



Bells Beach Task Force

**Report to Council on the Development of the
Bells Beach Surfing Recreation Reserve**

**Coastal Management and Implementation Plans
2015-2018**

October 2015

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1. Executive Summary

Over 18 months the Bells Beach Task Force has worked with Council on the preparation of a new Vision and Coastal Management Plan for the Bells Beach Surfing Recreation Reserve (the reserve).

The process of working with the community to find common ground, alternative approaches and management direction for issues where differences of opinion have remained has been complex, challenging and rewarding. The Task Force has played a key role in facilitating the discussions and providing direction on management actions that address the issues of importance to users.

For most issues the final plans contain actions and recommendations that reflect the wishes of the majority of respondents. For the smaller number of matters where user groups continued to hold two or more differing viewpoints or preferences, the plans seek to find a balance between the needs of the different user groups. For all matters, the recommendations and actions in the plans aim to manage the pressures on the reserve so as to keep Bells as it is, a wild and natural place, and to respect and protect the three core values that the community has said are the most important – the natural environment, Aboriginal heritage and surfing culture.

The Task Force believes that the new plans better represent the needs and views of reserve users, and provide for the long term protection of the site. The key to these improvements was the extensive community engagement, particularly the independently facilitated sessions. These workshops enabled differing viewpoints to be expressed and discussed, with the emphasis on finding common ground or positions most people could live with, rather than highlighting differences.

Since the previous CMP, the new plans include a shift in management on some key issues such as signage, traffic management and events. These changes and improved clarity of management are contained in Table 1 in Section 5.

The Task Force recommends that:

- Council adopt the Bells Beach Surfing Recreation Reserve Coastal Management and Implementation Plans 2015-2018
- Implementation of the plans commences immediately after adoption
- Council notes the high level of community engagement undertaken in the preparation of the plans, and the efforts to obtain community consensus on important issues

The next step is the implementation of the recommendations of the plans. Task Force members are looking forward to Council and the new Bells Beach Committee members implementing the CMP and Implementation Plan for Bells Beach and making the changes and improvements recommended by the community.

2. Introduction

The Bells Beach Task Force was originally appointed to assist Council with the development of a new vision for the Bells Beach Surfing Recreation Reserve (the reserve). After the Task Force's proposed vision was adopted by Council in September 2014, their role was extended to assist with production of the Coastal Management Plan (CMP) and the Implementation Plan (IP). The Task Force has proved successful in working through the issues raised, moderating between different positions and providing suggestions on engagement strategies.

The Task Force included 15 members - Independent Chair, John Thwaites, along with Alastair Lawson, Colin Birch, Dave Mathews, Eve Mahlab AO, James Deans, Jane Currie, Max Wells, Mike Escourt, Paul Hart and Councillors David Bell, Libby Coker, Eve Fisher, Clive Goldsworthy and Rod Nockles (until April 2015) and Carol McGregor (from May 2015).

The primary role of the Task Force was to ensure that the CMP development was consistent to the new vision for the reserve:

To respect and protect the natural environment, indigenous heritage and surfing culture of Bells Beach

The overwhelming community sentiment through the visioning consultation was to keep Bells as it is; a wild and natural place. The Task Force has ensured that the CMP is faithful to that aspiration.



3. Task Force activities and community engagement steps

Following the visioning process (documented in the Task Force's first report to Council in September 2014), key stakeholders were keen to work on the detailed content of a new coastal management plan.

4.1 Agreeing on the issues to discuss – Online voting

Many different issues were raised during the visioning and the OurSay on line forum was used to ask people to vote on their most important issues. Topics were grouped together and people were asked to vote on what they wanted to discuss. The voting included:

Fences/Signage – 17 votes

- Review of signage to minimise where possible
- No new interpretation signage/boards
- Review fencing throughout the reserve
- No new memorial plaques in the reserve

Events – 15 votes

- Review the events policy with no increase in event days

Stormwater and Infrastructure - 13 votes

- Monitor effectiveness of stormwater infrastructure
- Review paths and viewing platforms
- Investigate the removal of the back track
- Investigate Southside road reserve erosion issues
- Investigate the current and future use of the helicopter landing area

Traffic management – 12 votes

- Review the use of the overflow car park
- Review traffic flow including the potential for a one-way system in the reserve
- Review the use of the hammerhead car park
- Retain and enforce the limited number of commercial bus permits
- Review the bus parking to reflect bus permit arrangements
- Review long vehicles entering the reserve
- Review pedestrian access and bike rack facilities

Surf World Museum (now the Australian National Surfing Museum) – 9 votes

- Use Surf World Museum as a focal point for appreciation of Bells

Landscaping/Vegetation – 8 votes

- Manage vegetation and erosion in the reserve
- Public education about biodiversity

Heritage – 7 votes

Review adequacy of protection measures

Toilet/showers – 7 votes

Review the issue of toileting in public, especially near Winki Pop
No additional showers

Management and enforcement – 6 votes

Consider ranger and enforcement staff resources

Keep Bells as natural as possible – 6 votes**Governance – 5 votes**

Greater engagement by the broader community in the development of the CMP
Further consideration of appropriate governance as the plan is developed

Buildings - 2 votes

No new buildings

Economy – 0 votes

Bells is significant to the Torquay and regional economies

4.2 Listening to differing views and looking for alternative solutions - Independently facilitated community workshops

An independent facilitator was engaged to run three community workshops with the original plan to focus on four to five of the issues identified above to be discussed at each session. There was an open invitation for anyone to attend all or as many of the workshops as they could manage. The workshops were advertised through the OurSay on line forum, paid advertisements in the local newspaper, the Mayor's column in the newspaper and through a letterbox drop of Jan Juc properties closest to the reserve.

