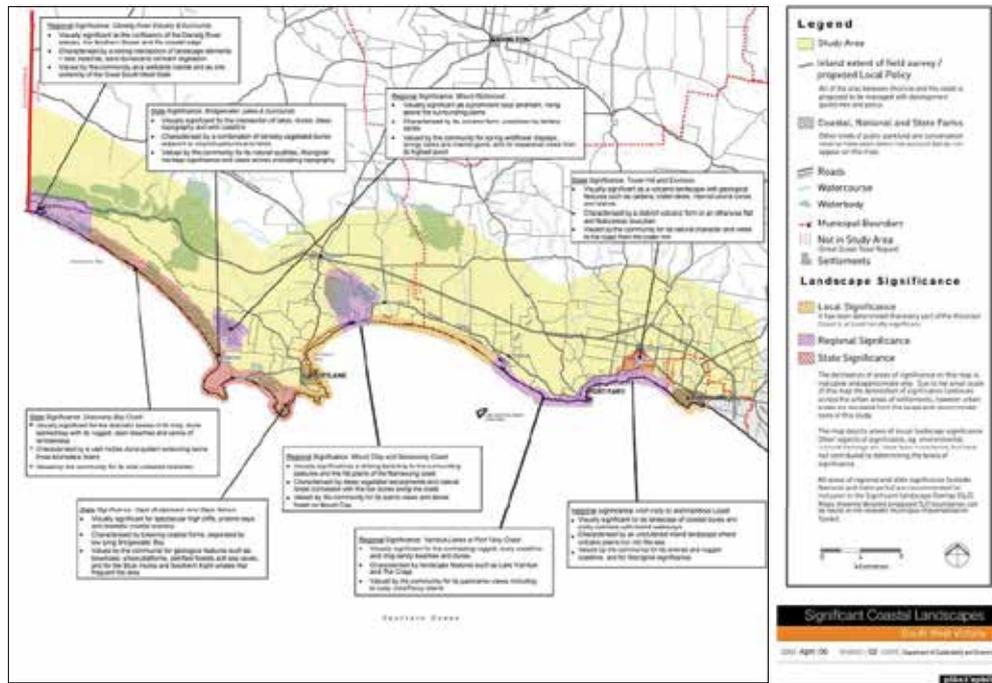


### Coastal landscapes

The importance of recognising and protecting coastal landscapes from inappropriate development has been acknowledged in the various versions of coastal strategies or regional coastal plans and identified as management overlays in several past LCC/ECC/VEAC studies.

The *Planning and Environment Act 1987* provides most legislative controls for landscapes including the new Distinctive Areas and Landscape provisions introduced in 2018. Planning schemes and overlays together with restrictions for settlement boundaries (urban growth) signal the need to protect significant coastal landscapes from development impacts. The former Victorian Coastal Council and DSE's commissioned *Coastal Spaces Landscape Assessment Study* (2006) also provides a framework for managing impacts on significant landscapes (figure 5.16). DELWP is currently reviewing the implementation and effectiveness of these planning instruments in parallel with the Great Ocean Road Action Plan and establishing the Distinctive Areas and Landscapes for the Bass Coast, Bellarine Peninsula and Surf Coast. These three Distinctive Area Landscapes are documented as a high value in the inventory of values and uses for coastal reserve land units.

**Figure 5.16** Sample of a map from the *Coastal Spaces Landscape Assessment Study* (2006) identifying significant coastal landscapes



The *Marine and Coastal Policy 2020* also acknowledges the importance of natural features and landscapes (including seascapes) with two associated policy statements to protect and enhance these values. The coastal reserves inventory documents significant landscapes as reported in the 2006 study. A summary of the sections of coastline identified as coastal landscapes of state significance and the approximate area in coastal reserves is provided in table 5.7.

**Table 5.7** Sections of coastal reserves identified as state landscape significance in the 2006 *Coastal Spaces Landscape Assessment Study* report to VCC and DSE

Sites of coastal landscape significance	Area of coastal reserves (hectares)
Cape Bridgewater and Cape Nelson	30
Coastline from west of Princetown to Warrnambool	2900
Coastline from west of Cape Otway to west of Princeton	21
Coastline from east of Skenes Creek to west of Marengo	1400
Coastline from Lorne to west of Kennett River	900
Coastline and Otway Ranges from Breamlea to Lorne	800
Bells Beach Coastal Landscape	400
The Heads at Point Lonsdale	200
Phillip Island Western and Southern Coast	140
Cape Liptrap to Waratah Bay	1600
Nooramunga Coast and Islands	300
Ninety Mile Beach	1700
Gippsland Lakes	40,200
Cape Conran Coast	450
Croajingolong Coast	140
Mallacoota Inlet and Surrounds	200

## 5.8 Resource uses and licensed occupations

Across Victoria, public land is an important source of natural resources particularly timber, stock grazing, apiculture, earth resources and water. Coastal reserves, because of their small size and position in the landscape, provide for relatively few extractive resource uses. Much of the economic value of coastal reserves is derived from visitors to the coast for recreation and tourism (described in section 5.6).

Licence and lease (tenures) data provided by DELWP for areas identified as coastal reserves shows that there are some 148 tenures directly issued by the department as summarised in table 5.7. Delegated managers of Crown land (mainly local government and committees of management) may also issue certain types of tenures. A total of 84 tenures issued by committees of management are recorded mostly consisting of buildings or infrastructure such as caravan parks, tourist or recreation related facilities. Committees of management also issue tenures for bathing boxes and boat sheds, most of which are located in coastal reserves. Information on these occupations is not compiled by DELWP and therefore an estimate of the numbers of these assets is not readily available.

During consultation, stakeholders sought additional information about locations of licensed and leased occupations in coastal reserves, especially for private bathing boxes and boatsheds. In response, this final report includes additional information relating to numbers and locations of bathing boxes and boatsheds in coastal reserves. This information, along with information relating to other licensed occupations is included below.

### *Bathing boxes and boat sheds*

There are estimated to be some 2000 private coastal boat sheds and bathing boxes in Victoria, mostly in Port Phillip Bay, Western Port and Gippsland Lakes. A history of bathing boxes was recently prepared by Barnard (2019) for DELWP.<sup>32</sup> Most bathing boxes were established in the mid nineteenth to early twentieth centuries primarily to facilitate private dressing and undressing for sea-bathing and reflecting the modesty of the times. Today the brightly coloured sheds are a tourist attraction and the lease a desirable but costly asset. Perhaps the most well-known collection of bathing boxes is at Brighton Beach where a view to the city skyline forms the backdrop. Unlike most other bathing boxes, those at Brighton are located on foreshore owned in freehold title by local government. Most are located on Crown land coastal reserves.

The information provided here was compiled using data held by DELWP and local government. Mornington Peninsula Shire host most private bathing boxes and boat sheds and provided spatial data to VEAC. Aerial imagery was also used to identify the locations and numbers of bathing boxes and boat sheds in other municipalities. The results show that there are 1658 bathing boxes or boat sheds on coastal reserves, 1213 of these in Mornington Peninsula Shire along the shores of Port Phillip Bay (see table 5.9).

**Table 5.8** Summary of Crown land licence types for coastal reserves (source DELWP, January 2020)

Licence/tenure type*	Number of tenures
<b>Direct tenures</b>	<b>148</b>
Grazing licence	6
Unused road licence (grazing)	2
Water frontage licence (grazing)	73
Riparian management licence	7
Surf lifesaving club lease	3
Other licence	29
Other lease	20
Apiculture	4
Utilities and services licence	4
<b>Committee of Management tenures</b>	<b>84</b>
Lease	59
Licence	25

\*does not include bathing box/boat shed or private jetties

**Table 5.9** Summary of bathing box or boat shed tenures on coastal reserves

Coastal reserve land unit	Number of tenures	LGA
Dromana Coastal Reserve	285	Mornington Peninsula
Blairstown and Tyrone Coastal Reserve	150	Mornington Peninsula
Mornington - Mount Martha Foreshore Reserve	401	Mornington Peninsula
Portsea Coastal Reserve	83	Mornington Peninsula
Rosebud Coastal Reserve	176	Mornington Peninsula
Rye Foreshore Coastal Reserve	53	Mornington Peninsula
Mount Eliza Coastal Reserve	60	Mornington Peninsula
Point King (Sorrento) Coastal Reserve	5	Mornington Peninsula
Frankston Coastal Reserve	59	Frankston
Bayside Beach Park Coastal Reserve	3	Bayside
Mordialloc - Carrum Coastal Reserve	190	Kingston
St Leonards Coastal Reserve	17	Greater Geelong
Werribee South Coastal Reserve	143	Wyndham
Western Port Coastal Reserve - Tooradin to Corinella	33	Cardinia
<b>Total</b>	<b>1658</b>	

### *Jetties*

Information held by DELWP on licences issued for jetties and mooring is not spatially defined and cannot be readily assessed to determine the underlying Crown land status or reservation. Many jetties exist over unreserved Crown land forming the seabed and therefore cannot be attributed to a Crown land parcel. About 625 jetty licences have been issued for coastal municipalities. VEAC is unable to determine how many of these are located at least partly within coastal reserves (including the Gippsland Lakes); however, about 340 licences are from East Gippsland and Wellington LGAs.

Inspection of aerial photography reveals less than 10 private jetties on the shoreline of Lake Wellington, around 145 in Lake Victoria (including Paynesville and Raymond Island) and 153 in Lake King (including Lakes Entrance and North Arm). Information on the tenure arrangements for these structures is not compiled in a consolidated dataset. Many of these jetties will have licences issued to several different users.

## **Agricultural resources**

### *Stock grazing*

Domestic stock grazing is undertaken on public land under licence or permit. Grazing may also be undertaken as a land management tool; in particular, short term or intermittent grazing at low stocking rates has been demonstrated to maintain grassland habitats and to control weeds by reducing overall biomass. Grazing licences do not confer exclusive use of public land to the licence holder. Certain types of recreation are permitted on the licensed area such as walking, fishing and nature appreciation. However, members of the public are currently not permitted to camp or light fires on the licensed land. There are some 88 Crown land licences that allow for grazing across Victoria's coastal reserves (table 5.8), although not all of this area is necessarily grazed. Most areas are licensed to adjoining land owners and may not be readily distinguishable from the abutting freehold land.

### *Apiculture*

Apiculture (beekeeping) utilises public land for both production of honey and to rest bees before undertaking pollination of private agricultural crops. There are four apiculture permits or licences held over areas of coastal reserve and four designated sites in the east of the state. These sites are utilised in rotation depending upon local flowering conditions.

## **Earth resources and renewable energies**

Victoria's coastal environment has not been historically heavily used for production of earth resources. Coastal land has potential and prospects for renewable energies, particularly wind energy.

The availability of good quality building and construction materials has played an important role in the development of a prosperous city. In the past, materials such as basalt (bluestone and blue metal), sand, gravel and clay minerals have been readily obtained from coastal Crown land nearby to population centres.

### *Mineral and extractive resources*

Known mineral occurrences along the coast are not economic to extract and the potential for new resources is low. However building and agricultural materials have been extracted from coastal Crown land in the past. Some of these are limestone, sea salt, crushed rock, and building stone - mostly used in nearby areas.

Quarries produce predominantly hard rock, clay, sand and gravel, which are mostly used for constructing houses, public infrastructure and private sector developments. The total number of

quarries has remained relatively stable over the last decade. As at 30 January 2020, there were 865 current work authorities for quarries across Victoria; only one include areas of coastal reserves.

Historically coal was mined from sea cliffs and shore platforms at Cape Patterson and Kilcunda. In some places brown coal seams are known to extend offshore and at Eastern View near Anglesea where seams outcrop along the beach. Mining for coal does not currently occur in coastal reserves.

#### *Petroleum – oil and gas resources*

Oil and gas were first discovered in Victoria in 1924 at Lake Bunya near Lakes Entrance. Exploration commenced in the Otway Basin in 1941. The first offshore production well (Barracoota-1) was drilled in the Gippsland Basin in 1964. Today petroleum production occurs largely in Commonwealth waters of the offshore Gippsland, Otway and Bass basins, located along Victoria's southern coast.

There is currently no onshore natural gas production in Victoria. The *Petroleum Act 1998* was amended in 2017 to impose a moratorium on any petroleum exploration and petroleum production in the onshore areas of Victoria until 30 June 2020. The amendments also ban hydraulic fracturing and prevent the exploration for, and mining of, coal seam gas.

Exploration and production for offshore gas continues, including drilling from onshore to offshore which substantially reduces both the visual impacts and infrastructure footprint of drilling projects. Near Port Campbell the Iona and Otway gas plants process natural gas from the near shore Halladale-Speculant and nearby gas fields of the Otway Basin via a 33-kilometre pipeline.<sup>33</sup> Onshore processing occurs at Longford for the offshore Gippsland Basin gas fields located in Commonwealth waters.

#### *Renewable energy*

Coasts have the potential to provide renewable energy from wind, waves and tides. While potential for wave and tidal energy generation has been identified in Victoria, the costs are prohibitive without significant government investment. In recent years a pilot wave energy project near Port Fairy was terminated due to ongoing technical problems and costly time delays. The unit is currently being decommissioned.

Wind farms operate on coastal land in several locations in Victoria. Most sites are located on private freehold land (e.g. see figure 5.15). Four sites at Portland operate 98 turbines (Yambuk, Cape Nelson south, Cape Sir William Grant, Cape Bridgewater), nearby to Victoria's first wind farm opened in 2001 at Codrington. Narrawong Coastal Reserve south of Portland hosts the Cape Sir William Grant wind farm. In the east of the state wind farms are located on private land near the coast at Wonthaggi, Bald Hills, and Toora.

**Figure 5.17** Windfarms located on Narrawong Coastal Reserve between Cape Sir William Grant and Point Danger south of Portland (Photo: M Mitchell)



### *Geothermal energy*

As at 30 January 2020, there was one geothermal energy exploration permit pending renewal in Victoria. No geothermal energy retention leases or production licences are current. Geothermal energy activities in Victoria currently remain limited to exploration.

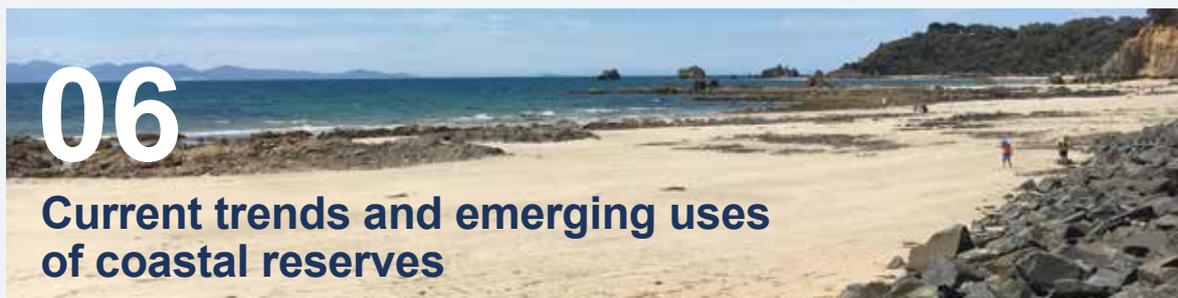
### **Coastal infrastructure**

Utilities and government services reserve is a broad public land category that encompasses uses such as transport (roads and railways), commercial ports, cemeteries, hospitals, government buildings, water or sewage treatment facilities, justice services and easements for water, electricity or gas. Public land allocated to this category has utilities as the primary purpose but may also provide for other compatible secondary uses. One of the largest of these areas is Melbourne Water's Western Treatment Plant comprising some 6685 hectares on the western shoreline of Port Phillip Bay fringed by a narrow strip of mostly intertidal coastal reserve.

The public land use category of coastal reserve is for land set aside primarily for public recreation, education and conservation of natural environments but also provides for a range of compatible services and utilities. In particular, utilities supporting coastal activities and navigation such as lighthouses, and markers or beacons are more often located in coastal reserves than on other coastal public land. Buildings and other publicly-accessible infrastructure supporting coastal activities are also typically located on coastal reserves such as yacht or sailing clubs, surf lifesaving clubs, caravan and camping sites, boat ramps and jetties or piers. In some locations active sports facilities may be located on coastal reserves (golf course, sports ovals, lawn bowls club).

More than 125 coastal reserve land units have coastal protection structures including sea walls, groynes, or levees. Almost 80 coastal reserves host utilities and infrastructure including some 320 emergency markers, 36 landmark monuments and 10 control points or markers.

Coastal facilities and infrastructure are documented in the relevant entries in the online inventory of coastal reserves prepared together with this report.



## 06 Current trends and emerging uses of coastal reserves

This chapter addresses part (c) of the terms of reference which asks VEAC to identify current and emerging uses of coastal reserves. Documenting trends and emerging uses specifically for coastal reserves is difficult as most information collected relates to trends and uses of the broader marine and coastal environment regardless of land classification. The available information is considered here for coastal reserves where possible and applicable.

At a statewide scale climate change, population growth and ageing coastal infrastructure are considered the three most important drivers of change operating on marine and coastal environments.<sup>1,2</sup> These pressures exacerbate existing threats and bring new challenges. The impacts of climate change on coastal reserves is addressed in chapters 7 and 8 of this report. Population growth and ageing coastal infrastructure are discussed here together with other associated or interrelated trends or changes for coastal environments.

### 6.1 Population growth

Victoria experienced 2.1 per cent population growth in the year ended 30 June 2019.<sup>3</sup> This is higher than the national growth of 1.5 per cent and is the fastest of all states and territories. The challenges this trend presents to coastal environments have been documented elsewhere and are summarised in section 5.7. The effect of this trend on coastal environments is explored in more detail below.

Coastal regions within about two hours' drive of Melbourne, including the Surf Coast, the Bellarine Peninsula, Greater Geelong, Mornington Peninsula, and the Bass Coast have experienced strong growth in resident numbers and this pattern is predicted to continue. While there are some variations in coastal population growth over recent years, behavioural research conducted in 2018 indicated that significantly more people are considering a move to the coast in the next five years compared to a previous survey in 2011.<sup>4</sup> Coastal areas which have recently shown strong population growth include Torquay, Ocean Grove – Barwon Heads, Werribee South, Point Cook East, Koo Wee Rup, and Dromana.<sup>5</sup>

So far, coastal settlements have avoided sprawling linear development, allowing distinct coastal settlements to retain their character. It is expected that coastal development will continue to occur in designated areas consistent with maintaining settlement character and protection of coastal values. However, as coastal settlements become more developed there may be increased pressure to move township boundaries and increase availability of visitor facilities which may have effects on coastal landscapes and scenic values. There are significant planning challenges. Balancing the pressures of population growth with the local social and environmental values that make coastal settlements attractive is a challenging task for state and local government.

Coastal settlements often have a relatively high proportion of vacant houses during much of the year, inhabited mainly during summer and school holidays. Coastal towns experience a large difference between the size of their resident population and the size of the population at particular times of the day, week or year. Where there is a large difference between resident and peak populations, stress can be placed on local services and facilities, many of which are funded by local authorities or staffed by

volunteers. The largest difference between resident and peak populations is during festival or sporting events which have generally experienced significant growth in popularity (see box 6.1).

Increased population may affect the health of the marine and coastal environment. Direct environmental impacts include habitat loss and degradation, introduction of invasive and pest species, and higher levels of pollutants (e.g. litter, stormwater runoff, wastewater discharges) discussed in section 6.4. These impacts are generally greatest in the most popular areas and locations with easy access from Melbourne. Increased visitation also puts pressure on local infrastructure and services, as well as visitor facilities such as walking tracks, boat ramps and marinas, lifesaving clubs and recreational infrastructure. Growth in demand for access can lead to calls for alterations to the beach, foreshore, wetlands and natural processes through groynes, sea walls and dredging to support future and expanding uses. If not properly managed, conflicts can develop between users and the carrying capacity of popular sites will be exceeded.<sup>2</sup>

## 6.2 Increasing coastal tourism and recreation

### Tourist destinations

Victoria's tourism industry has experienced strong growth with total tourism expenditure growing by 9.6 per cent per annum over the last five years, reaching \$31.6 billion in the year ending September 2019.<sup>6,7</sup>

In the 12 months to September 2019, the Great Ocean Road, Geelong/Bellarine, Mornington Peninsula and Phillip Island coastal regions broadly showed growth in tourism expenditure for daytrips, and domestic and international overnight stays, as well as growth in visitor levels.<sup>8</sup> Phillip Island recorded a modest decline in domestic day visitors, while there was a modest decline in international spend in the Great Ocean Road and Geelong/Bellarine regions.<sup>9</sup>

China is the largest source of Victoria's international visitors and represents the largest share of expenditure. The impact of the current coronavirus outbreak on tourism is expected to be severe.