The first workshop was held on 12 October 2014 and participants discussed the new vision for the reserve, what was termed the vision unpacked and the management principles suggested by the Task Force. The following themes were workshopped- Fences and Signage, Events, Stormwater and Infrastructure, Traffic Management and Governance (Governance was added as a number of key stakeholders wanted to talk about this topic early in the process). There were some areas of agreement, other areas where there was no agreement and suggested actions for the CMP. Notes from this workshop are contained in Attachment 1.

After the first workshop it was clear that people wanted to be able to discuss any of the topics and not be restricted to four or five, therefore, the second workshop held on 11 November 2014 gave participants the chance to work on any of the themes that had come out of the earlier voting. Participants once again reviewed the proposed principles of management and the vision unpacked. This time participants were asked to identify where there were major points of difference in the actions suggested. The notes from the second workshop are also contained in Attachment 1.

The third workshop on 19 November 2014 finalised

- the areas where there was a high level of agreement (to inform the CMP development process)
- actions (where possible) associated with the areas where there has been some points of difference (or not full agreement); and
- comments on the principles and the vision unpacked.

Participants of this workshop also heard from Wathaurung Chair Bryon Powell, who spoke about the natural and aboriginal heritage extending back thousands of years and compared it to the shorter association with surfing heritage. He spoke about how aboriginal people would have related with the reserve and the importance of the reserve being special to many people, not just primarily surfers.

The full workshop notes are found in Attachment 2.

In summary, there were high levels of agreement on matters such as:

- removing and improving signage,
- no new interpretative signs, fencing to use consistent materials,
- no memorial plaques,
- improving event management,
- ensuring events did not impact on natural values,
- enforcing bus parking requirements,
- installing a bicycle rack,
- encouraging offsite education about the reserve and coastal values at the Australian National Surfing Museum,
- protecting remnant vegetation and the Bells hinterland,
- supporting community involvement in environmental works,
- protecting Aboriginal heritage,
- recognising and protecting surfing heritage,
- undertaking regular enforcement (dogs on lead, litter, bus parking, camping),
- including the community in decision making, and
- enabling decision making and planning that gives long term protection

Points of difference remained for 16 of the issues that were discussed and the differing views are summarised in Table 1.

Table 1 Alternative views on remaining points of difference

Theme	View A	View B	Votes ¹
Infrastructure 1a	Minimise or reduce signage	Include signage for: Toilets No Swimming Exit signs to prevent long vehicles going into Hammerhead Parking enforcement Traffic direction, speed etc. Hang glider signage	8
1b	Fence off Winki car park island with walkway through centre	No fences for Wink car park island	
1c	'Helipad' area leave as is	'Helipad' area becomes a formalised viewing area using natural materials and landscaping, to improve appearance and address erosion	
2a Events	Keep event numbers the same	Decrease the number of events	
2b	Keep the allocation of events the same – ASP event, 5 to Surfing Victoria and 3 to Torquay Boardriders	Change the allocation of events	
2c	Allow no flexibility in event timing	Allow flexibility in event timing	
3a Traffic Management	No commercial vehicles in the Reserve car parks	Commercial vehicles allowed in Reserve car parks – keep current licences	5
3b	Long vehicles allowed in the car parks in the Reserve	No long vehicles allowed in the car parks in the Reserve (long vehicles includes all long vehicles and vehicles under tow such as caravans, tradie trailers etc.)	4
3c	Keep North Western side of reserve open and provide for vehicle parking	Restrict access to North Western side of Reserve. Allow to regenerate when not in use	4
3d	Close Hammerhead car park	Do not close Hammerhead car park	6
3e	Change speed limit on road	No change to speed limit	
4 Heritage	Promote all heritage	<i>Note:.. This was removed as a point of difference. It was agreed that promoting all heritage is</i>	

¹ The number of votes were used to indicate which of these issues was a priority to discuss at this workshop

Theme	View A	View B	Votes ¹
		<i>important, however, there remained points of difference on how this should be done.</i>	
5 Management and Enforcement	Continue with current enforcement/supervision presence in the Reserve	Empowering by-laws officers to do the enforcement	3
6 Governance	Broader community including non surfers have input into decision making - no priority group	Surfer priority in decision making	17
Hangliding	Hanglider licences kept	Hanglider licences discontinued	
Vegetation on approach to Bells	Trim vegetation for lower plant heights	Allow vegetation to grow naturally	3

Five issues were workshopped in detail as the facilitator sought to determine if there were compromise solutions that people could live with. The issues discussed were:

- Minimise or reduce signage
- Keep event numbers the same
- No commercial vehicles in the reserve car parks
- Close the hammerhead car park
- Broader community including non-surfers having input into decision making – ie no priority groups

Advantages and disadvantages of the different views on the above matters were documented and then voted on to see if there was agreement on an alternative solution. Time limitations only permitted voting on minimising signage, no commercial vehicles in the reserve and closing the hammerhead car park. We were unable to obtain greater than 80% of people that could live with any of the proposed alternative solutions. Detailed notes on the third workshop are contained in Attachment 2.

While alternative solutions to points of difference were not reached on a number of matters, a key benefit of the sessions was the opportunity for participants with differing viewpoints to hear each other and debate their concerns. The workshops were a valuable step in understanding the range of views and identifying potential actions in the final CMP that could potentially assist in meeting the needs of stakeholders with differing views.

The Taskforce at its meeting on 8 December, 2015 were briefed on the workshop series and spent time reviewing and providing advice on:

- Feedback received on the principles and the vision unpacked
- Confirming the areas where there was high level of agreement
- The areas where there were points of difference
- The next stage of consultation and engagement for the draft CMP and IP

The Taskforce provided valuable input and advice on each of the differing points of view, providing guidance on how to manage each issue in the CMP.

Using the information gained from the workshops and the advice of the Taskforce, two draft documents were compiled:

1. A draft Bells Beach Surfing Recreation Reserve Coastal Management Plan 2015-2018 (CMP) – The CMP is the strategic document designed to provide the vision, guiding principles, core values and strategic management goals to guide management decisions for at least the next 10 years.
2. A draft Bells Beach Surfing Recreation Reserve Implementation Plan 2015-2018 (IP) – The IP is the document that sets out how the reserve will be managed for the next three years. The IP details proposed on-ground improvements such as reduced and updated signage, along with policies for the management of events in the reserve and the operations of the new Bells Beach Committee.

4.3 Public exhibition period – Clarifying issues, seeking common ground and other community comments on the draft plans

The draft CMP and IP were launched at an open house session at the Australian National Surfing Museum on 9 April 2015 and were out for public until 31 May 2015. .

Just prior to the release of the plans, a stakeholder workshop and clarification session was held. The purpose of the session was to give stakeholders a quick briefing on the key components of the plans and to enable them to ask questions of clarification. The results of this session are contained in Attachment 3.

During the public exhibition it became apparent that it would be worthwhile bringing together the key stakeholders interested in events. An evening session was held to explore the differing positions held (mainly the differences between people satisfied with the current event management arrangements and those wanting fewer events, changed allocation of events and reduced staging times). The workshop also sought to determine if there were any alternative event management arrangements that most people could be happy to live with. Productive discussions were held but no real advances were made towards agreeing on alternative solutions (Attachment 4).

Nine written submissions were received from members of the public or organisations/user groups at the close of the period for comment.

4.4 A final opportunity to present views to the Task Force – Hearing of Submissions

Submitters were invited to present their views to the Task Force at a Hearing of Submissions that was held on 11 June 2015. Five submitters appeared at the hearing which enabled the Task Force to hear firsthand the main concerns of the submitters. The five submitters were: the Bells Beach Preservation Society, Maurice Cole, Surfers Appreciating the Natural Environment, Surfing Victoria and the Surfrider Foundation, Surf Coast Branch. The matters raised at the hearing are contained in Attachment 5.

At its meeting of 2 July 2015, the Task Force reviewed the submissions and made a number of recommended changes to the Events Policy, Draft Terms of Reference for the Bells Beach Committee and other areas of concern. These recommended changes have been incorporated into a final CMP and IP, due for Council consideration in October 2015.

4. Key shifts in proposed management through the public engagement processes

The Task Force was engaged to assist Council work through community concerns about some aspects of the 2010 CMP. The most common concerns centred on the possibility of a new toilet block at Winki Pop, iconic interpretative signs and large numbers of unlicensed buses and large tourist coaches. Beyond these leading topics there were a wide variety of other matters that the community wanted the new CMP to either provide a revised approach or a clearer direction on how such matters would be handled. These issues were the subject of intense discussions during the community engagement phase. Table 2 outlines areas where the Task Force has advised Council on either a revised approach from the 2010 CMP or the need to provide improved direction on the management approach that will be undertaken over the next three years.

Table 2. Proposed changes in management direction in the new Coastal Management Plan

Area of interest	Shift in direction since previous Coastal Management Plan
The vision	The vision has been simplified to focus on three core values – the natural environment, aboriginal heritage and surfing culture. These three values were an overwhelming feature of the public submissions.
Guiding principles	Two guiding principles of respect and protect have been added to the plan to ensure the focus is on valuing what we have now and keeping Bells as it is.
Overarching management goals	The overarching management goals (previously principles) were also simplified and changed to better reflect the community’s vision for the land
Protecting and respecting the natural environment	Inclusion of clear statements about keeping infrastructure to the currently modified areas, with no expansion into indigenous vegetation.
Protecting and respecting indigenous heritage	Since the previous CMP was prepared, the Wathaurung Aboriginal Corporation has been appointed the Registered Aboriginal Party for the reserve, and many submissions requested greater acknowledgement and protection of Aboriginal heritage. Actions in the new plans promote continued cooperation with the Corporation and improved protection and understanding of Aboriginal heritage.
Protecting and respecting surfing culture	Options for improved promotion of Bells surfing cultural values off-site (ie at the Australian National Surfing Museum) and through new technologies such as phone apps will be explored.
Governance	A new Bells Beach Committee will be appointed to assist Council with management of the reserve. The committee will be small than past committees and for the first time the committee will have a remunerated, impartial chair and half of the committee will be local community members. The new Terms of Reference for the BBC will encourage improved communication with Council. The BBC will report directly to Council on progress towards implementing the new CMP.