Proposed developments to support tourism growth include a potential Stony Point to Cowes car ferry<sup>10</sup> and projects within the Shipwreck Coast masterplan.<sup>11</sup>

### Ecotourism

The number of tour operator licences issued by Parks Victoria across the state has increased by about 7 per cent annually for the past ten years. Most licences are issued for activities such as bush walking, bus tours and bird watching. Employment in the outdoor adventure sector across Australia has shown strong growth in the last ten years.

### Marine access

There are almost 100 coastal reserves with marine access infrastructure including jetties, piers, boat ramps, launches and slipways. This infrastructure provides access for recreational craft and commercial tours. Better Boating Victoria is a dedicated boating infrastructure authority which was created as part of the state government's plan for recreational fishing, *Target One Million*, in March 2019. The authority is overseeing a program of reforms supporting recreational boating, which include maintaining and improving boating ramps, jetties and berths.

Popular tours include fishing charters, sightseeing, marine mammal observation, scuba diving and snorkelling. The fishing charter industry is likely to continue to grow in line with population growth and in response to initiatives that encourage recreational fishing. Recent data indicate that expenditure associated with marine sightseeing tours has been growing by three to four per cent annually.<sup>12</sup> New Wildlife (Marine Mammals) Regulations 2019 were made in November 2019. The new regulations will support more effective monitoring of visitor numbers and potential impacts on marine mammals and provide more flexibility to respond to dynamic populations of marine mammals. There is likely to be

increased interest in the creation of artificial reefs for diving following the success of the sinking of the ex-HMAS Canberra. Artificial reefs can also promote and build recreational fish stocks.<sup>13</sup> Artificial reefs may have both positive and negative impacts on marine ecosystems, depending on the materials used, the site chosen and other factors.

Continued growth in recreational boat ownership is likely to drive demand to upgrade existing facilities and construct new ramps to address overcrowding.<sup>4,14</sup> Boat registrations in Victoria increased on average at two per cent per annum between 2005 and 2016. Based on this trend, it is forecast that there will be almost 125,000 additional boat registrations in Victoria by 2051 resulting in an estimated 315,200 registered boats.

There will be a corresponding demand for an increase to the number of associated car parks, launching and retrieval piers, and dredged areas for boats waiting to access facilities. Some of the forecast new boat registrations will also require a marina berth for storage, indicating that demand for new berths will also continue to increase.<sup>4</sup>

### Coastal recreation

Tourism visitor numbers<sup>6</sup> and beach attendance during summer on patrolled beaches<sup>16</sup> indicate annual growth in beach use (figure 6.1). However, behavioural research conducted in 2018 showed that 77 per cent of respondents had made a day trip to the coast in the last 12 months, down from 84 per cent of respondents in 2011.<sup>7</sup>

**Figure 6.1** Point Leo beach on Boxing Day (Photo: A Kilborn)



Surfing is expected to grow in line with population growth. At Bells Beach local groups are interested in creating a 'surf sanctuary' to protect the area from the impacts of increased visitation rates, tourism, commercial development and housing; and to respect, protect and cultivate the environmental values, Aboriginal heritage and recreational surfing experience of Bells Beach now and for future generations.<sup>17</sup>

The number of Australian households with dogs grew by three per cent between 2013 and 2016.<sup>18</sup> Given this increase, there may be more requests to local councils for access to foreshores for exercising dogs. For example, Bass Coast Shire is currently considering extending times and opening more beaches for off-lead exercise. Councils are also likely to increase enforcement of dog ownership by-laws to offset the negative impacts of the increased use of beaches. Dogs, particularly when off lead, disturb beach-nesting birds such as the threatened hooded plover leading to egg and chick abandonment, nest predation, and ultimately breeding failure.<sup>19</sup>

Camping and caravanning on coastal Crown land provide affordable opportunities for many people to visit and access the coast. DELWP reports that approximately 175 caravan and camping parks are located on Crown land and there are more than 60 located in coastal reserves. Camping is growing in popularity<sup>20</sup> and demand for sites at peak holiday times greatly exceeds the capacity of most sites. It can therefore be a challenge for site managers to ensure fair and equitable access. DELWP's policy on improving equity of access to Crown land caravan and camping parks<sup>21</sup> helps to provide opportunities for new users to gain access to popular locations by ensuring these sites are not managed for exclusive long-term occupancy. Caravan and camping parks can help generate important revenue for marine and coastal managers to spend on maintaining and improving facilities as well as for environmental, emergency and waste water management.<sup>2</sup>

During the summer school holidays Coastcare in partnership with Parks Victoria co-ordinates an annual program of events and activities along the coast known as *Summer by the Sea*. The program has been operating for more than 20 years and has become increasingly popular with more than 300 free activities offered in 2019-2020. Coastcare groups also provide a range of volunteer opportunities. Because of the relative absence of data on changing patterns of recreational use and emerging trends, anecdotal information from local communities and land managers can be used to provide important insights. During consultation for this assessment of coastal reserves, VEAC heard that peak visitation to Victoria's coast has increased and peak periods last longer. This is on top of already increased baseline visitation, including in the winter months. It was speculated that scuba diving may increase as a result of warmer waters. People are swimming for more months of the year using wetsuits, and there is a wider use of jet skis and mountain or trail bikes. Increasing numbers of recreational fishers and swimmers were also being observed.

Some changes in visitor use were sudden and difficult for managers to predict, probably due to the sharing of information on social media. It was felt that the numbers of visitors and the activities undertaken on coastal land need to be actively managed due to growing populations placing increasing pressure on available areas. For further information on the types of input received during consultation, see chapter 2 or the consultation summary published in November 2019 (see VEAC's website). For additional information on the uses and values of coastal reserves, see chapter 5.

### **Citizen science**

Citizen science is the involvement of community members in scientific projects through the collection of data and/or involvement in project design. It provides an opportunity for participants to learn from each other and work closely with researchers. Participation in citizen science is growing, facilitated by improved digital platforms for entering, accessing and sharing data.<sup>27</sup> Between 2010 and 2015 there was a 224 per cent increase in the number of scientific publications using data collected by citizen scientists.<sup>28</sup>

A survey conducted by DELWP in collaboration with BehaviourWorks found that acting to protect the natural environment (while in nature) provided a stronger feeling or connection to nature. The survey also aimed to better understand barriers to Victorians enacting pro-environmental behaviours and made some recommendations to facilitate greater involvement. One recommendation addressed barriers through better information sharing of pro-environmental behaviours Victorians can undertake while in nature (e.g. informing Victorians of the citizen science actions they could take while visiting the beach).<sup>29</sup>

The Victorian Biodiversity Atlas, managed by DELWP, allows volunteer naturalists to record their observations of plants and animals. DELWP manages the data in conjunction with key partners, including reviewing and verifying new records and error checking. Participation in bird watching is growing and information collected, either as part of specific programs or more casually, can assist research. The rise of citizen science has seen more people involved in targeted monitoring and collecting data on Australia's birds, particularly through programs focused on threatened species including coastal species like hooded plover or migratory shorebirds.<sup>30</sup>

**Box 6.1** Case study: Growth of recreational events

Victoria has a number of organised events such as ocean swims and triathlons that attract thousands of people to coastal areas. These events can flood local towns with visitors, benefitting local businesses such as cafes and restaurants, shops and accommodation providers. Participants and spectators at these events choose to stay in nearby towns and family and friends of participants may join them, frequently staying for the weekend and enjoying tourist attractions such as lighthouse tours, museum visits and nature-based activities.

Event facilities are often located in coastal reserves. Coastal reserves can be sensitive environments and require careful management by land managers. Events can put extra strain on relatively compact areas of Victoria's coastline (i.e. thousands of people occupying a small coastal area). This is challenging for land managers and is expected to remain so with increasing event popularity. In some cases, the benefits to the local economy do not flow through to coastal reserve managers who, together with services and utilities providers, experience the greatest impacts from high visitor numbers.

Two ocean recreational events that utilise Victoria's coastal reserves are described below. These provide examples of the types of population pressures that are becoming more common in coastal areas of Victoria.

**Lorne 'Pier to Pub'**

The Lorne Pier to Pub event ran for the first time in 1981 with only a small number of swimmers taking part. It now attracts some 5000 swimmers each year and is the largest ocean swim in the world. The swim is 1.2 kilometres in length starting at the Lorne Pier and finishing on the foreshore in front of the Lorne Surf Lifesaving Club house.<sup>22</sup>

The event takes place in the Lorne Coastal Reserve that includes offshore areas reserved for 'protection of the coastline'.

**Bells Beach Rip Curl Pro**

The Rip Curl Pro at Bells Beach is the world's longest running international surfing event.<sup>22,23</sup> The first formal competition at Bells Beach was held in 1962 and the event turning professional in 1973.<sup>24</sup> Held over the Easter long weekend this event is currently the second tournament on the World Surf League calendar. In recent years the event has been attended by between 30,000 to 40,000 spectators.<sup>25,26</sup> The beach is congested during peak periods and to improve access the event is now also live-streamed in Torquay and at various nearby towns such as Jan Juc, Anglesea, Aireys Inlet, Lorne and Winchelsea.

The onshore part of the event occurs on Crown land managed by the Surf Coast Shire Council as well as on adjoining municipal freehold land. The area is listed on Victoria's Heritage Register because of the historical and social association with surfing and is included within the National Heritage Place listing of the Great Ocean Road.<sup>23</sup>

Parks Victoria runs several citizen science projects including Sea Search and Reef Life surveys. Marine citizen science projects have been implemented for intertidal reefs, seagrass and subtidal reefs. The 2018 State of the Environment Report reflects that most marine and coastal data outside conservation parks and reserves is collected by non-government bodies, community groups and through citizen science.

The Victorian National Parks Association coordinates a number of coastal and marine projects. Under the Reef Watch program, underwater photographers are being asked to upload their photographs of weedy seadragons. The sighting information is being used to get a better understanding of the abundance and distribution of this important species in Port Phillip Bay and Western Port.

### 6.3 Ageing coastal infrastructure and protection structures

Over the past 100 years, coastal assets have been constructed to provide access to the coast (e.g. piers, jetties, boat ramps) or to protect the coastal environment from erosion (e.g. sea walls, groynes, levees). Victoria has more than 1000 coastal assets located mostly in embayments (Port Phillip, Western Port, Gippsland Lakes and Corner Inlet) and estuaries. There are more than 120 coastal reserves that host coastal protection structures.

With increasing population pressures and demand for access to the coastline, coastal protection structures will become even more important but are under significant threat from predicted climate change effects, particularly erosion and inundation. Managing and, where necessary, safeguarding protective structures is as important as managing the public and private coastal assets they shield.<sup>31</sup>

The Department of Treasury and Finance's *Asset Management Accountability Framework* (2016) recognises that effective management of public assets supports delivery of government services to the community. The asset management framework encourages departments to prioritise asset management needs within their resource budget, determine the adequacy of existing funds and apply for additional funds when existing funds are not adequate. The reporting framework improves transparency and accountability for the whole lifecycle of assets.

While it is understood that coastal erosion and inundation under climate change are likely to threaten many coastal assets, there are still current gaps in knowledge of coastal hazard at a localised scale. The 2018 VAGO report on coastal assets commented that information is generally poor and that, across the state, it is estimated that between 20 and 30 per cent of coastal assets are in poor condition, and between 30 and 50 per cent are estimated to have less than 10 years' useful life remaining.

**Figure 6.2** Significant storm damage to the Black Rock historic bluestone masonry seawall and promenade constructed in the 1930s is costly for land managers to repair (Photo: M Mitchell)



Protecting coastal assets includes designing, constructing, operating, maintaining, repairing and replacing assets and is costly. The capacity of coastal Crown land managers to generate revenue or obtain funding affects their ability to maintain or repair aging coastal assets (figure 6.3). Agencies and managers must also work out how to best allocate limited funds for asset protection given the variable quality of information available and general absence of consistent or risk-based approaches.

DELWP has recently trialled a decision-making framework which is risk-based and focuses on objective allocation of funding for repair and construction of coastal infrastructure and assets.

Fragmented management arrangements as highlighted in section 4.4 are also an impediment to planning and priority setting. Over time, funding shortfalls have created a deferred asset works liability, which compromises both service delivery and public safety. In summary, VAGO reported good management of coastal assets was hindered by funding limitations, prioritisation of current or immediate hazards, and uncertainty about the impacts of climate change.<sup>31</sup>

## 6.4 Declining natural values

Trends in natural values are related to the effects of climate change and degradation from the impacts of increasing population and visitor numbers. Urban runoff and pollutants are also identified as emerging issues by both community and government. The impacts of climate change on values is discussed in more detail in chapter 8.

### Pest plants and animals

The spread of marine and coastal pest plants and animals is predicted to increase as climate change alters distributional patterns. Pest plants and animals have negative impacts on marine and coastal habitats and ecological processes. For example, in marine environments the strengthening of the East Australian Current has led to a range extension from New South Wales to Victoria of the black sea urchin (*Centrostephanus rodgersii*) which causes denudation of rocky reefs forming urchin barrens.<sup>32</sup> Another example is cordgrass (*Spartina anglica* and *S. x townsendii*) which colonises the intertidal zone. Dense infestations promote sediment accretion and channelisation that alter hydrology, with negative impacts on native macroinvertebrates, fish and shorebirds.<sup>33,34,35</sup>

Global shipping traffic is a high-risk vector for the transfer and establishment of non-native marine species through hull fouling and ballast water.<sup>36</sup> Currently, Australian waters receive on average one new non-native marine species annually. This is predicted to increase to between five and ten new species annually by 2050.<sup>37</sup>

### Litter and pollutants

The predicted more intense rainfall events over summer as a result of climate change will increase the risk of more storm event-related flows to coastal waters. These flows will bring increased loads of nutrients, sediments and other pollutants at times of the year when more people use the coast. While nutrients, sediments and litter have been well characterised, at least for Port Phillip Bay, there are numerous contaminants of emerging concern which have not been monitored in a systematic way. These include endocrine-disrupting compounds, pharmaceuticals, flame retardants, pesticides (other than organochlorines) and microplastics as shown in figure 6.4.<sup>38</sup>

**Figure 6.3** Microplastics including plastic rein pellets known as 'nurdles' collected in a surface trawl of Port Phillip Bay (Photo: A Kilborn)



As urban populations grow, the flow of litter to the marine and coastal environment is also considered likely to increase. However, in 2018/19 the National Litter Index showed a 32 per cent decline in the number of litter items on Victorian beaches and recreational swimming locations compared to the previous year with a fall observed across all categories.<sup>39</sup> Community concern for litter and debris on beaches is driving a strong response with the formation of clean up volunteer groups such as Beach Patrol which has 30 groups and 3500 people involved, mostly around Port Phillip Bay. Similarly, other groups such as the Dolphin Research Institute, Marine Mammal Foundation, Port Phillip EcoCentre and the Bellarine Catchment Network continue to work with schools and local communities to improve stewardship values for the environment.

## 6.5 Changing ports and industry uses

In addition to the economic values associated with recreation and tourism identified above, coasts are important sites for utilities and services, and, in particular, facilitate marine transport.

However, the dependence of manufacturing businesses on proximity to sea ports is less relevant than it once was. Together with the decline in heavy industries such as steel works and oil refineries in Victoria, this has reduced the need for expansion of industrial areas along Victoria's coast. Although commercial ports are excluded from the definition of coastal reserves (see section 3.3), there remains the potential for expansion of port activities into adjacent coastal reserves to meet increasing demands.

There is a current trend for coastal land used for industrial and sea port businesses close to city centres to transition to residential use. Past examples include Docklands and Point Cook. Recent projects include the former Moolap Saltworks at Point Henry (Geelong), and former parts of Webb Dock in Port Melbourne.



The Intergovernmental Panel on Climate Change's *Special Report on the Ocean and Cryosphere in a Changing Climate* released in 2019 states that global warming has already reached 1.0°C above pre-industrial levels and highlights the effects of global warming on oceans and ice sheets (cryosphere).<sup>1</sup> Unprecedented and enduring changes are being observed in the ocean which is now warmer, more acidic and less productive. Sea level rise has accelerated and is currently rising at 3.6 millimetres per year. Extreme coastal events are becoming more severe and more frequent. The report also recognises a need to improve community knowledge and education about climate change in order to access more innovative solutions, to better manage risks, take effective action, and build resilience and capacity.

Victoria's climate is changing. In October 2019 DELWP and CSIRO released new climate projections relating to temperature and rainfall for Victoria (VCP19).<sup>2</sup> The new projections apply 'dynamic downscaling' of regional modelling using the existing IPCC global climate projection (CMIP5). A summary is provided at box 7.1. No new sea level rise or coastal inundation information was provided.

Changes in climate that have already been observed in marine and coastal areas include warming air and sea surface temperatures, longer and more intense fire seasons, reduced rainfall and streamflow, and more extreme weather events.<sup>3</sup> During this century the Victorian coast will be further impacted by sea level rise, increased storm surge, changing sea temperatures, altered rainfall and ocean acidification. The interaction of these elements increases the complexity of managing the coast. There will be implications for coastal biodiversity, how coastal environments are used, the viability of coastal infrastructure and facilities, and risks to which Victorians are exposed.<sup>4</sup>

## 7.1 Introduction

This chapter provides the context to address some of part (b) of the terms of reference: the requirement to identify values at risk from the impacts of climate change. Information on the magnitude and extent of observed and predicted climate change is readily available. The data and figures presented in this chapter are largely drawn from published reports by the CSIRO and Bureau of Meteorology based on sophisticated national and international global climate models. This information is included to set the scene for the ways in which coastal reserves with high environmental, cultural heritage, social, and economic values will be impacted by climate change. The detailed impacts of climate change on high values in coastal reserves is described in more detail in the next chapter.

Future greenhouse gas emissions are linked to a range of activities including population growth energy consumption, economic changes and technology development. To accommodate this, climate models use different emissions scenarios to model future climate parameters, known as representative concentration pathways. Under a high emissions scenario (known as RCP8.5), there will be little curbing of emissions and carbon dioxide concentration will reach 940 parts per million by 2100. Under a low emissions scenario (RCP2.6), emissions will peak around 2020 then rapidly decline leading to an atmospheric concentration of 420 parts per million by 2100. It is likely that later in the century active removal of carbon dioxide from the atmosphere would be required for this scenario to be achieved.<sup>3</sup>

**Box 7.1** Recent updates and enhanced regional-scale climate modelling

In late 2019 DELWP and CSIRO published revised regional-scale climate projections for Victoria (VCP19) based on dynamic downscaling simulations of the existing IPCC global climate model (CMIP5).<sup>2</sup> The new projections provide a spatial resolution at 5 x 5 kilometre scale, better representing variability in the landscape. Average and extreme temperature and rainfall, relative humidity and evaporation projections at 2030, 2050, 2070 and 2090 are based on intermediate and high emissions pathways. The new information complements (rather than replaces) existing information that used grid cells of 100 to 200 kilometres.<sup>2,9,18</sup> The new high-resolution simulations suggest higher than previously estimated average temperatures, especially in spring, and regional variations. For example, by the end of the century daily average spring temperatures in Gippsland were typically modelled to increase by up to 3.9°C (under high emissions scenarios). The new high resolution simulations suggest this increase could be as much as 5.1°C.<sup>2</sup> Sea level rise and stream flow projections were not revised in this project.

Information products based on the Victorian Climate Projections 2019 help people plan for a future with climate change. Regional Reports give a selection of the findings and a Technical Report provides a comprehensive overview of the project's methodology, analysis of results and information at the statewide level ([www.climatechange.vic.gov.au/adapting-to-climate-change-impacts/victorian-climate-projections-2019](http://www.climatechange.vic.gov.au/adapting-to-climate-change-impacts/victorian-climate-projections-2019)).

As with all model projections for future climate there are sources of uncertainty and there always will be. Scientists are working to better understand the many complex parts of the global climate system. For example, the role of ice sheets in future sea level rise was examined in detail in the recent IPCC *Special Report on Oceans and the Cryosphere in a Changing Climate*.<sup>1</sup> Other factors of uncertainty that may influence projections of future climatic conditions are greenhouse gas emissions scenarios and whether there are any greenhouse gas removal programs in the future.

The 2016 Paris Agreement under the United Nations Framework Convention on Climate Change aims to keep the global temperature rise to less than 2°C from pre-industrial levels with an ambition to keep to less than 1.5°C rise. How quickly we reach these levels will strongly depend on the global greenhouse gas emissions scenario over the next few decades. Evidence suggests that if current warming continues, a 1.5°C rise may be reached between 2030 and 2052, and there is a 30 per cent chance that the 2°C target will be exceeded under the low emissions scenario RCP2.6.<sup>2</sup>

CSIRO's VCP2019 modelling indicates Victoria will be 2.4 to 2.6°C warmer than pre-industrial levels at 2°C global warming.<sup>2</sup> The results are consistent with previous projections and show rises ranging from 1.5 to 2.3°C. These ranges are broadly consistent with the global average. Changes in rainfall are less clear in the modelling and are the subject of work being undertaken by DELWP for the *Victorian Water and Climate Initiative*.



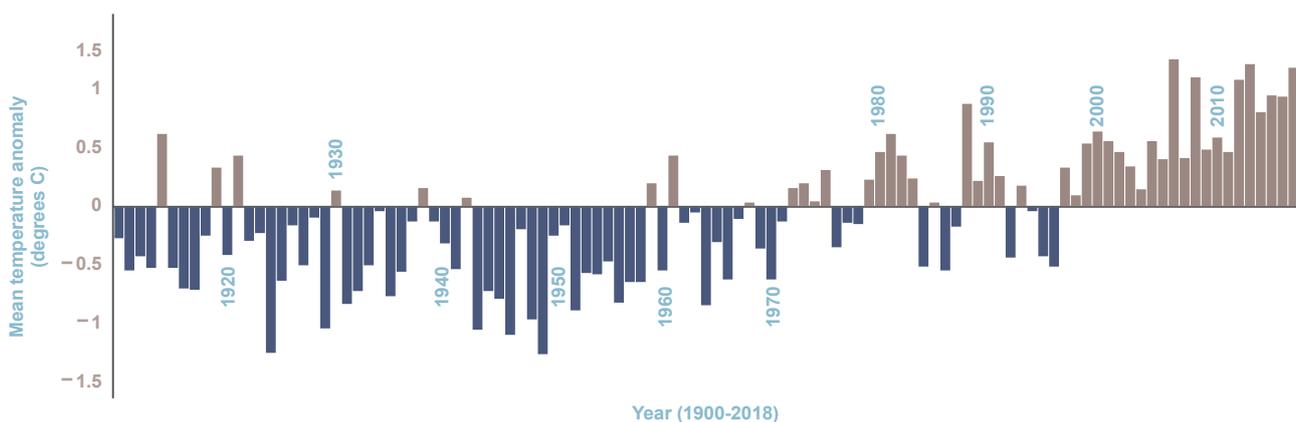
## 7.2 Climate variables

Increasing surface air temperatures and altered rainfall patterns will have the greatest impacts on the values of coastal reserves in Victoria. The observed and predicted magnitudes of change in these parameters are described and some of the main predicted impacts are explained in this chapter. More detail on impacts of these changes to high values on coastal reserves can be found in chapter 8.

### Surface air temperature

Australian surface air temperatures have warmed by an average of 0.9°C since 1910. More warming has occurred in night time minimum temperature than daytime maximum temperature.<sup>5</sup> Differences in the magnitude of warming have been recorded across Victoria. Between 1910 and 2013, daily maximum temperatures increased by 1.0-1.1°C in the west and 0.8-0.9°C in the east. During the same period, daily minimum temperatures increased by 0.6-0.7°C in the west and 1.0°C in the east. Based on the annual mean temperature deviation from the average between 1961 and 1990 (annual mean temperature anomaly) Victoria's warmest year was 2007 (figure 7.1).<sup>3</sup>

**Figure 7.1** Annual mean temperature anomaly between 1910 and 2018. Brown bars indicate years that were warmer than the average, while blue bars indicate years that were cooler than the average. Source: [www.bom.gov.au/climate/change](http://www.bom.gov.au/climate/change)



Victorian air temperatures are projected to continue to warm throughout the 21st century. The extent of warming depends strongly on the increase in global greenhouse gas concentrations. For 2030, there are only minor differences between emissions scenarios, and the annual warming will be between 0.4-1.1°C. However, by 2090, annual warming will be 1.1-4.0°C. This is a large change compared to natural variability in Victoria; under high emissions scenarios, cold years will become warmer than warm years in the current climate by 2050.<sup>3</sup>

Increasing surface air temperatures will impact on the frequency of frosts (below 2°C) and extreme heat days (above 35°C). Melbourne currently experiences 0.9 days of frost per year. By 2090, this will decrease to 0-0.3 days. The current 11 extreme heat days in Melbourne will increase to 15-32 days by 2090.<sup>3</sup>

A hotter (and drier) climate will lead to the drying of intertidal areas and coastal vegetation (e.g. coastal saltmarsh). Burrow-nesting birds like little penguins (*Eudyptula minor*) are susceptible to overheating when temperatures remain above 35°C for too long.<sup>6</sup> More people head to the beach to cool off when the weather warms; this can lead to overcrowding and trampling and disturbance effects on biota.

A combination of decreases in relative humidity and increases in drought and air temperature have contributed to the observed increase in extreme fire weather and in the length of the fire season across large parts of Australia since the 1950s.<sup>5,7,8</sup> This increase has been particularly strong in spring in south-

eastern Australia. In the future, fire seasons will start earlier, end later and be more intense throughout their duration. This effect will be most pronounced by 2050 but will be apparent by 2020 (table 7.1).<sup>7,8</sup>

Bushfires impact negatively on built coastal assets (e.g. surf lifesaving clubs, camp grounds) as well as biodiversity values (e.g. beach-nesting birds, coastal vegetation). Fires also destabilise dunes (by altering vegetation) which may expose or degrade culturally significant sites.

## Rainfall

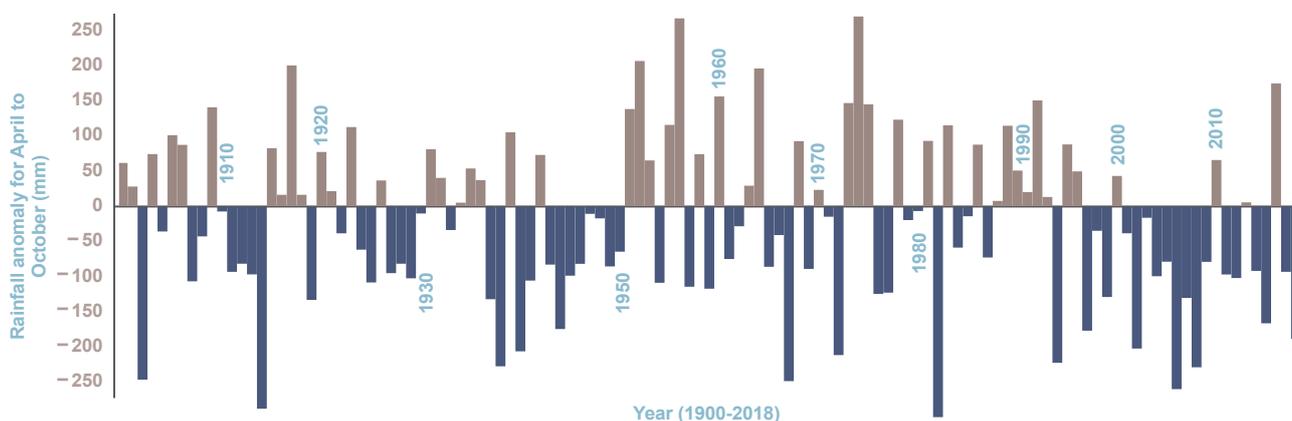
The drying in recent decades across southern Australia is the most sustained broad-scale change in rainfall since national records began in 1900 (figure 7.2). The decrease has been most pronounced in the roughly seven month 'rainy period' from April to October. Since 1999 southern Australia experienced below-average rainfall in 17 of the last 20 rainy periods. Average April to October rainfall between 1999-2018 has decreased by around 11 per cent compared to the average for 1900-1998 period. Recent years with above-average rainfall were generally associated with drivers of higher than usual rainfall across Australia, such as La Niña in 2010 and a strong negative Indian Ocean Dipole in 2016.<sup>9</sup>

**Table 7.1** Average number of very high (FFDI = 25) or greater fire danger days in Victoria.

Source: Lucas et al. 2007<sup>8</sup>

Location	Average 1973-2007	Predicted 2020	Predicted 2050
Bendigo	13.9	16.1-18.4	17.1-28.6
Laverton	11.8	12.3-13.6	12.8-19.2
Melbourne Airport	14.8	15.9-17.6	16.5-23.6
Mildura	56.6	60.3-66.9	63.7-90.5

**Figure 7.2** Rainfall anomaly (deviation from the average between 1961 and 1990) for the Victorian rainy period (April to October). Source: [www.bom.gov.au/climate/change](http://www.bom.gov.au/climate/change)



The drying trend is linked with a trend towards higher mean sea level pressure (a documented response to global warming) and a decrease in the incidence and intensity of weather systems known as cut-off lows. These low-pressure systems bring the majority of rainfall and the most intense rainfalls in eastern Victoria.<sup>5</sup>

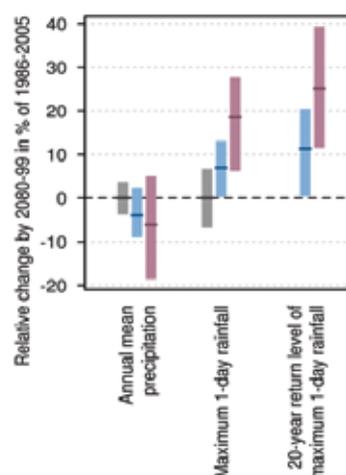
Streamflow typically reduces by two to three times the percentage reduction in rainfall. Over the past 20 years, catchments across Victoria experienced declines in streamflow between 25-75 per cent compared to the average for 1975-1997. Most of this reduction occurred in the period between April to October. North-western Victoria experienced the highest decline of 68 per cent, whereas south eastern Victoria experienced a decline of only 27 per cent.<sup>9</sup>

Reduced freshwater flows impact negatively on estuaries, which are culturally and recreationally important coastal areas. Reduced flushing of estuaries leads to altered salinity, nutrient levels and sediment flows, which can ultimately change the ecology of these systems. For example, Australian bass require high river flows for successful spawning in estuaries.<sup>10</sup>

While mean annual rainfall is projected to decrease, there will be seasonal differences, with the strongest declines in Victoria in spring and winter. By 2090, winter rainfall will decline by 15-30 per cent. The strongest decline is predicted for western Victoria in spring, where rainfall will decrease by 25-45 per cent. It is unclear whether summer rainfall will increase or decrease, and autumn rainfall is predicted to remain about the same. The extent of the decline is dependent upon the emission scenario (figure 7.3).<sup>2</sup>

While overall rainfall will decline, more rainfall is predicted to fall in shorter, intense periods. For heavy rain days, total rainfall is expected to increase by around 7 per cent per degree of warming.<sup>5</sup> Further decreases in runoff (and therefore streamflow) are also predicted. Under a high emissions scenario, runoff will decrease by 5–15 per cent over most of Victoria by 2040 and 10–30 per cent by 2065. Larger reductions are predicted for south-west Victoria.<sup>9</sup>

**Figure 7.3** Predicted change to Victorian and Tasmanian rainfall by 2090 under two emissions scenarios. Maximum 1-day rainfall is the highest amount of rain that falls in one day throughout the year. The 20-year return level of maximum 1-day rainfall represents a maximum 1-day rainfall level that has a 5 per cent chance of occurrence in any given year. Grey bars indicate natural variability based on 1986-2005 data. Blue bars indicate moderate (RCP4.5) and purple bars indicate high (RCP8.5) emissions scenarios. Data source: Grose et al. (2015)<sup>3</sup>



Extreme weather events such as flash floods and storms pose risks of erosion, damage and loss of infrastructure or property, and flooding or inundation. There are significant risks for tourism and recreation as well as economic costs associated with asset maintenance and repair – for example, flooding of drainage systems or erosion of coastal roads. Impacts to biodiversity of increased storm frequency include erosion of beach, foreshore and cliff habitats as well as increased sedimentation in bays and estuaries that smothers filter feeders and seagrass. Increased water movement and abrasion that occur during storms may damage submerged cultural heritage sites. Large freshwater pulses associated with heavy downfall events wash significant amounts of pollutants (e.g. plastics, nutrients, sediments, chemicals) into the marine and coastal environment with stormwater. Nutrient inputs can lead to algal blooms that force beach closures.

### 7.3 Oceanographic variables

The main oceanographic variables which will impact on coastal reserves under climate change are sea level rise and increased wave height. The observed and predicted magnitudes of change in these parameters are described and some of the main predicted impacts are explained in this chapter. More detail on modelled risks of these changes to high values in coastal reserves can be found in chapter 8.

Other variables will have smaller direct or indirect impacts on coastal reserves. Southern Australian oceans are acidifying faster than those to the north. The pH of southern seawater has already decreased

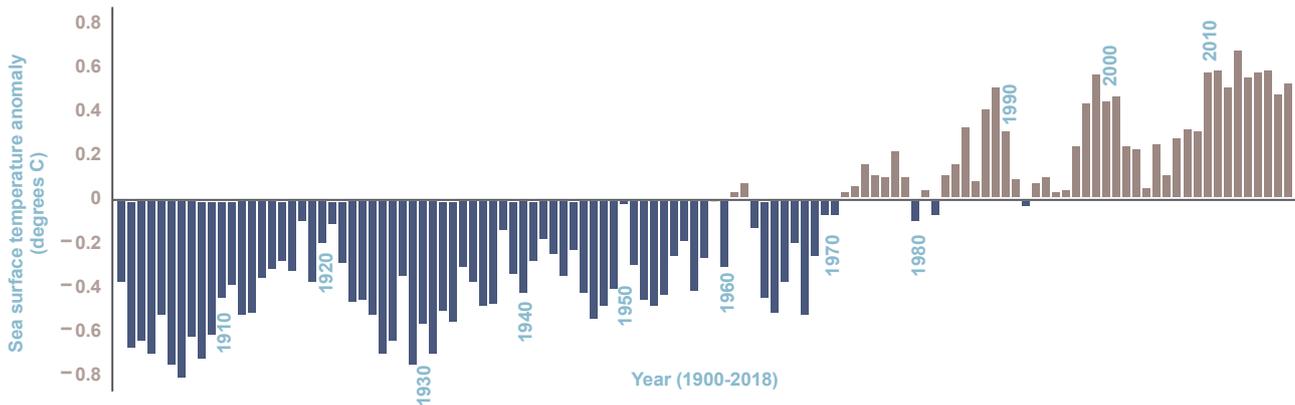
by 0.1 units and may change by up to a further 0.3 units by 2090.<sup>3,11</sup> Ocean acidification will impact the ecology of intertidal ecosystems and has the potential to impact tourism and coastal protection.<sup>12</sup>

Over the last 50 years seawater has become more saline in southern and south-eastern Australia. These changes are associated with changes in precipitation and evaporation and the strengthening of the East Australian Current.<sup>13</sup> It is likely that sea surface salinity will continue to increase, particularly under high emissions scenarios. These changes will impact ocean circulation and mixing around Australia.<sup>10</sup>

Between 1950 and 2017, southern Australian sea surface temperatures warmed by about 0.16 degrees per decade (figure 7.4). Part of the East Australian Current now extends further south, creating an area of more rapid warming. Compared to the average for 1986-2005, Victorian sea surface temperatures will rise by up to 3.8°C by 2090.<sup>3</sup>

Warming of the ocean has already altered ocean currents, impacting on the dispersal of native species (e.g. King George whiting *Sillaginodes punctatus*) and invasive species (e.g. black sea urchin *Centrostephanus rodgersii*).<sup>14,15</sup>

**Figure 7.4** Annual sea surface temperature (to 20 centimetres depth) anomaly for southern Australia between 1900-2018 relative to 30-year average between 1961-1990. Brown bars indicate years that were warmer than the average, while blue bars indicate years that were cooler than the average. Source: [www.bom.gov.au/climate/change](http://www.bom.gov.au/climate/change)



### Sea level rise

Sea level varies greatly from year to year. This is in part due to global climate influences (the Southern Oscillation Index) and the uplift or rising of land. When these influences have been removed from the data, tide gauges indicate that sea levels across Australia increased by about 3.1 millimetres a year between 1993 and 2009 (figure 7.5). This amount of sea level rise has been confirmed by analysis of satellite altimetry data and is similar to data for global sea level rise.<sup>11</sup> The recently released IPCC special report states that global sea level rise is accelerating and is now at 3.6 millimetres per year.<sup>1</sup>

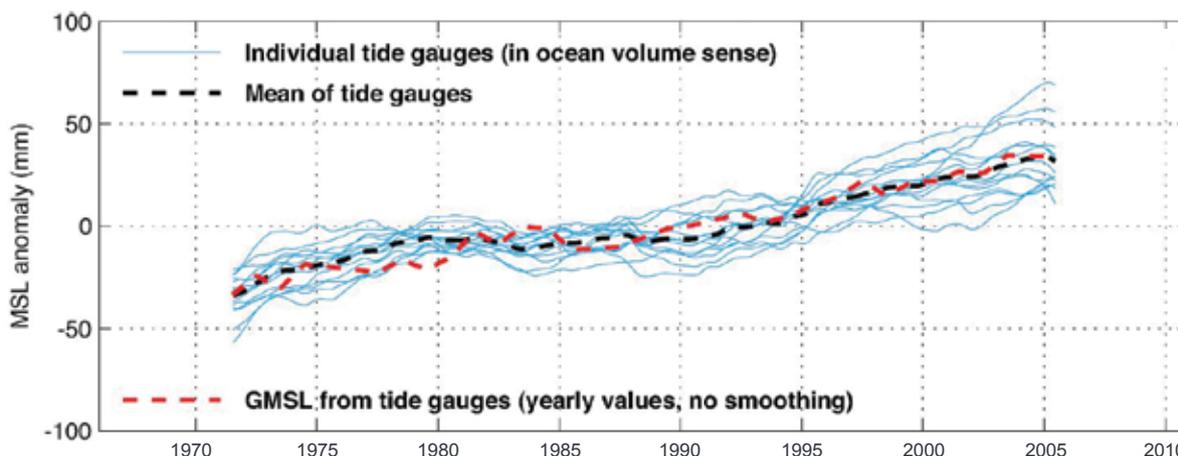
As the ocean warms it expands. Such expansion has contributed about a third of the observed global sea level rise of more than 20 centimetres since the 1880s. Loss of ice from glaciers and polar ice sheets and changes in the amount of water stored on the land are responsible for the remainder of the change in global sea level.<sup>5</sup>

Compared to the mean for the period 1986-2005, Victorian sea levels are predicted to rise by 7-18 centimetres by 2030. By 2090, under a low emissions pathway, sea levels will rise by 22-55 centimetres; under a high emissions pathway sea levels will rise between 38-84 centimetres. If the marine-based sectors of the Antarctic ice sheet collapse, these projections could be higher by several tenths of a metre by 2090.<sup>11</sup>

Sea level rise will also have impacts on groundwater including both the quality and distribution of existing resources. In addition, changes to groundwater may affect coastal erosion and inundation risk and need to be accounted for when assessing the broader impacts of sea level rise. The risks of salinisation and

acidification of groundwater are significant not only for those extracting groundwater resources but also for infrastructure exposed to ground water discharge, particularly sewerage networks and utilities.

**Figure 7.5** Adjusted tide gauge data from 16 sites across Australia from 1966 to 2010 smoothed with a ten-year average (blue lines). Black line indicates the mean of tide gauges across Australia. Red line indicates unsmoothed, yearly global mean sea level. Source: McInnes et al. (2015)<sup>11</sup>



### Extreme sea levels

Extreme sea levels occur due to a complex combination of factors including regular tidal patterns (astronomical tide), storm surges and wind waves. Storm surges can arise from the passage of weather systems with strong winds and falling atmospheric pressure. Falling atmospheric pressure and onshore wind increase coastal sea levels, whereas offshore winds reduce coastal sea levels. Along the south coast of Australia, most storm surges occur in response to westerly to south-westerly winds that accompany strong cold fronts.<sup>16</sup> Generally, storm surges are higher in coastal regions with relatively wide and shallow continental shelves, like the Bass Strait. Storm tides occur due to the combination of storm surge and astronomical tides. Waves breaking in the surf zone can further increase coastal sea levels through wave setup (temporary elevation in sea levels due to waves breaking) and wave runup (the maximum elevation up the shore reached by an individual wave). Ocean currents and climate variability also contribute to variations in coastal sea levels. For example, warm and cool eddies from the East Australian Current contribute to local sea level changes of about 20 centimetres.<sup>11</sup>

Under future climate conditions, extreme sea levels will change due to increases in regional sea level and changes in climate and meteorological events. The minimum height that coastal structures will need to be raised in the future so that the expected number of breaches of that height will remain the same as those expected under present sea level conditions is known as the extreme sea level allowance.<sup>17</sup> For south-eastern Australia, the extreme sea level allowance is between 21 to 30 centimetres by 2050 and 43 to 84 centimetres by 2090, depending on the emissions scenario.<sup>11</sup>

Sea level rise and extreme sea levels will have many and diverse negative effects on coastal environments. Impacts to natural values include more frequent inundation of low-lying areas (including saltmarsh); loss of coastal habitat (e.g. roosting and nesting sites for sea and shorebirds); cliff, beach and foreshore erosion; altered intertidal, saltmarsh and mangrove habitats; declines in seagrass abundance and extent; and increased tidal ranges in areas like estuaries and embayments where there is a constricted opening. Impacts on built and cultural values include damage to infrastructure (seawalls, jetties, roads, walking tracks, beach access, dune fencing, navigation aids, drainage systems), loss or damage to private property and loss of heritage sites. There will also be a loss of coastal Crown land for tourism and recreation and a probable increase in demand for coastal protection structures (e.g. seawalls). Changed wave patterns will lead to the realignment of shorelines and altered beach profile and orientation.<sup>18</sup>

**Box 7.2** Local coastal hazard assessments and monitoring

Understanding coastal processes and potential hazards is a first step towards improving our ability to plan, manage and prepare for impacts now and into the future. As with models for global climate change, understanding how to apply and scale down information to regional or local situations is a critically important step for decision-makers. For the coastline both national and state governments have taken the lead across a range of scientific research and information projects.