Area of interest	Shift in direction since previous Coastal Management Plan
Events management	<p>A Council approved Events Policy will be publically available for the first time.</p> <p>An events calendar will be created and maintained to ensure greater knowledge of when events are happening</p> <p>The number of surfing events will be capped.</p> <p>The new Bells Beach Committee will advise on implementation of the Events Policy.</p> <p>The new policy will stipulate use of surf breaks within the reserve during events.</p> <p>An Environmental Audit will be phased in for events to improve their sustainability.</p> <p>An independent audit of the bump in and bump out time for the Rip Curl Pro will be undertaken, with the aim being to work towards reduced inconvenience for regular users.</p> <p>Commercial and private events such as weddings will not be permitted.</p>
Infrastructure	<p>The new CMP clearly states that infrastructure will be minimised and there will be no new buildings such as a new toilet block.</p> <p>New Style Guidelines for Signs and Park Furniture will be introduced to ensure material use is consistent and that the materials are sympathetic to the reserve's values and coastal location.</p> <p>Signs will be overhauled and reduced in number to the minimum required for public safety and basic reserve management.</p> <p>No new interpretative signs will be installed, a significant change from the 2010 CMP which recommended installation of iconic photo and interpretation elements.</p> <p>No memorial plaques will be permitted.</p> <p>Access to the northern part of the overflow car parking area will be restricted except during the Rip Curl Pro.</p> <p>Erosion around the former helicopter landing area will be addressed and the site upgraded as a low key, natural viewing area.</p> <p>The pedestrian pathway in the Winki Pop car park will be widened to improve safety (widening will be within the existing car park footprint).</p> <p>Some steeply sloping sections of gravel pathway will be replaced with a cellular gravel grid system to reduce erosion and sediment loads.</p>
Traffic management	<p>No licences will be granted for large tourist coaches to enter the reserve.</p> <p>Licences for tour operators will be limited to the existing eight licences for buses of a maximum size of 22 seats.</p> <p>The requirement for commercial tour operators to have a licence to enter the reserve will be enforced.</p> <p>Car park markings and signage will be altered to reduce the number of traffic signs and improve parking for everyday (non-commercial users).</p>
Enforcement and management	<p>A variety of Council staff will have a role in management of the reserve – local laws patrol, nature reserve management staff, environmental officers, engineers and planners.</p> <p>Enforcement will be undertaken for licenced buses, litter, dogs off lead and overnight camping.</p>
Hinterland	<p>Support for improved protection of the Bells hinterland through proposed changes to the Surf Coast Shire Planning Scheme.</p>

6. Evaluating the process

What worked well?

There were many aspects of the Bells Beach Task Force and the community engagement processes used that have worked well:

The Task Force and the meeting process

- The Task Force members brought a wide range of views, skills and experience to the discussions
- The members were on the Task Force as individuals and could therefore directly respond to matters as they were presented and on their merits without having to take issues on notice for later consideration
- The meetings were interspersed with workshops and hearings, providing regular updates on the thinking of people not on the Task Force
- The meetings and workshops provided a forum for people with different views to hold productive discussions
- Compromise solutions could be tested through discussions at the meetings supported by background research on what management approaches were used elsewhere
- Having Councillors on the Task Force ensured Councillors directly heard the views of the community and were able to bring the benefits of their experience from the management of other Council reserves

The Independent Chair

Having an impartial, experienced and skilled chair was able to independently question Council officers and other task force members, help keep focus on the important issues and lead progress towards potential common ground.

Use of a public online forum

Use of the OurSay online forum enabled a level of engagement and debate amongst a greater number and broader range of interested people than more traditional means. Many people that would not attend a public session were able to contribute

Open invitation public workshops

While the online forum reached a greater number of people, it was not possible to work through the more complex issues in this manner. The workshops provided for any interested community member to come along and work through issues in a structure manner

Independent facilitator

Use of an independent facilitator had the advantages of separation from Council and Council staff, direct conversations between the facilitator and community members to design and better target the

workshops, kept discussions on topic and enabled a range of facilitation and mediation techniques to be used in the search for common ground

Time

There was no pressing deadline to have the CMP completed. This enabled additional time for discussion on areas where finding common ground was proving difficult.

Highly engaged public

The number of people actively participating in discussions reduced overtime as the vision was finalised and people became assured that they were being heard and that there would be no radical changes to the reserve. However, there were committed community members that regularly gave their time to help work through the issues over the 18 months of consultation.

What concerns were there?

Some concern we heard were:

Limited places on the Task Force

Several community members were concerned that either they were not on the Task Force and/or their user group's interests were not represented.

Length of time before getting down to the detail

There was some concern over the length of time spent agreeing on the new vision for the reserve, with people wanting to discuss detailed management concerns earlier.

Overall length of time

The process of formulating a new vision, preparing and approving the CMP and IP has taken many months. This has required a sustained level of commitment from a number of highly engaged people wanting to have their say.

Cost

The use of paid facilitators and the extensive and multi-pronged engagement strategies required more funding than an in-house shorter process.

7 Conclusions and Recommendations to Council

In September 2014 the Task Force made a number of recommendations to Council about a new vision for the reserve and matters to be considered during the development of the Coastal Management Plan.

While the reserve is important to people for different reasons, the community remains in agreement that respecting and protecting the reserve's natural environment, Aboriginal heritage and surfing culture are the important priorities. The special significance of the Bells Beach Surfing Recreation Reserve was the dominant message throughout the community engagement process.

The Task Force is satisfied that the recommended matters have been fully considered and that the actions in the new plans support the community's vision for the reserve. The Task Force notes that community consensus on every issue could not be achieved, and that some points of difference remain in relation to matters such as event management. The contents of the final plans seek to find a balance between the needs of all user groups.

The Task Force recommends that:

- Council adopt the Bells Beach Surfing Recreation Reserve Coastal Management and Implementation Plans 2015-2018
- Implementation of the plans commences immediately after adoption
- Council notes the high level of community engagement undertaken in the preparation of the plans, and the efforts to obtain community consensus on important issues

The Task Force has made a valuable contribution to the development of the new Coastal Management Plan, and believes that the new plan better reflects the needs of local users and ensures the long term protection of the reserve.

Attachments

Attachment 1. Bells Beach Coastal Management Plan Combined Workshop Notes for Workshops 1 and 2

Attachment 2. Bells Beach Coastal Management Plan Notes for Workshop 3

Attachment 3. Bells Beach Coastal Management Plan, Stakeholder Workshop Summary Notes 8 April 2015

Attachment 4. Bells Beach Coastal Management Plan, Events Policy Workshop Notes, 21 May 2015

Attachment 5. Bells Beach Coastal Management Plan, Hearing of Submission notes

Surf Coast Shire

Bells Beach Coastal Management Plan Workshop Notes

Combined for workshops 1 and 2

11/11/2014

Fire Light Consulting is a Geelong based consultancy specialising in the areas of community engagement, risk communication, strategy, facilitation, mediation, negotiation, leadership and project management.