National-scale hazard assessments were undertaken by the Australian government in 2010. The entire Australian coastline was assigned a vulnerability rating based on the geomorphological characteristics of the coastline. National-scale mapping and other decision-support tools are available online at [www.coastadapt.com.au](http://www.coastadapt.com.au).

In 2013 the Future Coasts Program produced the Victorian Coastal Inundation Data Set (VCIDS) including maps that showed coastal inundation for the entire Victorian coastline under a range of sea level rise scenarios. This project was known as a second pass assessment.

From 2011 to 2016 the Future Coasts Program also delivered four pilot Local Coastal Hazard Assessments for the areas listed and mapped below. Each project included coastal hazard assessments for representative coastal landform systems (including high-energy open sandy and rocky/cliffed coasts, and low-energy coastal embayments and estuaries with varying levels of development). The four pilots aimed to add value to the statewide VCIDS by producing more detailed third pass assessments of inundation and erosion that could be applied at a property level. Information on each of these pilot assessments is available online as indicated:

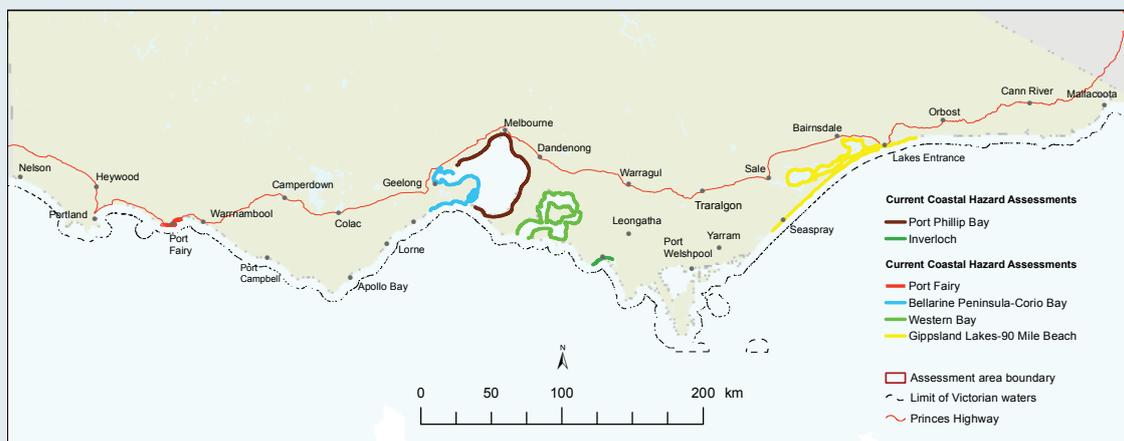
- Port Fairy [www.moyne.vic.gov.au/Our-Community/Environment/Port-Fairy-Coastal-Hazard-Assessment](http://www.moyne.vic.gov.au/Our-Community/Environment/Port-Fairy-Coastal-Hazard-Assessment)
- Bellarine Peninsula-Corio Bay [www.ourcoast.org.au/cb\\_pages/resources.php](http://www.ourcoast.org.au/cb_pages/resources.php)
- Westernport Bay [www.seccca.org.au/project/western-port-local-coastal-hazard-assessment/](http://www.seccca.org.au/project/western-port-local-coastal-hazard-assessment/)
- Gippsland Lakes-90 Mile Beach [www.marineandcoasts.vic.gov.au/\\_\\_data/assets/pdf\\_file/0015/415131/2363-01R01v09\\_Summary-Gipps-L.pdf](http://www.marineandcoasts.vic.gov.au/__data/assets/pdf_file/0015/415131/2363-01R01v09_Summary-Gipps-L.pdf)

In 2017 the Victorian Coastal Hazard Assessment project published a statewide second pass assessment for coastal inundation and erosion using a range of detailed modelling criteria that are consistent with previous approaches. This information forms the basis for VEAC's assessment of climate change risks to coastal reserves and is described in more detail in chapter 8.

In 2018 DELWP and project partners commenced a detailed third pass Hazard Assessment for Port Phillip Bay. The project will generate information that can be used to plan for and manage current and future natural, cultural and economic assets. The scientific assessment will define the extent of land expected to be threatened by coastal processes of inundation, erosion and changes in groundwater under modelled future scenarios. The outputs also include hazard identification and new decision support systems. Updates on this project are available on DELWP's marine and coasts website: [www.marineandcoasts.vic.gov.au/coastal-programs/port-phillip-bay-coastal-hazard-assessment](http://www.marineandcoasts.vic.gov.au/coastal-programs/port-phillip-bay-coastal-hazard-assessment). A project has also been announced for the Inverloch and Anderson Inlet area.

**Box 7.2** Local coastal hazard assessments and monitoring (cont)

The Victorian Coastal Monitoring Program (VCMP) was initiated in 2017 and is a partnership with community groups (citizen science) and tertiary institutions to co-invest in coastal monitoring projects at both regional and local scales. Understanding current processes and predicting future effects are crucial for coastal adaptation planning and investment. [www.marineandcoasts.vic.gov.au/coastal-programs/victorian-coastal-monitoring-program](http://www.marineandcoasts.vic.gov.au/coastal-programs/victorian-coastal-monitoring-program)





This chapter focuses on the measurable impacts of climate change, where known, on coastal reserves with high environmental, cultural, social and economic values. It addresses part of part (b) of the terms of reference: the requirement to identify values at risk from the impacts of climate change.

To date, only a subset of climate change impacts has been modelled at a scale which is appropriate for use in assessing coastal reserves across the state. The data on climate change impacts reported here are derived from DELWP corporate spatial layers for the presence of coastal acid sulphate soils and inland flooding, and a project conducted by Spatial Vision for DELWP as part of the Victorian Coastal Monitoring Program on statewide vulnerability to erosion and inundation along the Victorian coastline in 50 metre blocks.<sup>1</sup> Erosion and inundation were assessed for likely impacts to assets along the Victorian coast. The modelling conservatively assumes a sea level rise of 20 centimetres by 2040 and 82 centimetres by 2100 based on the projections provided by CSIRO and BOM in March 2014 (using model CIMP5).<sup>1,2</sup> Inundation was assessed using a combination of inland flooding (from 1 in 100 year flood events) and storm surge modelling (sea level rise plus additional wind forcing).<sup>1</sup>

Several finer-scale assessments of climate change vulnerability have been conducted along Victoria's coast (see box 7.2).<sup>3</sup> While these are valuable for local planning and adaptation, they are difficult to integrate into datasets prepared at different resolutions or using different parameters such as reporting timelines. Information provided in the four pilot local coastal hazard assessments has not been used in the analysis undertaken for this statewide assessment. Other datasets such as the impacts of bushfires and heatwaves have been excluded due to the unavailability of fine-scale data required to assess impacts on relatively narrow coastal reserves.

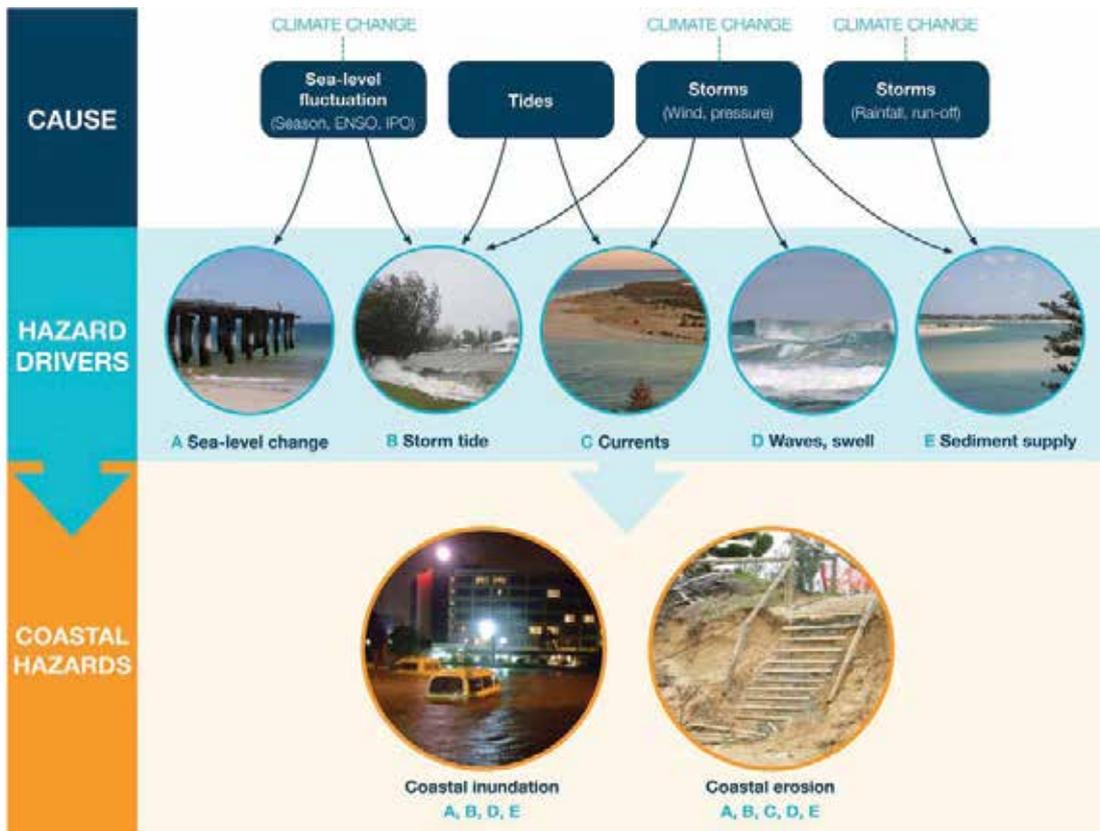
Even using a restricted subset of potential climate change impacts, it is clear that coastal reserves will be extensively impacted by climate change. Less than ten per cent of the coastal reserves assessed for climate change impacts were unaffected with a sea level rise of 82 centimetres. However, the modelling was undertaken on a different area to that identified as coastal reserve in this assessment. Offshore areas such as islands are excluded and some coastal reserves include areas already inundated (e.g. Gippsland Lakes water bodies, some protection of the coastline reserves include offshore areas). The approach used for ephemeral and mobile shallow areas of mudflats and sand banks particularly in Corner Inlet, Nooramunga Inlet and Western Port also differs. Because of these differences, the overall result is likely to be an underestimate of impacts to onshore areas.

A detailed discussion of the effects of coastal erosion and inundation is provided below followed by a review of the intersection of these threats with the significant values described in chapter 5 and documented in the inventory of coastal reserve land units accompanying this final report.

## 8.1 Coastal erosion and inundation

While erosion and inundation are natural processes in the coastal zone, they will be exacerbated under current and future climate change. Multiple aspects of climate change interact to produce erosion and inundation hazards. Some of the major factors are illustrated in figure 8.1.

Figure 8.1 Coastal hazards and the drivers and cause. Source: CoastAdapt 2017



**Coastal erosion**

The vulnerability of any segment of the coast to erosion depends on several factors including the character, magnitude and rate of climate variation to which a system is exposed, its sensitivity to change, and its adaptive capacity.

Exposure of the Victorian coast to erosion was assessed for the Victorian Coastal Monitoring Program using six attributes that directly or indirectly influence the level to which a section of coast will be exposed to anticipated climate change, particularly severe storm events (figure 8.2). These attributes were coastal type (open or embayment), geographic orientation, wave height, wave energy, fetch (perpendicular distance to open water), and bathymetric profile (distance from the coast to 20 metres depth). Sensitivity to climate change was assessed using erodibility (based on geomorphology) and the likely level of sediment movement in relation to sea level rise and anticipated storm surge. Exposure and sensitivity were combined to generate an impact score. Areas most likely to be impacted had both a high level of likely exposure and sensitivity.<sup>1</sup>

The potential impacts of climate change can be buffered by adaptive capacity or resilience of coastal land. Adaptive capacity was assessed using the presence of engineered structures (e.g. groyne), natural structures (proximity to reef strata) or natural vegetative cover (intertidal and land-based vegetation). The final coastal erosion vulnerability rating was the product of impact and adaptive capacity ratings. Areas considered to be most highly impacted can be assessed as less vulnerable where elements were present that increased adaptive capacity (e.g. engineered structures and native vegetation cover).

**Figure 8.2** Erosion vulnerability for the Victorian coastline. Source: Spatial Vision 2017<sup>1</sup>



The approach used to map erosion vulnerability and that used by VEAC to depict coastal reserves and the coastline differs. While general statements can be made about erosion vulnerability, these do not readily translate to measures for coastal reserve land units. However, the information can be viewed in larger segments such as local government areas, noting that sand banks and inlands in Corner and Nooramunga inlets and the shoreline and beds of the Gippsland Lakes are all included.

Nearly 60 per cent of the Victorian coast has a moderate or low vulnerability rating with the remaining 40 per cent high or very high. About 11 per cent is assessed as having very high vulnerability. Highly vulnerable areas along the eastern coast include Venus and Waratah bays, Wilsons Promontory, Snowy and Cann rivers, and Mallacoota Inlet. To the west Discovery Bay is also highly vulnerable. Generally, embayments and sheltered coasts are less vulnerable to erosion. Urbanised or sheltered coastal strips, such as Port Phillip Bay, tend to have lower erosion vulnerability as they typically have engineered structures to protect urban assets or greater cover of intertidal vegetation in sheltered inlets.

Recent findings by the Victorian Auditor-General indicate that a third of DELWP's coastal protection assets have less than ten years of useful life remaining.<sup>4</sup> This has the potential to seriously decrease the utility of engineered structures and increase vulnerability to coastal erosion.

While engineered structures including breakwaters, seawalls, revetments and groynes can fix the shoreline in place, stabilise the underlying strata and prevent coastal processes and exposures that may be viewed as detrimental to the coast, they also alter the physical and ecological dynamics of coastal areas. Engineered structures act as barriers to the natural movement of marine organisms and materials, alter settlement patterns for plants and animals, and provide additional substrate for colonisation by non-native species.<sup>5,6</sup>

Natural habitats including shellfish reefs, seagrass beds, mangroves and coastal saltmarsh provide important coastal protection services.<sup>7</sup> Climate change, habitat loss and pollution put these valuable ecosystem services at risk. Rehabilitating these habitats is of emerging interest for local communities.<sup>8</sup> There is also an increasing recognition that the design, construction methods and materials used for coastal protection can mitigate ecological impacts associated with traditional structures.<sup>9</sup> 'Living shorelines' is a concept that has been popularised by environmental groups and regulatory agencies in the United States as an attempt to incorporate natural habitats into coastal protection structures.<sup>5</sup>

### Coastal inundation

As climate change continues, the combination of increasing frequency of heavy rainfall events and rising sea levels means that coastal and estuarine environments may have an increased flood risk from multiple causes. Extreme coastal sea levels occur due to a combination of astronomical tides, storm

surges and wind waves. Along the south coast of Australia, most storm surges occur in response to westerly to south-westerly winds that accompany weather patterns forming strong cold fronts.<sup>10</sup> Storm surges tend to be higher in coastal regions with relatively wide and shallow continental shelves, such as Bass Strait. Storm tides occur due to the combination of storm surge and astronomical tides. Wave breaking in the surf zone can further increase coastal sea levels through wave setup (temporary elevation in sea levels due to the cumulative effect of wave breaking) and wave runup (the maximum elevation up the shore reached by an individual wave breaking).<sup>2</sup>

The potential impact of coastal inundation has been assessed for the Victorian Coastal Monitoring Program using predicted sea level rise and storm surge data for three periods (2040, 2070 and 2100), the extent of 1:100-year inland flood events, and the presence of coastal acid sulphate soils (see figure 8.3).<sup>1</sup> The modelling uses a conservative sea level rise of 20 centimetres by 2040 and 82 centimetres by 2100. The effects of storm surges were modelled using sea level rise plus added wind forcing of six per cent on 20 centimetres in 2040 and 19 per cent on 82 centimetres in 2100.<sup>1</sup> As sea level rise encroaches coastal land, the extent of inland flooding will decrease relative to the new baseline. The area of land impacted by inland flooding was therefore reduced for each of the timeframes due to increases in sea level and storm surge.

Using the modelled inundation data with a predicted sea level rise by 2040 of 20 centimetres<sup>1</sup>, some 190 coastal reserve land units (around 80 per cent) will be impacted. Five reserves will be impacted across more than 85 per cent of their area: Anderson Inlet Coastal Reserve - East Block (88 per cent) and Swan Bay Coastal Reserve (88 per cent). By 2100 with an 82 centimetre predicted sea level rise, a further 14 coastal reserves will be affected (204 reserves in total). Fourteen of these 204 reserves will be impacted across more than 85 per cent of their area. The most affected will be the Corner Inlet Boat Club Reserve and Loch Sport (Lake Reeve) Foreshore Reserve; both completely inundated. For several coastal reserve land units within Gippsland Lakes Reserve including Lake Kakydra, Jones Bay (Bengworden) and The Heart wetland, as well as Peterborough Coastal Reserve, Swan Bay Coastal Reserve and Queenscliff Fish Co-operative, greater than 90 per cent of the reserve will be inundated.

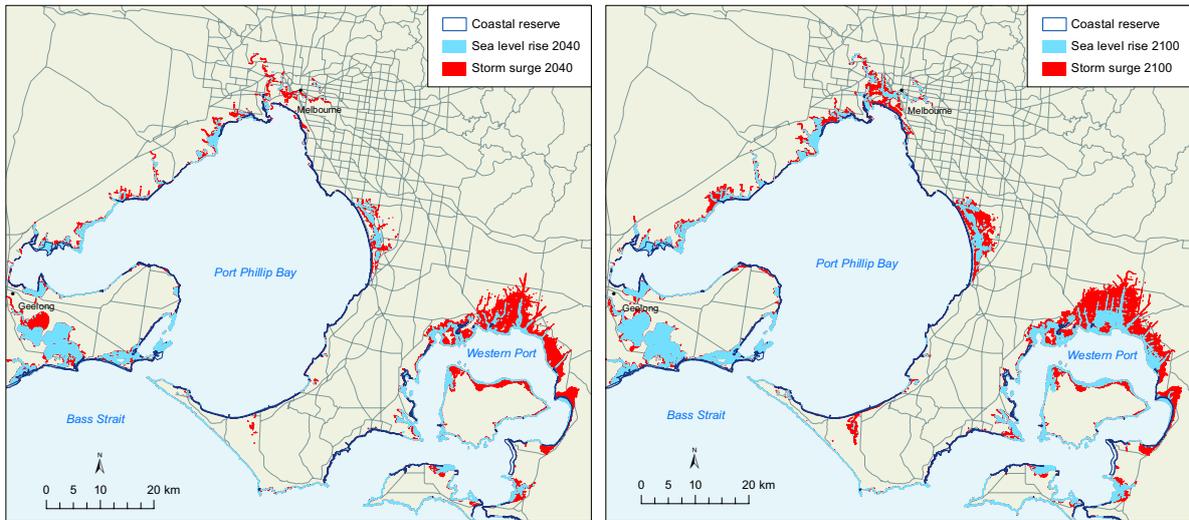
In combination with a 20 centimetre sea level rise, in 2040 storm surges are predicted to impact 206 coastal reserve land units (some 87 per cent). Of these, 24 reserves will be impacted over 85 per cent of their area. Four small reserves will be impacted over their entire area: Corner Inlet Boat Club Reserve, Hastings Yacht Club, Loch Sport Safety and Water Sports Centre, and Port Welshpool Bowling Club Reserve.

By 2100, using modelling with an 82 centimetre sea level rise<sup>1</sup> storm surges will impact 216 coastal reserves. A total of 16 coastal reserves are predicted to be almost totally inundated (more than 99 per cent) during storm surges. In addition to the reserves that are predicted to be totally inundated during storm surges by 2040, Fisher Reserve (Foster Beach) Port Franklin, Lawson Beach – Port Franklin Coastal Reserve and Queenscliff Fish Co-operative are also predicted to be impacted over their entire area by sea level rise combined with storm surge by 2100.