Limitations of Use

The sole purpose of this report undertaken by Fire Light Consulting is to provide SCS with a report of the feedback and outputs from the workshop held on the 12 October and 11 November 2014.

In preparing this report, Fire Light Consulting has relied upon the information provided by participants at the workshop. The notes have been transcribed as the participants presented them. No analysis of these comments was made. Only minor adjustments have been made to ensure readability.

This report has been prepared on behalf of and for the exclusive use of SCS. SCS can choose to share and distribute this report as they see fit. Fire Light Consulting accepts no liability or responsibility whatsoever for or in respect of any use of, or reliance upon this report by any third party.

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1. Introduction

Surf Coast Shire held a workshop for community members about the Bells Beach Coastal Management Plan.

The aims of the session were:

- To review the principles as outlined in the Taskforce Report
- To unpack the Vision as outlined in the Taskforce Report
- To seek input into the key themes for areas of action and points of difference

Please note these workshop notes include the feedback provided from both workshop 1 and workshop 2 as a combined report. Also note that this document is a record of the points written down at the workshops. This is a working document that will be used for further discussions. No decisions have yet been made on the actions suggested here.

2. The Principles

Participants provided input on what would make these principles more useful for the CMP. The below table combines the feedback from workshop 1 and workshop 2.

Principle	Responses
1. Protect and enhance the ecological values of the reserve.	Enhance is problematic, it is vague and suits developers
	'ENHANCE' can be interpreted two different ways, 'RESPECT' is better
	Respect not enhance
	Should be major/first priority
	Add to #1, recognizing different life forms
	Protect natural environment – include existing infrastructure (camp)
	No definition for the word 'PROTECT'
	Respect the values of the reserve
2. Protect the existing site geology.	Agree
	Only agree if protect means leave natural processes alone – no new infrastructure
3. Protect existing waterways within reserve and minimize the site impacts of stormwater runoff and waste water.	Consider the waterway before they actually reach the reserve, erosion damage is done during heavy rain and wet winters. Lot of erosion at Culverts under road – liaise with landowners.
	Agree/endorse
K	
4. Protect and promote the indigenous archeological,	'Respect' instead of promote? Promote/develop? Protect and respect?

social, cultural and historic values of the reserve.	Not just indigenous history – all history Agree
5. Continue to cater for all users of the reserve including surfers, walkers and tourists whilst minimising the impacts on the natural values of the site.	Bells is a recreational surfing reserve, we can't cater to all users. Hang gliding activity is actively degrading the heathland and shouldn't be included in 'all stakeholders' Prioritise surfing at the expense of all others Too airy fairy, you can't cater for all of the above without impact What does 'minimise' mean? How are we defining 'minimising'? Will this still result in long term degradation?
6. Recognise the unique surfing heritage of the Reserve, the importance of recreational surfing and continue to cater for surfing and surfing events including the Bells Beach Easter Classic.	That there be 24 days for Easter competition, 1 Indigenous title, 3 TBCs and all other events be stopped. This is a vital point and needs careful management – set limits! Event organizers to be held more accountable for site use eg clean ups Mismatch between events and protecting the reserve Without excluding indigenous heritage
7. Cater for normal visitation levels rather than peak periods.	Current normal visitation levels – establish a base level and maintain Need baseline for 'normal visitation' and this changes continually What data collection has been done in this area? Weekends, weekdays, holidays. Cater for a fixed visitation level that is within the social/ecological capacity of the reserve 7 is vague – the devil is in the detail Buses – review at least annually Camps – enforce licence agreement regarding maintenance Can't be infinite, establish the maximum visitation numbers and adhere to this, eg when the carpark is full the break is at capacity. We don't need more parking for more surfers, they can go elsewhere
8. Provide strategies that respond to the impacts of increased visitor numbers (including seasonal fluctuations)	Manage, not respond Is there a limit to the number increase in visitors Strategies need to be in place before, not reactive to Is it flawed logic to attempt to cater for increased levels? 8 is vague – the devil is in the detail 7 and 8 in conflict with each other – remove 8 Bells is first and foremost a recreational surfing reserve and surfers are prioritised
9. Manage the natural, physical and social activities within the reserve to ensure risk to users of the reserve are minimized.	While understanding this is largely a natural environment This is very vague A management committee comprising of recreational surfers and the Shire Risk is an inherent component of natural environments, it is part of the appeal. Signs about rips etc are too much
10. Minimise buildings and infrastructure on the site.	Specify exceptions, if any 10 is vague – the devil is in the detail Review the Easter events impact and time taken to assemble and

	pull down infrastructure
	Minimise building and set firm rules – height, design etc
	Prefer no new buildings at all
	Only a new toilet be considered and no other buildings
	Reference competition infrastructure specifically in this
	No new buildings, only replace/refurbish existing footprints
Other	Principle about the management process
	No mention of the link of the reserve to the hinterland (recognise this interplay)
	Need to keep the very long generational vision in mind (50 – 100 – 200 years)

3. Vision Unpacked

Additional examples to help “unpack” the Vision as outlined in the Taskforce Report were shared by the participants. The following table outlines the feedback from both workshop 1 and workshop 2.

	NATURAL ENVIRONMENT	INDIGENOUS HERITAGE	SURFING CULTURE
RESPECT	<p>Engage with local environmental groups and individuals, museums and research centres.</p> <p>Increase awareness and inform users of threatening processes.</p> <p>Licence competition permits for the reserve are enforced.</p> <p>Place environment at the top of all considerations when taking any decisions about Reserve.</p> <p>Use locally indigenous plants and more for ecology .</p> <p>Understand nature and ecosystem, increase awareness and inform users of threatening processes.</p> <p>Protect existing infrastructure, eg compel competition operators to fully reinstate reserve to how they found it. Enforce this with a bond.</p>	<p>Include Indigenous people in decisions and management.</p> <p>Acknowledge the Indigenous names of this including Bells.</p> <p>Area to strengthen cultural ties.</p> <p>Maintain strong relationships with local aboriginal parties.</p> <p>Cultivate understanding of Aboriginal heritage at Bells.</p> <p>I believe we should recognise the pastoral ‘early settler’ heritage as well, this story also needs protection and respect.</p>	<p>Build a relationship with the surfing community and listen to the advice from people who have decades of experience.</p> <p>Acknowledge the historical role the surfing community has played in the Reserve.</p> <p>Identify who will maintain the relationship – liaison? Council?</p> <p>Establish who the local surfing community comprises of (Recreational or competition? Area?), then include in decision making – not just advisory.</p> <p>Invest in Surf World Museum as a place to learn respect, experience surfing environment of Bells Beach.</p>

	NATURAL ENVIRONMENT	INDIGENOUS HERITAGE	SURFING CULTURE
PROTECT	<p>Restore reserve officer position. Restore cleared areas to natural vegetation. Appropriate directions about the toilets (signs). Stop public access to parts of the Reserve. Ascertain the carrying capacity of the Reserve. Partnership with Parks Victoria to develop research programs. Adequate enforcement.</p>	<p>Explore ways to foster opportunities for greater involvement. Protect cultural artifacts. Comply with all legislation and procedures as they relate to cultural heritage. Establish education of past Indigenous use of Reserve.</p>	<p>Protect the core of local Bells surfing culture = recreational surfing. Enforce the current rules around commercial activities. Clear guidelines of event permits and conditions. Review the manner in which the events are invited. Protect recreational surfing and not favour contests. Reduce set up/clean up event times of Bells Beach Classic event, currently unacceptable to local surfers.</p>
A HEALTHY COAST APPRECIATED BY ALL, NOW AND IN THE FUTURE			
<p>Talk/story area in the Hammerhead Carpark to strengthen cultural ties. No new signs. Take the action that creates the best possible solution so reserve remains undeveloped into the future.</p>	<p>Encourage visitors to visit Surf World Museum, spend money in Torquay and travel to Bells by shuttle. No large vehicle access.</p>	<p>No other commercial types permitted in reserve (no permits).</p>	<p>Establish methods to control numbers - self managed carparks. Limiting car parks will limit numbers.</p>

4. Discussion points: Infrastructure

Please note that for the purposes of providing a workable number of themes the areas of Stormwater, Buildings, Fences & Signage and Toilets were included under the theme “Infrastructure”.

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

In Scope:	Out of Scope: No new buildings
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What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • No erosion or washouts occurring either side of roadside bitumen • No toilet paper or rubbish at Winki, no toilet at Winki • No erosion or potential to move weed seeds downhill at Helipad • Decommission Helipad • Minimum signage – only include what is necessary • Upgrade fencing in lower section of Winki • Work on pathways to make approach to Winki a more pleasant aesthetic experience • Stormwater – no washouts at creek mouth during heavy rain, no beach wash away, no water from Reserve to car park, middens protected • Maximum treatment of water before getting into ocean • Minimise fencing where possible • Car park footprint never increases • Fencing keeps people out of environment • Manage path erosion • Minimisation – reduce signs. Signs for safety or legislative requirements only. • Not visually impacting. Signage and fences that blend into the environment. 	<ul style="list-style-type: none"> • Partnering with VicRoads and other agencies to get roads problem fixed and having a timeline on a result • Collaborate with Surf Coast Shire to bring about positive behavioural change within surfing community regarding toilet use and rubbish. • Sign at Winki pointing to Bells toilets • Collective signage include SANE, BBPS, Surfrider, Torquay Boardriders and visitors • Helipad needs to be addressed to prevent erosion and spread of weeds. Better engineering solution. What height should the site be? • Review current signage to minimum that is necessary, explore innovative solutions rather than expand signage • No swimming sign at Winki and Bells • Investigate alternatives for pathway with interested parties • Remove superfluous fences • Signage plan – don’t keep adding, signage code for Bells signs. Once strong element/design theme – consistency. • Remove Surf Coast Shire logo from sandstone sign • Work with landowners to put berms in to reduce flow of rain water onto and through Reserve and berms to manage erosion

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • Fencing that stops people defecating and accessing protected vegetation. • Consistency in signage and fencing design, e.g. materials, fonts, sizes. • Sign at Winki intersection on way out so cars don't turn left into Bells car park when they are trying to leave. E.g. 'Exit reserve to Ocean Rd', and similar sign at exit of reserve 'to Ocean Rd' 	<ul style="list-style-type: none"> • Stormwater plan of whole catchment • Protect vegetation • Reinforce bottom of fences to keep dogs out of environment • No more car park bays, once it is full surf can't get more crowded • Memorial signs to be moved to Surf World • Remove pedestrian crossing opposite toilets, excessive and superfluous. • Relocate sandstone signage to reduce danger from tourist parking adjacent and taking photos. • Maintenance of lightweight fencing (e.g. wire strands, chicken wire) remove required access gates that aren't required. • Indigenous recognition in signage – design and culture. • Type of fencing should not affect line of sight (particularly from car street level) • Fence off Winki car park island (with walkway access in middle) – no fences. • Sign to direct visitors to toilet block (especially located at Winki). • All signage to have National Park feel, e.g. current 'Revegetation area – Please keep out.' • Appropriate fencing is post and wire strand, including use of ring lock. • Establish 'helipad' viewing platform (minimalist and from sustainable timber) to get rid of overburden. • Direct all stormwater away from stairs and as close to natural creek line as possible. Treat stormwater prior to entering waterways. • Regarding use of reserve post-commercial use – sign off by local community groups (Management group) with regard to state of infrastructure. • Bells Back Track/Emergency beach access – to remain for safety and event purposes • Pedestrian walkways on car park perimeters to be widened

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
	satisfactorily (safety issue). <ul style="list-style-type: none"> • State of the art underground toilets (like Queenscliff Marine Centre) replacing old toilets (possibly higher location than current toilets). • Old toilet blocks and septic systems removed, replace with rain gardens/vegetation • Revegetate.