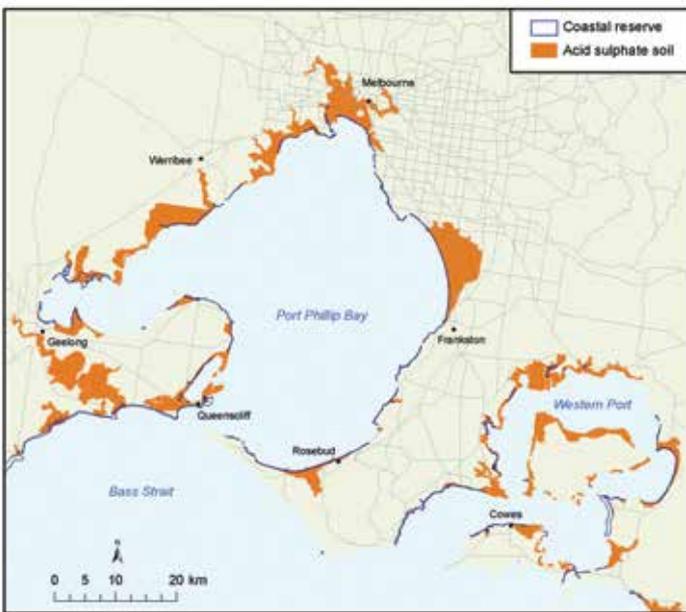
As altered rainfall patterns under climate change increase flood risk, more coastal reserves are likely to be impacted by inland flooding. Many coastal reserves are currently susceptible to flooding events. There are 114 estuaries on the Victorian coast and these areas are also prone to flooding.

Coastal acid sulphate soils produce sulphuric acid during wetting and drying events, such as occurs during flood or storm surge events. This can be detrimental to the areas in which they are found as it can lead to acidification of water sources and soil profiles, breakdown of rocks, sediments and concrete, and corrosion of metals. Coastal acid sulphate soils are currently present in 167 coastal reserves; 39 of which have these soils present in over 99 per cent of their area (figure 8.4). Many of these reserves are vulnerable to sea level rise or storm surge inundation by 2040 (e.g. Andrew Bay - Grebe Bay - Gippsland Lakes Reserve, Jones Bay (Bengworden) - Gippsland Lakes Reserve, The Dardenelles - Gippsland Lakes Reserve, and Lake Pertobe Foreshore Reserve).

**Figure 8.3** Extract of inundation vulnerability for a section of the Victorian coastline.  
 Source: Spatial Vision 2017<sup>1</sup>



**Figure 8.4** Extract of coastal acid sulphate soils at risk of 1 in 100 year flood event for a section of the Victorian coastline. Source: Spatial Vision 2017<sup>1</sup>



## 8.2 Assessment of coastal reserves with high values at risk of climate change impacts

The unique position in the landscape of coastal reserves and the proximity of most to major population centres, means that these areas are significant across multiple values. Consequently, this assessment has identified significant values in most coastal reserve land units. Biodiversity and recreation and tourism values were those most often recorded in coastal reserves. This is likely to be due both to the relative ease with which these values types can be spatially quantified, and to the sorts of uses that occur on coastal reserves. For example, over 95 per cent of coastal reserves scored high in at least one of the ten indicators of biodiversity value and over 75 per cent of coastal reserves scored high in at least one of the five indicators of recreation and tourism values (including landscape significance which also has cultural and natural values).

Geological, cultural and resource values were recorded less frequently. Some six per cent of coastal reserves scored highly for significant geological value. Cultural values are not always easily spatially defined. It is therefore unsurprising that only around 32 per cent of coastal reserves scored highly in the four indicators of significant non-Aboriginal cultural values. Because coastal reserves are not frequently used for their natural resource value, high resource values were only recorded in a small percentage of coastal reserves against three indicators.

### Aboriginal cultural heritage values

As discussed in the introduction to this report, in relation to VEAC's recently completed Assessment of the Values of Victoria's Marine Environment, Traditional Owners advised VEAC that the nature of Aboriginal culture and knowledge means that there is not a well-documented inventory of information relating to sections of the Victorian coast available to decision-makers.

For the purposes of this assessment, it is likely that all coastal reserves have high Aboriginal cultural heritage values at risk from the impacts of climate change.

The Victorian Aboriginal Heritage Register holds all the information about known Aboriginal cultural heritage places and objects within Victoria, with their location and a detailed description. The register is not a publicly accessible register as it contains culturally sensitive information. This register can only be accessed by people or organisations who need detailed information on cultural heritage places and objects to protect and manage them. Given the sensitive nature of these data they have not been documented in the inventory of values and uses of coastal reserves.

### Biodiversity values

Over 95 per cent of coastal reserves scored highly for biodiversity values in at least one of the ten indicators assessed. Given that several of the indicators are broad landscape-scale values, this is unsurprising (e.g. Ramsar wetlands, important coastal bird sites, Key Biodiversity Areas). Reserves which had no recorded biodiversity values tended to be small (generally less than 0.5 hectares), developed for a recreational purpose (e.g. caravan park, boat club, surf lifesaving club) and predominantly cleared of native vegetation.

Almost all the coastal reserves with high biodiversity values (92 per cent) are predicted to be impacted by coastal erosion, inundation, or disturbance of coastal acid sulphate soils. These hazards are likely to be already occurring; there were only ten reserves (most smaller than one hectare) which were vulnerable to sea level rise or storm surge in 2100 that were not predicted to show impacts by 2040.

The statewide scale of this assessment did not allow for the identification of individual impacts to each biodiversity value in each affected coastal reserve. Land managers are likely to be aware of these issues and hazards at a local level. To assist with future management of the impacts of climate change, monitoring of impacts at a local level could include:

- changed salinity and character of wetlands and estuaries
- inundation of critical habitats (e.g. seagrass meadows, shorebird foraging sites)
- loss of sensitive species (e.g. salt-intolerant plants) and habitats
- reduced provision of ecosystem services (e.g. blue carbon storage capacity)
- altered species distributions (including non-native species).

### **Geophysical values**

Relatively few of the Victoria's most significant geological sites found along the coast are located in coastal reserves (see table 5.1). The six sites of national or international significance intersect with only 13 of the 237 coastal reserve land units, although more investigation of areas in the east of the state may reveal important sites along the coast and Gippsland Lakes. Most significant sites are located within national parks or coastal parks.

For some geomorphological features of significance, climate change has the potential to change tidal dynamics, sediment movements and erosion or accretion processes. Engineering structures or other activities that interrupt the tidal, wave, and sediment movement patterns may also cause damage to these sites. The coast adjacent to Western Port tidal watershed site of international significance is particularly susceptible to engineering interventions, as well as sea level rise and alteration to weather patterns that affect the form, dynamics, and sedimentation of the tidal divide area.

For many geologically significant sites along the coast tourism and recreation pose the greatest threats. This is particularly the case for scenic landscapes along the Great Ocean Road and areas of the Gippsland Lakes used intensively for recreation. Appropriate management is needed to ensure that the vulnerable parts of these landscapes are not over developed and that adequate facilities for tourism are provided in more robust areas. Public access to fossil sites along the coast is also a significant management issue and legal protections for geological values are generally inadequate.

### **Non-Aboriginal cultural heritage values**

There are 42 heritage sites listed on the Victorian Heritage Register (VHR) that occur in coastal reserves (see table 5.6). Of these, 30 are at least partly at risk from threats that include degradation by natural forces some of which (e.g. storm surges) are predicted to worsen with climate change, including four sections of the extensive Great Ocean Road site which is also recorded on the Australian National Heritage list.

The heritage-listed Great Ocean Road site occurs in six coastal reserve land units: sites at Apollo Bay, Lorne, Peterborough, Boonah (Eastern View), Anglesea-Lorne and Fairhaven coastal reserves. Sections of the road at these locations are at risk of high to very high coastal erosion. These areas are already impacted with damage to surrounding car parks and amenities (see box 8.1).

The Bells Beach Surfing Recreation Reserve has been listed on the VHR for its social and historic significance as an international icon of Australian surfing culture. The beach is at risk of being reduced due to rising sea levels and increasing erosion from more frequent and severe storm surges.

Piers and jetties are particularly vulnerable to rising sea levels and severe storms. All three piers listed on the VHR are located in coastal reserves and at risk from these threats, including the northern section of Station Pier in Port Melbourne. Surrounding the piers there are also several VHR-listed features including life boat sheds, boat yards and cargo sheds that may also be damaged or lost in storm surges.

Some heritage sites comprise complexes of several buildings and other infrastructure. Early settlement sites at Blairgowrie and Sorrento which include monuments and historic graves may be affected by rising sea levels. The former Fort Franklin site (now Portsea Camp), Fort Gellibrand and the New Works historic complex at Lakes Entrance contain cottages, barracks, bunkers, observation posts, the remains of engineering equipment and gun emplacements. All these sites face hazards from rising sea

levels with houses, cottages and barracks being particularly vulnerable to increased storm surges. Storm surges may also result in artefacts being uncovered from increased disturbance.

Other VHR-listed sites located on coastal reserves at risk include:

- lighthouses at Aireys Inlet, Cape Schanck, Gabo Island, Point Hicks and Point Lonsdale
- bathing boxes located in the Geelong Coastal Reserve
- lime kilns and other kiln complexes
- training walls in the Belfast Coastal Reserve
- railway stations and associated infrastructure at the Port Melbourne and Point Gellibrand (Williamstown) coastal reserves.

### **Recreation and tourism values**

Recreation and tourism values are identified in the coastal reserves inventory using four categories: community facilities (and buildings), caravan and camping parks, active sports or recreation facilities, and public marine access infrastructure including boat ramps, piers and jetties. Over 75 per cent of coastal reserve land units scored highly for recreation and tourism values in at least one of the five indicators assessed. Coastal reserves which had no recreation or tourism values tended to be those located away from townships or population centres or smaller areas.

Almost all the coastal reserves with high recreation and tourism values (96 per cent) are predicted to be impacted by coastal erosion, inundation or disturbance of coastal acid sulphate soils by 2100. All the coastal reserves with active sports facilities (e.g. pools, tennis courts, bowls clubs) are at risk of from the impacts of climate change by 2040. Almost 90 per cent of the coastal reserves with caravan or camping facilities are predicted to be impacted to some extent by climate change by 2040. Of the coastal reserves with built community facilities (e.g. club houses, surf lifesaving facilities, tourist sites), some 85 per cent may be impacted by 2040 and 90 per cent by 2100. Due to the low-lying nature of marine access infrastructure, it is unsurprising that more than 90 per cent of coastal reserves offering marine access are at risk from the impacts of climate change by 2100.

The statewide scale of this assessment doesn't identify the localised impacts to the recreation and tourism values in each affected coastal reserve. The specific location and nature of the recreation and tourism value determines the extent to which the impacts of climate change affect each asset. The inventory provides an indication of where further detailed local studies would be of value. The types of climate change impacts that can be monitored at a local level include:

- loss of coastal public land (e.g. inundation of coastal caravan and camping areas)
- reduced access to the marine environment (e.g. loss of jetties and beach access, damage to roads)
- changes to patterns of use affecting local businesses and Victoria's tourism industry more broadly
- opportunities for recreation affected by varied weather conditions and extreme weather events (e.g. damage to coastal walking trails)
- nature-based tourism activities affected by changes to biodiversity values (e.g. species diversity, distribution and abundance)
- increasing risk of accidents or emergencies relating to boating/yachting/cruise ships in extreme weather events
- impacts on tourism from loss of significant heritage and visitor sites.

### **Demography and settlement patterns**

While population growth along the Victorian coast is generally not as strong as in some other states, it is relatively high in locations close to Melbourne. Areas within two hours drive of metropolitan Melbourne (i.e. Geelong, Bellarine Peninsula, Surf Coast and Bass Coast) have all experienced growth. Of concern is the increasing population density in coastal suburbs of Melbourne as this may

result in larger numbers of people at risk from the coastal impacts of climate change. The types of local level impacts may include:

- loss of coastal public land leading to increasing pressure and demand (overcrowding) on remaining areas of public land, especially in areas expected to experience strong growth in residents and/or visitors, making it increasingly difficult to ensure equitable access
- damage to, or loss of, Victoria's unique coastal settlements (e.g. changes to the attributes or features that give them their distinctive character)
- increased community safety issues as a result of changes to weather conditions or extreme weather events (e.g. flooding following increased rainfall or bushfires near coastal areas)
- some residents and visitors to coastal areas may be more vulnerable to environmental hazards (e.g. those that are elderly, unwell, infants/young children and international visitors who are unfamiliar with the area).

**Box 8.1** Case study: sand management on mobile coastlines

Coastlines with soft substrates composed of sandy or unconsolidated sediments are vulnerable to erosion and, where there is also a restricted supply of sediment (for example, due to limited catchment sources or seafloor and headland configuration), loss of beach area can occur. In addition, seasonal sandy sediment movements along much of the Victorian coastline are affected by sea walls, groynes and breakwaters which have modified natural processes resulting in beach reductions in some locations and accumulations in others. These changes affect public amenity of the coastline, threaten infrastructure and often lead to calls for artificial beach restoration or renourishment.

Deficits in beach sands are also exacerbated by climate change and rising sea levels resulting in stronger wave and swash action at high tide, or increased frequency and intensity of storms with increased wind speed and wave height. Two case studies presented here demonstrate different ways land managers are seeking to resolve beach sediment deficits in coastal reserves.

**Beach renourishment at Mounts Bay, Marengo**

At Mounts Bay, Marengo near Apollo Bay the sandy beach is backed by fine, unconsolidated sandy dunes with low resistance to wind and wave erosion. Between 2007 and 2016, the dune line retreated by approximately 10 metres. A winter storm in 2012 resulted in substantial dune recession which reduced beach amenity and presented a hazard for the utilities, infrastructure and the foundations of a section of the Great Ocean Road.

In 2017, emergency beach renourishment was carried out with addition of 15,940 cubic metres of sand as a short-term measure. However, less than five months after the works were completed, substantial sand loss had already occurred despite no extreme or unusual weather or oceanographic conditions. Within nine months between 70 to 90 per cent of the replaced sand was lost.



Sand management at Mounts Bay beach in 2017 (Photo: DELWP)

At Mounts Bay beach renourishment provided short-term, emergency relief from coastal hazards but, as expected, did not deliver a long-term solution to sand loss. Engineered interventions are now being considered including construction of offshore reefs, rock revetments and finger groynes that may provide longer-term coastal defence for up to 50 years. Dune stabilisation works are also underway. Since 2016 around \$1.5 million has been spent on works by DELWP including \$700,000 for sand carting works.

### Wet sand fence, Inverloch surf beach

Since 2013, Inverloch surf beach has retreated more than 40 metres through erosion of vegetated dunes, particularly from an extreme erosion event in winter 2018. The average loss is six metres per year, which represents one of the most rapid changes along a sandy Victorian coastline. Over the same period, the beach level has also lowered by more than 1.5 metres, and the area of beach at low tides is now significantly reduced in some places and increased in other places nearby. These shoreline changes threaten coastal infrastructure and the amenity, ecological, Aboriginal cultural heritage and economic values of the popular surf beach.



Left: Erosion undermining the Inverloch patrol tower in 2018 has continued. Right: Wet sand fence after completion in early 2019 (Photos: A Kilborn)

As a trial measure, two 50-60 metre sections of wet-sand fencing were installed in March 2019 to protect threatened infrastructure including the Inverloch Surf Life Saving Club and Cape Paterson Road. The fences are designed to decrease the energy of incoming waves and allow sand to accumulate behind the fence. The foredune was also renourished in June 2019 with 3000 cubic metres of sand, and again in October 2019. Revegetation is planned for spring/summer 2019/20 to further stabilise the dunes.

Storms between April and July 2019 damaged the fences, necessitating repair works, and removed some of the renourished dune. However, early indications are that the fences provide some protection to the dune face. In October 2019 the State government funded a sandbag revetment and improvements to the wet sand fencing while additional research is undertaken.

The effectiveness of the trial will be evaluated in March 2020. If successful, the fence may be extended to protect the full length of vegetated dunes. The cost of installing the full fence has been estimated as less than the annual cost to the local economy of losing the dunes; a highly valued feature of the beach. Co-contributions from a partnership between local and state government agencies totalled some \$160,000 for the initial trial project. Additional longer-term mitigation actions will be necessary here, pending the findings of a detailed local coastal hazard assessment.

## References

### 1 Introduction

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### 2 Findings and recommendations

None

### 3 Defining coastal reserves

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## Appendix 1 Classes of Crown land parks and reserves excluded from the definition of coastal reserve

### Excluded *National Parks Act 1975* parks and reserves along the coast

The terms of reference lists schedules of the National Parks Act that comprise areas excluded from the definition of coastal reserves. The schedules relate to the following land use classifications, and are itemised below for reserves along the coast (west to east):

- Schedule 2 national parks
- Schedule 2B State parks
- Schedule 3 other parks (including coastal parks and reserves)
- Schedule 4 marine reserve or marine parks, marine and coastal parks, nature conservation reserves
- Schedule 7 marine national parks (blue in list below)
- Schedule 8 marine sanctuaries (blue in list below)

Discovery Bay Coastal Park	Yaringa Marine National Park
<a href="#">Discovery Bay Marine National Park</a>	French Island National Park
Cape Nelson State Park	<a href="#">French Island Marine National Park</a>
Mount Richmond National Park	<a href="#">Churchill Island Marine National Park</a>
Budj Bim National Park (Mount Eccles)	Yallock-Bulluk Marine and Coastal Park
<a href="#">Merri Marine Sanctuary</a>	<a href="#">Bunurong Marine National Park</a>
Bay of Islands Coastal Park	Cape Liptrap Coastal Park
Port Campbell National Park	Shallow Inlet Marine and Coastal Park
<a href="#">The Arches Marine Sanctuary</a>	Wilson's Promontory National Park
<a href="#">Twelve Apostles Marine National Park</a>	<a href="#">Wilson's Promontory Marine Park</a>
Great Otway National Park	<a href="#">Wilson's Promontory Marine Reserve</a>
<a href="#">Marengo Reefs Marine Sanctuary</a>	<a href="#">Wilson's Promontory Marine National Park</a>
<a href="#">Eagle Rock Marine Sanctuary</a>	Corner Inlet Marine and Coastal Park
<a href="#">Point Addis Marine National Park</a>	<a href="#">Corner Inlet Marine National Park</a>
<a href="#">Point Danger Marine Sanctuary</a>	Nooramunga Marine and Coastal Park
<a href="#">Barwon Bluff Marine Sanctuary</a>	<a href="#">Ninety Mile Beach Marine National Park</a>
<a href="#">Port Phillip Heads Marine National Park</a>	The Lakes National Park (Aboriginal Title)
Point Cook Coastal Park and Cheetham Wetlands (not formally implemented)	Gippsland Lakes Coastal Park (Aboriginal Title)
<a href="#">Point Cooke Marine Sanctuary</a>	Lake Tyers State Park (Aboriginal Title)
<a href="#">Jawbone Marine Sanctuary</a>	<a href="#">Beware Reef Marine Sanctuary</a>
<a href="#">Ricketts Point Marine Sanctuary</a>	<a href="#">Point Hicks Marine National Park</a>
Arthurs Seat State Park	Cape Conran Coastal Park
Point Nepean National Park	Croajingolong National Park
Mornington Peninsula National Park	<a href="#">Cape Howe Marine National Park</a>
<a href="#">Mushroom Reef Marine Sanctuary</a>	

**Excluded LCC-ECC-VEAC public land use categories**

- state game reserve or wildlife reserve (hunting permitted)
- lake reserve
- nature reserve, nature conservation reserve or flora and fauna reserve
- state forest
- softwood plantations
- historic reserve
- water production reserve
- public land water frontage, stream beds or banks
- bushland reserve, streamside reserve, natural or scenic features reserves
- regional park, metropolitan park, forest park
- utilities or government services, earth resources, roads and railways
- commercial ports and coastal infrastructure (with restricted access)

**Examples of excluded *Crown Land (Reserves) Act 1978* areas along or near the coast (west to east)**

Bald Hill Water Reserve (Portland)	Johanna River Public Hall & Tennis Courts
Portland Old General Cemetery Reserve	Queens Park Reserve (Lorne)
Walook Swamp (Lake) Reserve (Portland)	Eumeralla Education Area
Convincing Ground Historic Reserve	Bittern Coastal Wetlands (bushland) Reserve
Peterborough Recreation Reserve	Phillip Island Nature Park
Port Campbell Rifle Range Reserve	Latrobe Bushland Reserve
Princetown Recreation Reserve	

***Nature reserves (nature conservation reserves or flora and fauna reserves)***

Bats Ridge Wildlife Reserve	Kilcunda Nature Conservation Reserve
Lawrence Rocks Nature Reserve	Cape Paterson Nature Conservation Reserve
Lady Julia Percy Nature Reserve	Yanakie Flora Reserve
Tyrendarra Flora Reserve	Seal Islands Nature Reserve
Yambuk (Wetlands) Nature Reserve	Bald Hills Creek Wildlife Reserve
Marengo Nature Reserve	Tarwin Lower Flora Reserve
Edna Bowman Nature Reserve	Sale Common Nature Conservation Reserve
Breamlea Flora and Fauna Reserve	Giffard (Rifle Range) Flora and Fauna Reserve
Swan Bay – Edwards Point Wildlife Reserve	Bairnsdale Flora Reserve
Salt Lagoon St Leonards Nature Reserve	Brodribb Flora Reserve
Lonsdale Lakes Wildlife Reserve	Cabbage Tree Creek Flora Reserve
Portarlington Flora and Fauna Reserve	First and Second Islands Flora Reserve
Limeburners Lagoon Flora and Fauna Reserve	William Hunter Flora Reserve (Marlo)
The Spit Nature Conservation Reserve	Hoddle Range Flora Reserve
Altona Nature Conservation Reserve	Johnstones Creek Flora Reserve
Jawbone Nature Conservation Reserve	Kings Flat Flora Reserve
Laverton North Grasslands	Maramingo Creek Flora Reserve
Frankston (Reservoir) Nature Reserve	New Zealand Hill Flora Reserve
Mount Martha Nature Conservation Reserve	Benison Flora and Fauna Reserve
North Western Port Nature Conservation Reserve	Brodribb River Flora and Fauna Reserve
Reef Island and Bass River Mouth Nature Reserve	

*Wildlife and game reserves (State game reserves)*

Goose Lagoon Wildlife Reserve

Tower Hill Wildlife Reserve

Lake Gilleard Wildlife Reserve

Princetown (Serpentine Creek) Wildlife Reserve

Aire River Wildlife Reserve (includes Lakes

Hordern, Craven and Costin)

Lake Connewarre Wildlife Reserve (includes

Reedy Lake and Hospital Swamp)

Freshwater Swamp (Ballong) Wildlife Reserve

Jack Smith Lake Wildlife Reserve

Lake Denison Wildlife Reserve

Ewing Morass Wildlife Reserve

Lake Corringale Wildlife Reserve

Lake Curlip Wildlife Reserve

*Gippsland Lakes*

Dowd Morass Wildlife Reserve

Heart Morass Wildlife Reserve

Clydebank Morass Wildlife Reserve

Lake Coleman Wildlife Reserve

Blond Bay Wildlife Reserve

MacLeod Morass Wildlife Reserve

Jones Bay Wildlife Reserve

## Appendix 2 Reservation purposes for areas identified as coastal reserve

Affording access to water
Camping and affording access to water
Camping and recreation; Camping and public recreation
Crown Land Reserves Act Sec 4(1) (M) and public recreation
Conservation of an area of natural interest
Conservation of an area of natural interest and preservation of wildlife habitat
Conservation of an area of natural interest and public recreation
Conservation of an area of natural interest; Conservation of an area of natural interest or beauty
Drainage
Government road; Public way; Road and public purposes
Jetty and other public purposes
Lighthouse purposes
Park; Public park
Park and recreation; Recreation
Place of public resort or recreation
Preservation of an area of ecological significance
Preservation of an area of geological significance
Prevention of the irruption of sand
Protection of flora and fauna and as a site of natural interest
Protection of the coastline
Public and tourism purposes (lighthouses)
Public gardens; Public park and gardens
Public hall
Public park and public recreation, Public park and recreation
Public purposes
Public purposes (aerodrome)
Public Purposes (amusement and recreation)
Public Purposes (boat ramp)
Public purposes (conservation, education and recreation)
Public Purposes (conservation of an area of natural interest)
Public Purposes (foreshore)
Public purposes (marina and tourism purposes)
Public Purposes (marine science facilities)
Public purposes (protection of the coast)
Public Purposes (public open space)
Public purposes (public park and recreation)
Public purposes (rail trail)
Public Purposes (road and preservation of natural vegetation)
Public Purposes (tourists camping); Tourist camping; Recreation and camping
Public purposes (trigonometrical station)
Public purposes (conservation and management of stream environs)
Public recreation
Public recreation and drainage
Public recreation and public park
Public recreation and public purposes
Public recreation, drainage and conservation of an area of natural interest

Recreation and camping
Recreation and convenience of the people
Recreation convenience and amusement of the people, Recreation convenience or amusement of the people
Site for lighthouse
Supply of gravel
Tourism and public purposes
Water supply, public recreation and public purposes (trigonometrical survey station)
Watering and camping
Watering purposes; Conservation of water
Wharfage purposes
Wharfage purposes

## Appendix 3 Land status of islands and island groups

Islands that are categorised as coastal reserves for the purposes of this assessment are shaded blue.

Name and location	Area (hectares)	Length (kilometres)	Land use classification
<b>West Block</b>			
Lawrence Island (Portland)	5.1	1.7	Lawrence Rocks Nature Reserve
Lawrence Rocks (Portland)	1.3	0.5	Lawrence Rocks Nature Reserve
Deen Maar (Lady Julia Percy) Island	147	5.9	Lady Julia Percy Island Nature Reserve
Griffiths Island (Port Fairy)	40	4	Port Fairy Coastal Protection Reserve
Green Island (Port Fairy)	1.4	0.9	Coastal waters reserve
Middle Island (Warrnambool)	1.5	0.7	Merri and Middle Islands Coastal Reserve
Merri Island (Warrnambool)	0.4	0.4	Merri and Middle Islands Coastal Reserve
London Bridge	0.8	0.4	Port Campbell National Park
Mutton Bird Island	2.4	1.1	Port Campbell National Park
Bridge Island	0.7	0.6	Port Campbell National Park
The Razorback (Mepunga to Gellibrand River)	0.2	0.2	Port Campbell National Park
<b>Central Block</b>			
Swan Bay Queenscliff			
Swan Island	395.0	15.2	Port Phillip Heads Marine National Park
Mangrove Island	0.2	0.2	Port Phillip Heads Marine National Park
Duck Island(s)	14.0	1.8	Swan Bay – Edwards Point Nature Reserve
Rabbit Island	5.0	1.2	Swan Bay Coastal Reserve
Tip Island	0.9	0.4	Swan Bay Coastal Reserve
The Spit (Point Wilson)	8.5	3.3	The Spit Nature Reserve
Mud Islands (Port Phillip Bay)	36.1, 30.0	4.1, 5.6	Port Phillip Heads Marine National Park
Pulpit Rock (Cape Schanck)	1.1	0.5	not categorised
Phillip Island	10,302	122	
Churchill Island	66.3	5.8	Phillip Island Nature Park
Jessie Island	0.2	0.2	not categorised
Pyramid Rock	0.9	0.6	Phillip Island Nature Park
The Nobbies (Round Island)	7.4	2.0	Phillip Island Nature Park
small islands (2)	0.4, 0.1	0.3, 0.2	Phillip Island Nature Park
Seal Rocks (main)	4.5	1.7	Phillip Island Nature Park
small islands (3)	0.1, 0.1, 0.1	0.1, 0.1, 0.2	Phillip Island Nature Park
Black Rock	1.5	0.7	Phillip Island Nature Park
French Island	17,570	87	
Sandstone Island	24.8	2.4	Private freehold
Charing Cross Island (1km north of French Island)	0.6	0.3	not categorised
Barrilliar Island	0.3	0.2	French Island National Park
Elizabeth Island	20.3	2.3	Private freehold
Pelican Island	1.2	0.5	French Island National Park

Name and location	Area (hectares)	Length (kilometres)	Land use classification
Reef Island (Bass)	27	3.5	Reef Island and Bass River Mouth Nature Reserve
Long Island (Hastings)	10	1.5	not categorised
Eagles Nest (Cape Paterson)	0.8	0.3	Yallock-Bulluk Marine and Coastal Park
<b>East Block</b>			
Arch Rock (Liptrap)	1.4	0.9	Cape Liptrap Coastal Park
Bird Rocks and Dog Rocks	0.2, 0.1, 0.1,	0.2, 0.2, 0.1	Cape Liptrap Coastal Park
Digger Island (Walkerville)	0.3	0.2	Cape Liptrap Coastal Park
Wilsons Promontory islands			
Ungrouped islands			
Shelback Island	37	2.7	Wilsons Promontory National Park
Norman Island	51	4.8	Wilsons Promontory National Park
Wattle Island	24	2.5	Wilsons Promontory National Park
Rabbit Island	28	2.4	Wilsons Promontory National Park
Rabbit Rock(s)	1.4	0.5	Wilsons Promontory National Park
Glennie Group			
Great Glennie Island	143	8.6	Wilsons Promontory National Park
Dannevig Island	20	2.7	Wilsons Promontory National Park
Citadel Island	19	1.9	Wilsons Promontory National Park
McHugh Island	9.3	1.2	Wilsons Promontory National Park
Anser Group			
Anser Island	82	5.0	Wilsons Promontory National Park
Kanowna Island	33	2.9	Wilsons Promontory National Park
Cleft Island (Skull Rock)	7.3	1.1	Wilsons Promontory National Park
Anderson Islets (3)	0.7, 0.7, 0.6	0.3, 0.3, 0.4	Wilsons Promontory National Park
Corner Inlet islands			
Benison Island	6.8	1.1	Wilsons Promontory National Park
Granite Island	1.5	0.5	Wilsons Promontory National Park
Corner Island	34	3.3	Wilsons Promontory National Park
Long Island	98	5.8	Wilsons Promontory National Park
Doughboy Island	3.4	0.8	Wilsons Promontory National Park
Mangrove Island	26	2.8	Corner Inlet Marine and Coastal Park
Hogan Group			
Boundary Islet (part Victoria)	2	~1	85 metre onshore boundary with Tasmania
Rodondo Island	106	4.3	Part of Tasmania (Nature Reserve)
West Moncoeur Island, associated islands (2)	9.2 0.7, 1.3	2.0 0.4, 0.5	Part of Tasmania (Nature Reserve)
East Moncoeur Island	14	1.8	Part of Tasmania
Nooramunga Inlet islands			most Nooramunga Marine and Coastal Park (exceptions listed below)
Mangrove Island (Barry Beach)	26	2.8	
Little Snake Island	842	27	

Name and location	Area (hectares)	Length (kilometres)	Land use classification
Snake Island (Sand Island)	5727	87	
Snaggy Island	20	2.3	
One Tree Island (west)	21	2.3	
Bullock Island	13	2.1	Private land (mostly)
Sunday Island	2061	46	Private land (mostly)
Pelican Island	47	4.1	
Mop Island	6.4	1.3	
Sheep Island	45	4.1	
Scrubby Island	165	7.7	
Horn Island	28	3.0	
Shag Island	8.6	2.0	
Clonmel Island	697	31	
Dog Island (near Port Albert)	542	21	
Calf Island	40	4.5	
One Tree Island (east)	18	1.9	
Cyril Island	34	3.2	
East Scrubby Island	450	19	
St Margaret Island	2030	28	
outer barrier (west)	435	15	
outer barrier (east)	525	15	
Seal Islands (east off Wilsons Promontory)			
Notch Island	10	1.9	Seal Islands Nature Reserve
Seal Island	19	2.2	Seal Islands Nature Reserve
Rag Island(s)	5.0, 0.8, 0.5	1.1, 0.3 & 0.4	Seal Islands Nature Reserve
Cliffy Island	6.7	1.0	Cliffy Island Lighthouse Reserve
Gippsland Lakes islands			
Raymond Island	756	15	Parts freehold, parts coastal reserve (GLR), parts Aboriginal title coastal reserve
Mitchell River silt jetties	1.8, 0.2, 69	0.7, 0.3, 13	Mitchell River Silt Jetties - Gippsland Lakes Reserve
Pelican Island	3.8	1.3	Lake King - Gippsland Lakes Reserve
Flannagan's Island	85	7.2	Private land
Fraser Island (McAuliffs)	34	2.3	Private land
Rigby Island	131	7.8	Rigby Island - Gippsland Lakes Reserve
Bullock Island	11	1.3	Gippsland Ports, part freehold
Baxter Island	4.5	1.2	Baxter Island -Gippsland Lakes Reserve
Wallaby Island	3.1	0.8	Gippsland Lakes Coastal Park
unnamed islands	17, 6.6, 1.8	2.1, 1.2, 0.7	Gippsland Lakes Coastal Park
Waddy Island	12	2.1	Gippsland Lakes Coastal Park
Crescent Island(s)	0.3, 6.5, 0.6	0.6, 1.9, 0.5	Gippsland Lakes Coastal Park
Barton Island	33	2.7	Gippsland Lakes Coastal Park
Rotten Island	19	2.0	Gippsland Lakes Coastal Park

Name and location	Area (hectares)	Length (kilometres)	Land use classification
Rotamah Island	267	9.7	The Lakes National Park
Mud Islands (several small sandy islands)	15, 9.0, 1.8, 2.8, 0.6	1.7, 1.1, 0.6, 0.7, 0.3	Lake Tyers State Park (Aboriginal Title)
Snowy River estuary islands			
Honeymoon Island	5.1	1.0	Lake Corringale Wildlife Reserve
First and Second Islands	20, 5.8	2.1, 1.1	First and Second Islands Nature Reserve
Mallacoota Inlet islands			
Goodwin Sands	41	4.2	Croajingolong National Park
Rabbit Island	4.8	0.9	Croajingolong National Park
Horse Island	12	1.6	Croajingolong National Park
Goat Island	12.0	2.3	Croajingolong National Park
six smaller islands	4.7		Mallacoota Coastal Reserve
The Skerries (Wingan Inlet)	2.1, 1.6, 1.2	0.6, 0.6, 0.5	Croajingolong National Park
Gabo Island	159	8.7	Gabo Island Coastal Reserve
Tullaberga Island (Mallacoota)	4.5	1.6	Croajingolong National Park

## Notes:

Only total areas and coastlines of Phillip Island and French Island are included here as there are multiple land uses.

Rocky platforms and nearshore reefs, sandy shallow islands, small rock stacks and rocky outcrops attached to shoreline are not included here. These include the Bay of Islands and Port Campbell coastal islands and rock stacks as well as others such as The Craggs (Yambuk), Pulpit Rock, Elephant Rock, (Cape Schanck), Marengo Reef (Apollo Bay), Eagle Rock (Aireys Inlet), Quail and Chinaman islands (Warneet), Boags Rocks (Gunnamatta).

Man-made structures such as South Channel Fort and HMVS Cerberus are not included.

## Appendix 4 Permanent protection of the coastline reserves

Parish (P) or Township (T)	Coastal reserve name(s)	Area (hectares)	Approx area offshore (hectares)	Local Government Area (LGA)
<b>WEST BLOCK</b>				
Nirrandra	Bay of Islands Coastal Protection Reserve	815	815	Moyne
Mepunga	Bay of Islands Coastal Protection Reserve	1355	1354	Warrnambool/ Moyne
Wongarra	Apollo Bay Coastal Reserve (part)	1110	1055	Colac-Otway
Belfast (P) and Port Fairy (T)	Belfast Coastal Protection Reserve, Port Fairy Coastal Protection Reserve	199	0*	Moyne
Eumeralla	Tyrendarra-Eumeralla Coastal Protection Reserve	888	685	Moyne
Tyrendarra	Tyrendarra-Eumeralla Coastal Protection Reserve	534	473	Moyne and Glenelg
Yangary	Belfast Coastal Protection Reserve	1454	820	Warrnambool
<b>CENTRAL BLOCK</b>				
Lang Lang (P) and Jam Jerrup (T)	Western Port Coastal Reserve - Tooradin to Corinella (part)	71	0#	Cardinia and Bass Coast
Puebla	Torquay – Breamlea Coastal Protection Reserve, Torquay Lifesaving Clubhouse	180	24*	Surf Coast
Balnarring	Balnarring Coastal Protection Reserve, Point Leo Surf Lifesaving Club	188	0*	Mornington Peninsula
Flinders and Shoreham	Flinders and Shoreham Coastal Protection Reserve, Tooradin Foreshore Reserve (part)	90	0*	Mornington Peninsula
Jan Juc (P) and Anglesea (T)	Anglesea - Torquay Coastal Protection Reserve, Bells Beach Coastal Protection Reserve, Jan Juc Beach Surf Lifesaving Club	576	415	Surf Coast
Wonthaggi	Wonthaggi-Cape Paterson Coastal Protection Reserve	56	0	Bass Coast
Drumledara (P) and Inverloch (T)	Anderson Inlet Coastal Protection Reserve	58	20	Bass Coast
Koo-Wee-Rup	Tooradin Foreshore Reserve (part)	3	0#	Casey
Boonah	Boonah (Eastern View) Coastal Protection Reserve	187	187	Surf Coast
Corinella (P) and Grantville (T)	Western Port Coastal Reserve - Tooradin to Corinella (part), Corinella Coastal Reserve (part)	573	0*	Bass Coast
Lorne	Lorne Coastal Reserve (part)	903	862	Surf Coast
<b>EAST BLOCK</b>				
Waratah North	Sandy Point Foreshore Reserve (part)	1155	837	South Gippsland
Tarwin South	Tarwin South Coast Protection Reserve	392	392	South Gippsland
Yanakie	Yanakie Landing Coastal Reserve	8.7	0.5	South Gippsland
Woodside	McLoughlins Beach - Seaspray Coastal Reserve	840	800	Wellington
Darriman	McLoughlins Beach - Seaspray Coastal Reserve	624	600	Wellington

\* Reserve boundary defined as low water mark

# Reserve boundary defined as high water mark

Notes:

Protection of the coastline reserves are established under the provisions of the *Crown Land Reserves Act 1978* section 4(1) ze

Plans were prepared for the following parishes but the associated reserves were not gazetted. Waratah North -Shallow Inlet Waratah Angahook Giffard (P) and Seaspray (T)

New areas gazetted as 'protection of the coastline' since the 1980s comprise approximately 36 hectares.

Most of Wonthaggi Parish reserve is now part of Yallock-Bulluk Marine and Coastal Park currently before parliament and to be included under schedule 3 of the *National Parks Act 1975*

Reserves shaded blue indicate where onshore areas have been subsequently added to parks and reserves under the National Parks Act, and the majority of the remaining area of protection of the coastline is offshore of low water mark.

## Appendix 5 Biodiversity data

This appendix is made up of three tables A5.1 to A5.3 with detailed biodiversity data. BCS refers to the Bioregional Conservation Status. Details and descriptions of BCS and other abbreviations in the tables can be found in section 5.3 of this report.