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

View A	View B
Minimise or reduce signage	Include signage for: Toilets No Swimming Exit signs to prevent long vehicles going into Hammerhead Parking enforcement Traffic direction, speed etc.
Fence off Winki car park island with walkway through centre	No fences for Wink car park island
'Helipad' area leave as is	'Helipad' area becomes a formalised viewing area using natural materials and landscaping, to improve appearance and address erosion

5 Discussion points: Events

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: Guiding principles for events. Maximum # of surfing events. Types of non-surfing events allowed (e.g. Bells Bash) and conditions e.g. pass through reserve but don't stop there, can stop but not interfere with surfing activities. Level of flexibility in event policy. Appropriate features for events e.g. fire pit, coffee van. Timing of events. Events other than surfing.</p>	<p>Out of Scope: ASP Bells event will continue. No more than 9 competitive surfing events each year.</p>
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<p>What does SUCCESS look like for this issue?</p>	<p>What ACTIONS do you suggest to include in the CMP to progress this issue</p>
<ul style="list-style-type: none"> • Unsure about permits and flexibility. • Australian Indigenous Titles should be there • One other sanctioned event, • Move a number of events to Jan Juc • No WQS Pro junior event, likely to be at Jan Juc in January • Toll/IPEC West Coast open titles and industry • Team Up Charity Challenge • APS Bells event better bump in/bump out. Needs to have better environmental outcome. Contest organisers need to fund this so it can happen. • Gate money should be returned to management of the Reserve. State Government or Shire needs to negotiate a better deal • Non commercial environment, no coffee vans etc. • Acknowledge value of surfing reserve 	<ul style="list-style-type: none"> • Rewrite events policy –recreational surfers and TBC to be engaged, include Surfrider Foundation, SANE, Coast Action Groups, BBPS, Surfing Vic, • Clearer negotiation with State and Shire to get money from gate • Making sensible use of the Reserve • Cap the number of weekends with events at 6. • Total competition days 35: Torquay Boardriders Club 3 days, State Round 4 days, Indigenous National Titles 4 days, Easter Pro Contest 12 days, Easter Pro set up and pull down 12 days. • Community and Environmentally friendly surfing events 'Deep Blue Surfing Event' • Limit contests on weekends to 5 days + Easter

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • Specific dates for TBC • Major events for Surfing Vic (not the smaller events) • Balanced approach to events • If TBC using up 3 – 4 (TBC 2 fixed, 2 flexible) and want exclusivity they need to give something eg conservation contest • Environmental criteria for assessment and community commitment to the site, what will they give back to the site? In kind, cash donation, planting, clean up days • Promotion during ASP event that reinforces the values of Bells Reserve • If events are moved to Winki use security to manage crowd control • Event doesn't impact on the environment and Bells, including existing infrastructure. • Limit number of contests on weekend to 5 weekends only. • No Easter contest at Winki, • Input to events by local surfing community (recreational). • Locals have better access during Easter. • If contest is delayed or cancelled (even for one day) general surfing permitted. • Event policy will be consistent (other than Easter) • Through events (Bells Bash) ok if no public obstruction. • Easter Bump in/bump out limited to 6 day maximum each side of event. • No public cars for Easter contest – bus in and out only. Surfers' cars ok at Winki. • No events in Reserve over continuous weekends. Must have 2 'free' weekends between. • Road never closed except at Easter. • Only Easter surfing event. • Percentage of any monies raised through commercial events at the Reserve should return to the Reserve via a fund (fund a ranger). • 100% of licence fees returned to Reserve. • Reduction of infrastructure so bump in/bump out is also reduced. Make Easter Classic 'event' time more reasonable. • Reduced bump in/bump out for the Pro. 	<ul style="list-style-type: none"> only. • Capacity is limited – we need a baseline. • No commercial aspects to events – coffee vans etc. • Police the policy – bonds required. Inspection then maintenance paid by bond. • Control the number of competitors and spectators. • Events need to be in line with environmental principles, including promotional packs that are circulated at the Reserve. • Bump out to decrease time and impact on recreational surfers and environment. • No contests at Winki Pop, it creates impact on the environment.

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

View A	View B
Keep event numbers the same	Decrease the number of events
Keep the allocation of events the same – ASP event, 5 to Surfing Victoria and 3 to Torquay Boardriders	Change the allocation of events
Allow no flexibility in event timing	Allow flexibility in event timing