**Table A5.1 Area of ecological vegetation classes (EVCs) in coastal reserves**

Bioregion	EVC Name	BCS	Area (hectares)
Bridgewater	Coastal Headland Scrub	V	0.40
Bridgewater	Herb-rich Foothill Forest	V	0.00
Glenelg Plain	Coastal Headland Scrub	E	163.55
Glenelg Plain	Coastal Mallee Scrub	E	3.26
Glenelg Plain	Spray-zone Coastal Shrubland	E	2.53
Glenelg Plain	Heathy Woodland/Damp Heathy Woodland/Damp Heathland Mosaic	V	85.20
Glenelg Plain	Damp Heathland/Sand Heathland Mosaic	D	48.36
Glenelg Plain	Coastal Sand Heathland	R	32.74
Victorian Volcanic Plain	Coastal Alkaline Scrub	E	2.02
Victorian Volcanic Plain	Coastal Saltmarsh/Coastal Dune Grassland/Coastal Dune Scrub/Coastal Headland Scrub Mosaic	E	2.02
Victorian Volcanic Plain	Coastal Saltmarsh/Mangrove Shrubland Mosaic	E	104.01
Victorian Volcanic Plain	Estuarine Wetland	E	0.00
Victorian Volcanic Plain	Grassy Woodland	E	9.47
Victorian Volcanic Plain	Plains Grassland	E	11.26
Victorian Volcanic Plain	Plains Grassland/Plains Grassy Woodland Mosaic	E	3.98
Victorian Volcanic Plain	Plains Grassy Woodland	E	0.30
Victorian Volcanic Plain	Plains Sedgy Wetland	E	0.00
Victorian Volcanic Plain	Coast Banksia Woodland/Coastal Dune Scrub Mosaic	V	2.68
Victorian Volcanic Plain	Coastal Headland Scrub	V	4.56
Victorian Volcanic Plain	Coastal Saltmarsh	V	23.89
Victorian Volcanic Plain	Coastal Tussock Grassland	V	15.10
Victorian Volcanic Plain	Damp Sands Herb-rich Woodland	V	1.67
Victorian Volcanic Plain	Herb-rich Foothill Forest	V	2.67
Victorian Volcanic Plain	Mangrove Shrubland	V	2.73
Victorian Volcanic Plain	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	D	4.35
Warrnambool Plain	Damp Sands Herb-rich Woodland	E	44.07
Warrnambool Plain	Damp Sands Herb-rich Woodland/Damp Heathland/Damp Heathy Woodland Mosaic	E	0.16
Warrnambool Plain	Plains Grassy Woodland	E	0.09
Warrnambool Plain	Swamp Scrub	E	7.51
Warrnambool Plain	Swamp Scrub/Aquatic Herbland Mosaic	E	304.10
Warrnambool Plain	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	V	3.55
Warrnambool Plain	Coastal Headland Scrub	V	22.06
Warrnambool Plain	Coastal Headland Scrub/Coastal Tussock Grassland Mosaic	V	25.33
Warrnambool Plain	Coastal Tussock Grassland	V	4.38
Warrnambool Plain	Damp Heath Scrub	V	6.47
Warrnambool Plain	Herb-rich Foothill Forest	V	0.70
Warrnambool Plain	Coastal Dune Scrub	D	1,040.72
Warrnambool Plain	Estuarine Wetland	D	76.19

Bioregion	EVC Name	BCS	Area (hectares)
Otway Plain	Coastal Alkaline Scrub	E	118.18
Otway Plain	Coastal Saltmarsh	E	10.28
Otway Plain	Coastal Saltmarsh/Mangrove Shrubland Mosaic	E	125.12
Otway Plain	Estuarine Wetland	E	1.92
Otway Plain	Grassy Woodland	E	10.95
Otway Plain	Plains Grassland	E	0.90
Otway Plain	Plains Grassy Woodland	E	17.29
Otway Plain	Coastal Headland Scrub	V	106.65
Otway Plain	Coastal Tussock Grassland	V	16.43
Otway Plain	Damp Sands Herb-rich Woodland	V	19.67
Otway Plain	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	D	452.38
Otway Plain	Lowland Forest	D	0.32
Otway Plain	Riparian Scrub/Swampy Riparian Woodland Complex	D	0.01
Otway Plain	Sand Heathland	R	8.09
Otway Ranges	Estuarine Wetland	E	1.83
Otway Ranges	Coastal Tussock Grassland	V	1.50
Otway Ranges	Damp Sands Herb-rich Woodland	V	1.36
Otway Ranges	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	D	22.40
Otway Ranges	Coastal Headland Scrub	D	116.79
Otway Ranges	Grassy Dry Forest	D	0.29
Otway Ranges	Herb-rich Foothill Forest	D	3.08
Gippsland Plain	Berm Grassy Shrubland	E	58.40
Gippsland Plain	Coast Banksia Woodland/Warm Temperate Rainforest Mosaic	E	13.36
Gippsland Plain	Damp Forest	E	0.06
Gippsland Plain	Dry Rainforest	E	3.68
Gippsland Plain	Dry Valley Forest/Swamp Scrub/Warm Temperate Rainforest Mosaic	E	62.17
Gippsland Plain	Estuarine Flats Grassland	E	1.47
Gippsland Plain	Floodplain Reedbed	E	36.79
Gippsland Plain	Floodplain Riparian Woodland	E	24.25
Gippsland Plain	Grassy Woodland	E	21.24
Gippsland Plain	Gully Woodland	E	6.51
Gippsland Plain	Limestone Pomaderris Shrubland	E	1.59
Gippsland Plain	Plains Grassland	E	31.36
Gippsland Plain	Plains Grassy Wetland	E	1.14
Gippsland Plain	Plains Grassy Woodland	E	234.50
Gippsland Plain	Plains Grassy Woodland/Gilgai Wetland Mosaic	E	5.30
Gippsland Plain	Swamp Scrub	E	1,869.13
Gippsland Plain	Swamp Scrub/Wet Heathland Mosaic	E	1.36
Gippsland Plain	Swampy Riparian Woodland	E	15.99
Gippsland Plain	Swampy Woodland	E	0.31
Gippsland Plain	Warm Temperate Rainforest	E	41.78
Gippsland Plain	Wetland Formation	E	10.44
Gippsland Plain	Aquatic Herbland/Plains Sedgy Wetland Mosaic	V	161.24
Gippsland Plain	Coast Banksia Woodland	V	316.11
Gippsland Plain	Coast Banksia Woodland/Coastal Dune Scrub Mosaic	V	38.20

Bioregion	EVC Name	BCS	Area (hectares)
Gippsland Plain	Coast Banksia Woodland/Swamp Scrub Mosaic	V	2.07
Gippsland Plain	Coastal Alkaline Scrub	V	55.55
Gippsland Plain	Coastal Headland Scrub/Coast Banksia Woodland Mosaic	V	52.36
Gippsland Plain	Coastal Saltmarsh/Coastal Dune Grassland/Coastal Dune Scrub/Coastal Headland Scrub Mosaic	V	13.89
Gippsland Plain	Coastal Saltmarsh/Mangrove Shrubland Mosaic	V	8.43
Gippsland Plain	Coastal Tussock Grassland	V	0.38
Gippsland Plain	Damp Heathy Woodland	V	0.38
Gippsland Plain	Damp Heathy Woodland/Lowland Forest Mosaic	V	6.97
Gippsland Plain	Damp Sands Herb-rich Woodland	V	350.85
Gippsland Plain	Deep Freshwater Marsh	V	653.87
Gippsland Plain	Herb-rich Foothill Forest	V	0.70
Gippsland Plain	Limestone Box Forest	V	137.41
Gippsland Plain	Lowland Forest	V	1.73
Gippsland Plain	Lowland Forest/Damp Sands Herb-rich Woodland Mosaic	V	148.46
Gippsland Plain	Plains Grassy Forest	V	193.44
Gippsland Plain	Valley Grassy Forest	V	3.02
Gippsland Plain	Coastal Dune Scrub	D	7.16
Gippsland Plain	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	D	559.59
Gippsland Plain	Coastal Headland Scrub	D	85.82
Gippsland Plain	Coastal Headland Scrub/Coastal Tussock Grassland Mosaic	D	6.34
Gippsland Plain	Estuarine Wetland/Estuarine Swamp Scrub Mosaic	D	34.91
Gippsland Plain	Lowland Herb-rich Forest	D	4.77
Gippsland Plain	Sand Heathland/Wet Heathland Mosaic	D	5.77
Gippsland Plain	Wet Heathland	D	30.34
Gippsland Plain	Wet Heathland/Damp Heathland Mosaic	D	2.81
Gippsland Plain	Bird Colony Succulent Hermland/Coastal Tussock Grassland Mosaic	R	3.25
Gippsland Plain	Sand Heathland	R	21.42
Strzelecki Ranges	Damp Forest	E	13.21
Strzelecki Ranges	Coastal Headland Scrub	V	0.10
Strzelecki Ranges	Damp Heathy Woodland/Lowland Forest Mosaic	V	22.38
Strzelecki Ranges	Riparian Scrub	V	0.07
Strzelecki Ranges	Coastal Tussock Grassland	D	0.01
Wilson's Promontory	Coastal Headland Scrub	V	0.29
East Gippsland Lowlands	Clay Heathland	V	66.63
East Gippsland Lowlands	Coastal Lagoon Wetland	V	0.02
East Gippsland Lowlands	Damp Sands Herb-rich Woodland	V	11.47
East Gippsland Lowlands	Estuarine Wetland	V	40.20
East Gippsland Lowlands	Limestone Box Forest	V	149.73
East Gippsland Lowlands	Coastal Saltmarsh	D	83.84
East Gippsland Lowlands	Riparian Forest	D	4.00
East Gippsland Lowlands	Warm Temperate Rainforest	R	7.94
<b>Least Concern EVCs</b>			
Bridgewater	Coastal Alkaline Scrub	LC	0.01
Bridgewater	Coastal Dune Scrub	LC	0.75

Bioregion	EVC Name	BCS	Area (hectares)
Otway Plain	Heathy Woodland	LC	8.77
Otway Ranges	Riparian Forest	LC	7.87
Otway Ranges	Shrubby Dry Forest	LC	0.05
Otway Ranges	Shrubby Foothill Forest	LC	11.53
Otway Ranges	Shrubby Wet Forest	LC	0.38
Otway Ranges	Wet Forest	LC	0.12
Gippsland Plain	Coastal Saltmarsh	LC	374.53
Gippsland Plain	Estuarine Wetland	LC	121.38
Gippsland Plain	Heathy Woodland	LC	194.10
Gippsland Plain	Heathy Woodland/Sand Heathland Mosaic	LC	1.21
Gippsland Plain	Mangrove Shrubland	LC	135.42
Gippsland Plain	Shrubby Damp Forest	LC	4.70
East Gippsland Lowlands	Banksia Woodland	LC	41.13
East Gippsland Lowlands	Coast Banksia Woodland	LC	118.52
East Gippsland Lowlands	Coastal Dune Scrub/Coastal Dune Grassland Mosaic	LC	409.79
East Gippsland Lowlands	Damp Forest	LC	6.23
East Gippsland Lowlands	Lowland Forest	LC	109.74
East Gippsland Lowlands	Riparian Scrub/Swampy Riparian Woodland Complex	LC	8.06

Data source: DELWP corporate spatial data layer 'FLORAFUNA1.NV2005\_EVCBCS' also available on NatureKit (<http://maps.biodiversity.vic.gov.au/viewer/?viewer=NatureKit>)

Table A5.2 Conservation-listed fauna recorded in coastal reserves

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list	Bonn	CAMBA/JAMBA/ROKAMBA
<b>Invertebrate</b>						
Ghost shrimp	<i>Pseudocalliax tooradin</i>		✓	vu		
Hairy Burrowing Crayfish	<i>Engaeus sericatus</i>			vu		
Mallacoota Burrowing Crayfish	<i>Engaeus mallacoota</i>		✓	vu		
Otway Black Snail	<i>Victaphanta compacta</i>		✓	en		
Portland Burrowing Crayfish	<i>Engaeus strictifrons</i>			vu		
Sea Cucumber (species 5258)	<i>Pentocnus bursatus</i>		✓	vu		
Sherbrooke Amphipod	<i>Austrogammarus haasei</i>		✓	vu		
<b>Amphibian</b>						
Green and Golden Bell Frog	<i>Litoria aurea</i>	VU		vu		
Growling Grass Frog	<i>Litoria raniformis</i>	VU	✓	en		
Tyler's Toadlet	<i>Uperoleia tyleri</i>			dd		
<b>Fish</b>						
Australian Grayling	<i>Prototroctes maraena</i>	VU	✓	vu		
Australian Mudfish	<i>Neochanna cleaveri</i>		✓	cr		
Flinders Pygmy Perch	<i>Nannoperca</i> sp. 1			vu		
<b>Reptile</b>						
Eastern Snake-necked Turtle	<i>Chelodina longicollis</i>			dd		
Glossy Grass Skink	<i>Pseudemoia rawlinsoni</i>			vu		
Green Turtle	<i>Chelonia mydas</i>	VU			✓	
Hawksbill Turtle	<i>Eretmochelys imbricata</i>	VU			✓	
Loggerhead Turtle	<i>Caretta caretta</i>	EN			✓	
Pacific (Olive) Ridley	<i>Lepidochelys olivacea</i>	EN			✓	
Swamp Skink	<i>Lissolepis coventryi</i>		✓	vu		
<b>Bird</b>						
Arctic Jaeger	<i>Stercorarius parasiticus</i>					J, R
Australasian Bittern	<i>Botaurus poiciloptilus</i>	EN	✓	en		
Australasian Shoveler	<i>Anas rhynchos</i>			vu		
Australian Painted Snipe	<i>Rostratula australis</i>	EN	✓	cr		C
Azure Kingfisher	<i>Alcedo azurea</i>			nt		
Baillon's Crane	<i>Porzana pusilla palustris</i>		✓	vu		
Bar-tailed Godwit	<i>Limosa lapponica</i>	VU			✓	C, J, R
Black Falcon	<i>Falco subniger</i>			vu		
Black-browed Albatross	<i>Thalassarche melanophris melanophris</i>	VU		vu	✓	
Black-faced Cormorant	<i>Phalacrocorax fuscescens</i>			nt		
Black-faced Monarch	<i>Monarcha melanopsis</i>				✓	
Black-tailed Godwit	<i>Limosa limosa</i>			vu	✓	C, J, R
Blue-billed Duck	<i>Oxyura australis</i>		✓	en		
Brolga	<i>Grus rubicunda</i>		✓	vu		
Buller's Albatross	<i>Thalassarche bulleri</i>	VU	✓		✓	
Caspian Tern	<i>Hydroprogne caspia</i>		✓	nt		C, J
Cattle Egret	<i>Ardea ibis</i>					C, J
Clamorous (Australian) Reed Warbler	<i>Acrocephalus stentoreus</i>				✓	

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list	Bonn	CAMBA/JAMBA/ROKAMBA
Common Diving-Petrel	<i>Pelecanoides urinatrix</i>			nt		
Common Greenshank	<i>Tringa nebularia</i>			vu	✓	C, J, R
Common Sandpiper	<i>Actitis hypoleucos</i>			vu	✓	C, J, R
Common Tern	<i>Sterna hirundo</i>					C, J, R
Curllew Sandpiper	<i>Calidris ferruginea</i>	CR		en	✓	C, J, R
Diamond Firetail	<i>Stagonopleura guttata</i>		✓	nt		
Double-banded Plover	<i>Charadrius bicinctus</i>				✓	
Eastern Bristlebird	<i>Dasyornis brachypterus brachypterus</i>	EN	✓	en		
Eastern Curlew	<i>Numenius madagascariensis</i>	CR		vu	✓	C, J, R
Eastern Great Egret	<i>Ardea modesta</i>		✓	vu		C, J
Eastern Reef Egret	<i>Egretta sacra</i>					C
Emu	<i>Dromaius novaehollandiae</i>			nt		
Fairy Prion	<i>Pachyptila turtur</i>	VU		vu		
Fairy Tern	<i>Sternula nereis nereis</i>	VU	✓	en		
Fork-tailed Swift	<i>Apus pacificus</i>					C, J, R
Freckled Duck	<i>Stictonetta naevosa</i>		✓	en		
Glossy Black-Cockatoo	<i>Calyptorhynchus lathami lathami</i>		✓	vu		
Glossy Ibis	<i>Plegadis falcinellus</i>			nt	✓	C
Great Knot	<i>Calidris tenuirostris</i>	CR	✓	en	✓	C, J, R
Greater Sand Plover	<i>Charadrius leschenaultii</i>	VU		cr	✓	C, J, R
Grey Goshawk	<i>Accipiter novaehollandiae novaehollandiae</i>		✓	vu		
Grey Phalarope	<i>Phalaropus fulicaria</i>					C, J
Grey Plover	<i>Pluvialis squatarola</i>			en	✓	C, J, R
Grey-tailed Tattler	<i>Tringa brevipes</i>		✓	cr	✓	C, J, R
Gull-billed Tern (Australian Tern)	<i>Gelochelidon nilotica macrotarsa</i>		✓	en		
Hardhead	<i>Aythya australis</i>			vu		
Hooded Plover	<i>Thinornis rubricollis rubricollis</i>	VU	✓	vu		
Indian Yellow-nosed Albatross	<i>Thalassarche carteri</i>	VU	✓	vu	✓	
Intermediate Egret	<i>Ardea intermedia</i>		✓	en		
Latham's Snipe	<i>Gallinago hardwickii</i>			nt	✓	C, J, R
Lesser Sand Plover	<i>Charadrius mongolus</i>	EN		cr	✓	C, J, R
Lewin's Rail	<i>Lewinia pectoralis pectoralis</i>		✓	vu		
Little Egret	<i>Egretta garzetta nigripes</i>		✓	en		
Little Tern	<i>Sternula albifrons sinensis</i>		✓	vu	✓	C, J, R
Long-toed Stint	<i>Calidris subminuta</i>			nt	✓	C, J, R
Magpie Goose	<i>Anseranas semipalmata</i>		✓	nt		
Marsh Sandpiper	<i>Tringa stagnatilis</i>			vu	✓	C, J, R
Musk Duck	<i>Biziura lobata</i>			vu		
Nankeen Night Heron	<i>Nycticorax caledonicus hillii</i>			nt		
Northern Giant-Petrel	<i>Macronectes halli</i>	VU	✓	nt	✓	
Orange-bellied Parrot	<i>Neophema chryzogaster</i>	CR	✓	cr		
Osprey	<i>Pandion cristatus</i>				✓	

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list	Bonn	CAMBA/JAMBA/ROKAMBA
Pacific Golden Plover	<i>Pluvialis fulva</i>			vu	✓	C, J, R
Pacific Gull	<i>Larus pacificus pacificus</i>			nt		
Pied Cormorant	<i>Phalacrocorax varius</i>			nt		
Powerful Owl	<i>Ninox strenua</i>		✓	vu		
Rainbow Bee-eater	<i>Merops ornatus</i>					J
Red Knot	<i>Calidris canutus</i>	EN		en	✓	C, J, R
Red-necked Stint	<i>Calidris ruficollis</i>				✓	C, J, R
Royal Spoonbill	<i>Platalea regia</i>			nt		
Ruddy Turnstone	<i>Arenaria interpres</i>			vu	✓	C, J, R
Ruff	<i>Philomachus pugnax</i>				✓	C, J, R
Rufous Bristlebird	<i>Dasyornis broadbenti</i> sp.		✓	nt		
Rufous Fantail	<i>Rhipidura rufifrons</i>				✓	
Sanderling	<i>Calidris alba</i>			nt	✓	C, J, R
Satin Flycatcher	<i>Myiagra cyanoleuca</i>				✓	
Sharp-tailed Sandpiper	<i>Calidris acuminata</i>				✓	C, J, R
Short-tailed Shearwater	<i>Puffinus tenuirostris</i>					J, R
Shy Albatross	<i>Thalassarche cauta</i>	VU	✓	vu		
Sooty Oystercatcher	<i>Haematopus fuliginosus</i>			nt		
Southern Giant-Petrel	<i>Macronectes giganteus</i>	EN	✓	vu	✓	
Spotted Quail-thrush	<i>Cinclosoma punctatum</i>			nt		
Square-tailed Kite	<i>Lophoictinia isura</i>		✓	vu		
Swift Parrot	<i>Lathamus discolor</i>	CR	✓	en		
Terek Sandpiper	<i>Xenus cinereus</i>		✓	en	✓	C, J, R
Wandering Albatross	<i>Diomedea exulans</i>	VU	✓	en	✓	J
Whimbrel	<i>Numenius phaeopus</i>			vu	✓	C, J, R
Whiskered Tern	<i>Chlidonias hybridus javanicus</i>			nt		
White Wagtail	<i>Motacilla alba</i>					C
White-bellied Sea-Eagle	<i>Haliaeetus leucogaster</i>		✓	vu		C
White-faced Storm-Petrel	<i>Pelagodroma marina</i>			vu		
White-fronted Tern	<i>Sterna striata</i>			nt		
White-throated Needletail	<i>Hirundapus caudacutus</i>			vu		C, J, R
White-winged Black Tern	<i>Chlidonias leucopterus</i>			nt		C, J, R
<b>Mammal</b>						
Australian Sea Lion	<i>Neophoca cinerea</i>	VU				
Blue Whale	<i>Balaenoptera musculus</i>	EN	✓	cr	✓	
Burrnun Dolphin	<i>Tursiops australis</i>		✓	en		
Common Bent-wing Bat	<i>Miniopterus schreibersii</i> GROUP		✓			
Grey-headed Flying-fox	<i>Pteropus poliocephalus</i>	VU	✓	vu		
Heath Mouse	<i>Pseudomys shortridgei</i>	EN	✓	nt		
Humpback Whale	<i>Megaptera novaeangliae</i>	VU	✓	vu	✓	
Killer Whale	<i>Orcinus orca</i>				✓	
Long-nosed Fur Seal	<i>Arctocephalus forsteri</i>			vu		
Long-nosed Potoroo	<i>Potorous tridactylus tridactylus</i>	VU	✓	nt		
Pygmy Right Whale	<i>Caperea marginata</i>				✓	
Southern Brown Bandicoot	<i>Isodon obesulus obesulus</i>	EN	✓	nt		

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list	Bonn	CAMBA/JAMBA/ROKAMBA
Southern Elephant Seal	<i>Mirounga leonina</i>	VU				
Southern Myotis	<i>Myotis macropus</i>			nt		
Southern Right Whale	<i>Eubalaena australis</i>	EN	✓	cr	✓	
Sperm Whale	<i>Physeter macrocephalus</i>				✓	
Spot-tailed Quoll	<i>Dasyurus maculatus maculatus</i>	EN	✓	en		
Subantarctic Fur Seal	<i>Arctocephalus tropicalis</i>	EN				
Swamp Antechinus	<i>Antechinus minimus maritimus</i>	VU	✓	nt		
White-footed Dunnart	<i>Sminthopsis leucopus</i>		✓	nt		

Data source: Victorian Biodiversity Atlas. Also available on NatureKit (<http://maps.biodiversity.vic.gov.au/viewer/?viewer=NatureKit>)

Table A5.3 Conservation-listed flora recorded in coastal reserves

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list
<b>Vascular plants</b>				
Angahook Pink-fingers	<i>Caladenia maritima</i>		✓	e
Annual Fireweed	<i>Senecio glomeratus</i> subsp. <i>longifructus</i>			r
Austral Trefoil	<i>Lotus australis</i> var. <i>australis</i>			k
Basalt Peppergrass	<i>Lepidium hyssopifolium</i> s.s.	EN	✓	e
Beaded Glasswort	<i>Sarcocornia quinqueflora</i> subsp. <i>tasmanica</i>		✓	k
Bellarine Yellow-gum	<i>Eucalyptus leucoxylon</i> subsp. <i>bellarinensis</i>		✓	e
Blotched Sun-orchid	<i>Thelymitra benthamiana</i>			v
Bluish Pigface	<i>Carpobrotus glaucescens</i>			r
Branching Grass-flag	<i>Libertia paniculata</i>			r
Broad-leaf Prickly Moses	<i>Acacia verticillata</i> subsp. <i>ruscifolia</i>			r
Coast Ballart	<i>Exocarpos syrticola</i>			r
Coast Bitter-bush	<i>Adriana quadripartita</i>			v
Coast Cassinia	<i>Cassinia maritima</i>			r
Coast Fescue	<i>Poa billardiarei</i>			r
Coast Mistletoe	<i>Muellerina celastroides</i>			r
Coast Saltwort	<i>Salsola tragus</i> subsp. <i>pontica</i>			r
Coast Stackhousia	<i>Stackhousia spathulata</i>			k
Coast Twin-leaf	<i>Zygophyllum billardiarei</i>			r
Coast Wirilda	<i>Acacia uncifolia</i>			r
Coastal Greenhood	<i>Pterostylis alveata</i>			v
Coastal Lignum	<i>Muehlenbeckia gunnii</i>			v
Creeping Rush	<i>Juncus revolutus</i>			r
Crimson Berry	<i>Leptecophylla juniperina</i> subsp. <i>oxycedrus</i>			v
Curly Sedge	<i>Carex tasmanica</i>		✓	v
Dune Fan-flower	<i>scaevola calendulacea</i>			v
Dune Poa	<i>Poa poiformis</i> var. <i>ramifer</i>			r
Dune Wood-sorrel	<i>Oxalis rubens</i>			r
Dwarf Coast Poa	<i>Poa halmaturina</i>			v
Dwarf Kerrawang	<i>Commersonia prostrata</i>	EN	✓	e
Green Leek-orchid	<i>Prasophyllum lindleyanum</i>			v
Grey Mangrove	<i>Avicennia marina</i> subsp. <i>australasica</i>			r
Jointed Mistletoe	<i>Korthalsella rubra</i> subsp. <i>rubra</i>			v
Large-flower Crane's-bill	<i>Geranium</i> sp. 1		✓	e
Leafless Tongue-orchid	<i>Cryptostylis hunteriana</i>	VU	✓	e
Leafy Greenhood	<i>Pterostylis cucullata</i> subsp. <i>cucullata</i>		✓	e
Limestone Pomaderris	<i>Pomaderris oraria</i> subsp. <i>calcicola</i>			r
Marsh Saltbush	<i>Atriplex paludosa</i> subsp. <i>paludosa</i>			r
Mellblom's Spider-orchid	<i>Caladenia hastata</i>	EN	✓	e
Metallic Sun-orchid	<i>Thelymitra epipactoides</i>	EN	✓	e
Otway Bush-pea	<i>Pultenaea prolifera</i>			r
Otway Grey-gum	<i>Eucalyptus litoralis</i>			v
Oval Sea-wrack	<i>Halophila australis</i>			k
Oval-leaf Logania	<i>Logania ovata</i>			r
Pale Guinea-flower	<i>Hibbertia pallidiflora</i>			r

Common name	Scientific name	EPBC Act	FFG Act	DELWP advisory list
<b>Vascular plants</b>				
Paper Flower	<i>Thomasia petalocalyx</i>			r
Prickly Arrowgrass	<i>Triglochin mucronata</i>			r
Purple Diuris	<i>Diuris punctata</i>		✓	v
Red Bloodwood	<i>Corymbia gummifera</i>			r
Robust Spider-orchid	<i>Caladenia valida</i>		✓	e
Salt Lawrenzia	<i>Lawrenzia spicata</i>			r
Sandfly Zieria	<i>Zieria smithii</i> subsp. <i>smithii</i>			r
Sea Nymph	<i>Amphibolis antarctica</i>			k
Sea Water-mat	<i>Althenia marina</i>		✓	v
Shore Spleenwort	<i>Asplenium obtusatum</i> subsp. <i>northlandicum</i>			v
Silky Kidney-weed	<i>Dichondra</i> sp. 1			r
Spiral Sun-orchid	<i>Thelymitra matthewsii</i>	VU	✓	v
Star Cucumber	<i>Sicyos australis</i>			v
Swamp Diuris	<i>Diuris palustris</i>		✓	v
Swamp Everlasting	<i>Xerochrysum palustre</i>	VU	✓	v
Tasman Grass-wrack	<i>Heterozostera tasmanica</i>			r
Thick-lip Spider-orchid	<i>Caladenia tessellata</i>	VU		v
Tiny Arrowgrass	<i>Triglochin minutissima</i>			r
Tiny Logania	<i>Logania pusilla</i>			r
Tiny Spyridium	<i>Spyridium cinereum</i>			v
Tufted Grass-tree	<i>Xanthorrhoea caespitosa</i>			r
Viscid Daisy-bush	<i>Olearia viscosa</i>		✓	v
Wallaby-bush	<i>Beyeria lasiocarpa</i>			r
Water Parsnip	<i>Berula erecta</i>			k
Western Peppermint	<i>Eucalyptus falciformis</i>			r
Western Sheoak	<i>Allocasuarina mackliniana</i> subsp. <i>mackliniana</i>			k
Winter Sun-orchid	<i>Thelymitra hiemalis</i>		✓	e
Yellow Milk-vine	<i>Marsdenia flavescens</i>			r
Yellow Sea-lavender	<i>Limonium australe</i> var. <i>australe</i>			r
Yellow-wood	<i>Acronychia oblongifolia</i>		✓	r

Data source: Victorian Biodiversity Atlas. Also available on NatureKit (<http://maps.biodiversity.vic.gov.au/viewer/?viewer=NatureKit>)

## Appendix 6 Coastal reserve land units sorted by assessment area block

Those reserves with a significant area currently inundated (offshore reserves, lakes or inlets, reserves around marine access infrastructure) are shaded blue.

Inventory ID#	Land unit name	Area (hectares)
<b>WEST</b>		
9300	Apollo Bay Coastal Reserve	1401.3
9051	Bay of Islands Coastal Protection Reserve	2170.1
9097	Belfast Coastal Protection Reserve	1454.1
9052	Belfast Coastal Reserve (additions)	100.6
9236	Belfast Lough Coastal Reserve	238.4
9056	Bridgewater Bay Foreshore Reserve	2.6
9057	Cape Nelson Lighthouse Reserve	29.7
9060	Centenary Park Caravan Park - Portland	2.4
9076	Dutton Way Coastal Reserve	5.8
9291	Fitzroy River (mouth & foredune) Coastal Reserve	72.3
9079	Fitzroy River-Eumeralla River Coastal Reserve	63.3
9112	Lake Pertobe Foreshore Reserve	53.1
10877	Merri and Middle Islands Coastal Reserve (Warrnambool)	2.5
9139	Narrawong Coastal Reserve	416.1
9152	Peterborough Coastal Reserve	368.9
9158	Port Campbell Jetty and Coastal Reserve	1.97
10101	Port Fairy Coastal Protection Reserve	229.6
9181	Port of Portland Authority - Vested land	2.3
9293	Portland (township) Coastal Reserve	26.1
9185	Portland Coastal Reserve	60.4
9205	Princetown Coastal Reserve	37.6
9882	Tyrendarra-Eumeralla Coastal Protection Reserve	1422.5
9251	Warrnambool Former Ports and Harbors land	0.2
9247	Warrnambool Coastal Reserve	312.2
9264	Warrnambool Rifle Range and Golf Club Reserve	4.6
<b>CENTRAL</b>		
10107	Aireys Inlet Coastal Reserve	39.1
10407	Altona Coastal Reserve	52.9
10128	Anderson Inlet Coastal Protection Reserve	58.5
10138	Andersons Inlet Coastal Reserve - Central Block	0.6
10871	Anglesea - Lorne Coastal Reserve	60.8
9807	Anglesea - Torquay Coastal Protection Reserve	174.9
9904	Avalon Coastal Reserve	546.0
10707	Balcombe Creek Estuary	6.1
10709	Balnarring Beach Coastal Reserve	0.06
10823	Balnarring Coastal Protection Reserve	191.0
9907	Barwon Heads Coastal Reserve	110.8
10490	Bayside Beach Park Coastal Reserve	96.1
10492	Beaumaris Motor Yacht Squadron	1.2
9817	Bells Beach Coastal Protection Reserve	400.7
9921	Black Rock - Barwon Heads Coastal Reserve	130.8
10711	Blairstown and Tyrone Coastal Reserve	44.8

Inventory ID#	Land unit name	Area (hectares)
10243	Blind Bight Coastal Reserve	6.8
9827	Boonah (Eastern View) Coastal Protection Reserve	187.3
9923	Breamlea Caravan Park and Recreation Reserve	2.3
9924	Breamlea Coastal Reserve	98.9
10495	Brighton Coastal Reserve	15.8
10851	Brookes Jetty (St Kilda)	0.1
10713	Cape Schanck Lighthouse Reserve	7.2
9934	Clifton Springs Coastal Reserve	7.4
10106	Corinella Coastal Reserve	493.6
9936	Corio Bay Coastal Reserve	38.7
10721	Crib Point Coastal Reserve	42.87
9824	Cumberland River Camping Coastal Reserve	3.2
10733	Dromana Coastal Reserve	59.5
10857	Dromana Jetty	0.05
10735	Dromana Pier	0.3
10548	Elwood Park and Elwood Coastal Reserve	5.0
9831	Fairhaven Coastal Reserve	51.1
10745	Flinders - Somers Coastal Reserve	70.2
10310	Flinders and Shoreham Coastal Protection Reserve	87.0
10748	Flinders Jetty	0.6
10267	Frankston Coastal Reserve	25.8
10271	Frankston Pier	0.4
10856	Freeman Point Coastal Reserve	0.6
10114	French Island Barge Landing	2.1
9974	Geelong Coastal Reserve	47.5
10509	Green Point Coastal Reserve - Brighton	1.0
10110	Griffins Gully Jetty - Geelong	0.4
10852	Half Moon Bay Jetty (Black Rock)	0.2
10756	Hastings and Western Port Marina	16.1
10758	Hastings Coastal Reserve	62.0
10760	Hastings Pier	0.9
10763	Hastings Yacht Club	0.4
10002	Indented Head Coastal Reserve	5.8
10154	Inverloch Coastal Reserve	45.9
9835	Jan Juc Beach Surf Lifesaving Club	0.04
10428	Jawbone Coastal Reserve	34.5
10164	Kilcunda Coastal Reserve	40.8
10111	Lang Lang Jetty	0.2
10112	Limeburners Point Coastal Reserve	1.1
9840	Lorne Coastal Reserve	919.6
10768	Marthas Cove Coastal Reserve	2.5
10769	McCrae Lighthouse Reserve	0.4
10309	Mentone - Mordialloc Beach Park	43.4
10771	Moondah Beach Coastal Reserve - Mount Eliza	17.3
10308	Mordialloc - Carrum Coastal Reserve	33.0

Inventory ID#	Land unit name	Area (hectares)
10775	Mornington - Mount Martha Foreshore Reserve	104.8
10778	Mornington Coastal Reserve	5.0
10784	Mornington Pier and boat harbour	1.8
10790	Mount Eliza Coastal Reserve	15.0
10176	Newhaven Coastal Reserve (Phillip Island)	0.2
10442	Newport Riverside Park	8.8
10792	Newton Reserve (Portsea)	0.2
10036	Ocean Grove Coastal Reserve	157.2
10794	Old Tyabb Coastal Reserve	0.2
10182	Phillip Island Coastal Reserve	144.1
10450	Point Gellibrand Coastal Heritage Park	18.6
10044	Point Henry Foreshore Reserve	33.85
10798	Point King (Sorrento) Coastal Reserve	0.4
10799	Point Leo Surf Lifesaving Club	0.2
9873	Point Lonsdale - Queenscliff Coastal Reserve	235.1
9876	Point Lonsdale Lighthouse	1.9
10587	Port Melbourne - St Kilda Coastal Reserve	61.3
10054	Portarlington Coastal Reserve	73.1
10057	Portarlington Pier	7.6
10803	Portsea Coastal Reserve	11.7
10804	Portsea Pier	0.3
9885	Queenscliff Fish Co-operative	0.05
10118	Rhyll Jetty	0.2
10188	Rhyll Yacht Club Coastal Reserve	0.2
10121	Rippleside Jetty (Geelong North)	11.8
10809	Rosebud Coastal Reserve	65.8
10814	Rosebud Pier	0.8
10817	Rye Foreshore Coastal Reserve	63.3
10818	Rye Pier	0.8
10194	San Remo Coastal Reserve	22.1
10122	San Remo Jetty	1.3
10073	Seabrae Boat Club Jetty	0.07
10281	Seaford Coastal Reserve	58.0
10282	Seaford Pier	0.2
10825	Somers Coastal Reserve	0.45
10828	Sorrento Coastal Reserve	11.69
10830	Sorrento Jetties (South)	0.08
10858	Sorrento Jetty	0.03
10831	Sorrento Park and Public Purposes	1.4
10832	Sorrento Pier and Coastal Reserve	4.8
10124	St Helens - Osborne Coastal Reserve	9.3
10620	St Kilda Coastal Reserve	3.5
10079	St Leonards Coastal Reserve	51.9
10458	Stony Creek Backwash Coastal Reserve	10.7
10835	Stony Point Coastal Reserve	2.3
9895	Swan Bay Coastal Reserve	116.9
10287	Sweetwater Creek Foreshore Reserve	1.1

Inventory ID#	Land unit name	Area (hectares)
10240	Tankerton Jetty (French Island)	7.4
10241	The Anchorage Jetty (French Island)	0.07
10249	Tooradin Foreshore Reserve	4.5
9865	Torquay Lifesaving Clubhouse	0.2
9863	Torquay-Breamlea Coastal Protection Reserve	180.1
10519	Warneet Foreshore Reserve	25.8
10257	Warneet North Jetty	0.4
10259	Warneet South Jetty	0.7
10365	Werribee South Coastal Reserve	110.4
10366	Werribee South Jetty	0.3
10846	Western Port coastal purchase program land	2.1
10847	Western Port Coastal Reserve - Mornington Peninsula	141.4
10204	Western Port Coastal Reserve - Cannons Creek to Corinella	184.9
10470	Williamstown - Newport Coastal Reserve	25.2
10471	Williamstown Beach Dressing Pavilion	0.3
10477	Williamstown Esplanade Public Park	12.4
10125	Wonthaggi-Cape Paterson Coastal Protection Reserve	56.5
10849	Yaringa Boat Harbour	6.7
<b>EAST</b>		
9341	Agnes River estuary	15.0
9350	Anderson Inlet Coastal Reserve - East Block	224.9
9352	Andrew Bay - Grebe Bay - Gippsland Lakes Reserve	189.6
9355	Avon - Perry River Delta - Gippsland Lakes Reserve	169.2
9357	Backwater Morass - Gippsland Lakes Reserve	481.0
9764	Barry Beach Coastal Reserve	226.3
9403	Baxter Island - Gippsland Lakes Reserve	4.1
9371	Bemm River Coastal Reserve	16.4
10897	Blond Bay - Gippsland Lakes Reserve	380.9
9402	Cape Liptrap Lighthouse Reserve	0.03
10862	Cliffy Island Lighthouse Reserve	6.7
10893	Clydebank Morass - Gippsland Lakes Reserve	214.0
9412	Corner Inlet Boat Club Reserve	0.2
9416	Corringle Coastal Reserve - Aboriginal Title	159.2
9419	Cunninghame Red Bluff Reserve	4.3
10898	Eagle Point - Gippsland Lakes Reserve	58.9
9442	Fisher Reserve (Foster Beach) Port Franklin	10.2
9466	Gabo Island Coastal Reserve	157.8
9499	Hollands Landing - Gippsland Lakes Reserve	74.0
9503	Jemmys Point -Kalimna - Gippsland Lakes Reserve	12.0
9505	Jones Bay (Bengworden) - Gippsland Lakes Reserve	98.0
9507	Kalimna Lighthouse - Gippsland Lakes Reserve	5.4
9611	Kings Cove Marina - Metung	1.0
9509	Lake Bunga Foreshore Reserve	2.8
9518	Lake Kakydra - Gippsland Lakes Reserve	182.3
10872	Lake King - Gippsland Lakes Reserve	12850.4

Inventory ID#	Land unit name	Area (hectares)
9519	Lake Melanydra - Gippsland Lakes Reserve	60.2
10902	Lake Reeve Foreshore	0.8
9522	Lake Tyers Foreshore Reserve	228.5
10900	Lake Victoria (lake bed) - Gippsland Lakes Reserve	8143.5
9526	Lake Wellington (lake bed) - Gippsland Lakes Reserve	14084.9
9436	Lake Wellington south margin - Gippsland Lakes Reserve	42.5
9527	Lakes Entrance - Lake Tyers Coastal Reserve	303.8
9531	Lakes Entrance Foreshore - North Arm	0.6
9532	Lakes Entrance Foreshore Reserve	152.9
9676	Lawson Beach - Port Franklin Coastal Reserve	3.5
9548	Loch Sport (Lake Reeve) Foreshore Reserve	15.7
9614	Loch Sport (Lake Victoria) Foreshore Reserve	34.4
9551	Loch Sport Safety and Water Sports Centre	0.04
9569	Mallacoota Coastal Reserve	216.7
9588	Marlo Coastal Reserve	440.7
9595	McLoughlins Beach - Seaspray Coastal Reserve	1741.9
9600	Metung (Hot Pools) Coastal Reserve	2.0
9602	Metung Foreshore Reserve	10.4
9609	Mitchell River Silt Jetties - Gippsland Lakes Reserve	378.24
9610	Mitchell River Watering Reserve - Gippsland Lakes Reserve	15.28
9613	Mosquito Point Coastal Reserve	10.74
9479	Newland Backwater Coastal Reserve	176.89
9621	Nicholson Floodplain - Gippsland Lakes Reserve	51.37
9627	North Arm Lakes Entrance Coastal Reserve	163.52
10894	Nyerimilang Park - Gippsland Lakes Reserve	193.05
9637	Paynesville Foreshore Reserve	25.24
9642	Point Fullerton - Gippsland Lakes Reserve	82.37
9643	Point Hicks Lighthouse Reserve	141.18
9646	Port Albert Coastal Reserve	56.59
9704	Port Franklin Coastal Reserve	35.36
9658	Port Welshpool Bowling Club Reserve	0.33
9659	Port Welshpool Coastal Reserve	285.93
9660	Port Welshpool Ferry Terminal Reserve	5.26
9672	Raymond Island - Gippsland Lakes Reserve - Aboriginal Title	253.9
9670	Raymond Island CFA Shed - Aboriginal Title	0.1
9671	Raymond Island Foreshore Reserve	10.7
9673	Red Morass - Gippsland Lakes Reserve	294.6
9675	Rigby Island - Gippsland Lakes Reserve	132.6
9679	Sale Camping Reserve - Gippsland Lakes Reserve	36.1
9692	Salt Lake – Backwater Morass - Gippsland Lakes Reserve	385.24
9770	Sandy Point Foreshore Reserve	1162.1
10895	Seacombe - Gippsland Lakes Reserve	8.8
9700	Seaspray Coastal Reserve	2.30
9701	Seaspray Foreshore Caravan Park	3.1
9703	Seaspray Foreshore Parkland	2.4
9710	Seaspray Surf Lifesaving Club Reserve	0.04
9714	Slaughterhouse Creek - Gippsland Lakes Reserve	130.1

Inventory ID#	Land unit name	Area (hectares)
9716	Steel Bay – Newland Backwater - Gippsland Lakes Reserve	81.7
9720	Swan Reach Bay - Gippsland Lakes Reserve	41.1
9723	Swell Point - Roseneath Point - Gippsland Lakes Reserve	171.9
9724	Tambo Delta (Metung) - Gippsland Lakes Reserve	31.2
9725	Tambo Floodplain - Gippsland Lakes Reserve	16.8
9741	Tarwin South Coastal Protection Reserve	391.8
9742	The Dardenelles - Gippsland Lakes Reserve	348.2
9743	The Heart wetland - Gippsland Lakes Reserve	19.2
9745	The Waterhole - Gippsland Lakes Reserve	14.4
9759	Tucker Swamp and Poddy Bay - Gippsland Lakes Reserve	455.4
9766	Walkerville Coastal Reserve	43.3
10899	Wattle Point - Gippsland Lakes Reserve	123.8
10880	Yanakie Landing Coastal Reserve	8.7

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