6. Discussion points: Traffic Management

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: Plans for Hammerhead car park e.g. remove part of the car park or retain current size with provisions such as... Actions e.g. install seating, provide separation from cars, don't plant trees that will impede views, provide for bike racks. Suggested cap on the number of licenses, permitted size of buses, location of parking for buses, any restrictions on bus areas. What's working and what's not working in regard to traffic flow. Long vehicles in the overflow car park?</p>	<p>Out of Scope: Seven companies currently have licenses to bring small buses into the Reserve, current until October 2015.</p>
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What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • Close off the Hammerhead car park at pedestrian crossing and revegetate area with a nice path to connect to stairs and a more natural approach to beach • A number of drop off spots so you can check the surf and if you're staying you can go and park • Better signage at entrance (from either direction) • Improve intersection of Winki Car park, and Bells to be safe • No coaches in the Reserve would be good • 80 surfers in water maximum at Bells and Winki, so limit the number in car park – current allocation is all that's required • Commercial bus service from Surf World to replace all other buses • Remove some of the redundant bus signs • Event car park revegetation – get rid of the car park and bus people in • Parking enforcement • Hammerhead revegetated 	<ul style="list-style-type: none"> • Wooden boardwalk • More Moonah woodland • Drop off spot at most southern end of Winki • New sign outside Reserve • Make Winki car park one way? • Vegetation removal from car park • Take a traffic count in Winki • Possible speed hump • Add a bike rack • Car parks are appropriate size • Feasibility study on getting rid of buses in Reserve • Plan with Surf World around bus service, 2/3rds of visitors taking bus or riding bikes • Get legislative approval for officers • Number of permits need to be reflected in number of spots dedicated

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • Bus service to drop off at Easter tournament • Possibly use Southside car park as an overflow • No coaches in the Reserve, eliminating bus permits. • Revegetate Hammerhead. • Surf Cost Shire officer controlling the Reserve, i.e. Bells ranger. • Legislation for the potential fines (buses, littering). • Limited car parks on other side of road to cater for larger vehicles, caravans, cars with trailers etc. • No large vehicles, (Under tow, RVs, buses etc). 	<ul style="list-style-type: none"> for buses • Revegetate, it helps ambience • Free service shuttle bus from Surf World • Apparent traffic direction – through signs and road marking. • Prevent access to coaches. • Remove Hammerhead car park – don't remove Hammerhead car park (both views). • Block off overflow/event car park during non-contest times. • Revegetate to break up sections and assist drainage and erosion control and stop illegal camping. • Educational bus permits only, eg Surf World, controlled school tours. Shuttle bus opportunities (eco tourism?) • No long vehicles. • Management of overflow car park. Not sealed, kept in natural state. • Shire to fully resource the enforcement of these regulations. • 2 buses only at any one time. • Maximum 6 licences for buses – no coaches.

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

View A	View B
No commercial vehicles in the Reserve car parks	Commercial vehicles allowed in Reserve car parks
Long vehicles allowed in the car parks in the Reserve	No long vehicles allowed in the car parks in the Reserve (long vehicles includes all long vehicles and vehicles under tow such as caravans, tradie trailers etc.)
Keep overflow car park open and provide for long vehicle parking	Restrict access to overflow car park
Close Hammerhead car park	Do not close Hammerhead car park
Change speed limit on road	No change to speed limit

7. Discussion points: Surf World Museum & Economy

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: Focus upon ideas that directly relate to the Bells reserve for inclusion in the Coastal Management Plan.</p>	<p>Out of Scope: Ideas outside the CMP scope will be noted and provided to Council.</p>
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<p>What does SUCCESS look like for this issue?</p>	<p>What ACTIONS do you suggest to include in the CMP to progress this issue</p>
<ul style="list-style-type: none"> • More activity associated with competitions located at Surf World, eg Rip Curl Pro ideally located at Surf World • Explore the name, 'museum' makes assumption about what the place is about • Look after nature at Bells • A way of rating the health of the Reserve • Growth boundaries – think bigger picture. Optimal scale beyond which economic value/natural value declines • Hire bikes from Surf World, get environmental information and a map of Bells • Visitor numbers controlled to maintain the Surf Experience • Use Surf World as a place of community engagement to do with surfing, natural environment and highlight it as a starting point for visitors • Coaches (not mini bus trips) visit Surf World and get information there • Surf City precinct, focal point for information and money spent • Overhaul of Surf World, permanent Bells exhibit, state of the art • Possible change of location for Surf World • QR codes for scanning for information • Association of Surfing Professionals licence out to tender – could be income 	<ul style="list-style-type: none"> • Interested people get together to create new name. Open to making it open to other areas eg environmental values • Optimal scale sets limits of use/pressure • Surf World should inform not attract more people – the principle function is to inform • Surf World needs to be reconstructed/relocated so it can serve purposes • Bus parking currently inadequate • Voucher with rates to visit Surf World – voucher to last a long time. • Lead message for education –don't destroy what you came to enjoy, • Use funds from activities at Surf World to fund Ranger

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<p>raised</p> <ul style="list-style-type: none"> • Gate fee from ASP event to go back to reserve for management work, ZOCEO – private company owns events • No cafes, restaurants at Reserve, would disadvantage town centre • No financial transactions on Reserve site (eg surfboard rentals) • Is Bells really significant to Torquay? It would still be busy without it, more money from tourist self drives • Surf World to act as creative hub for surfers now not just history/past events • Surf World – place of community action, events, protecting reserve • Surf World more than surfing, provide coastal information – natural values of Bells, human threats to coast. • Broader coastline is special and Bells is part of that – all need to be ecologically functional 	

No differences in view were noted for this theme.

8. Discussion points: Landscaping and Vegetation

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2. In Scope:

Out of Scope:

There are several pieces of legislation that provide protection for remnant vegetation within the Reserve.

What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<p>Instead of calling it 'landscaping' use the term 'restoring the vegetation of the natural landscape' Not just restoring but maintenance is important and ongoing stewardship Develop and action plan to inform the community about various infringements and who to contact so something can be done about it. Possible signage inside the toilets (minimize visual intrusion) and do social media Revegetate the strip between the cattle ramp and the Wave car park right up to Bob Johnson's fence, except for sections where access to gate is needed More support for community groups (mostly SANE but sometimes Surfrider and BBPS) to help revegetation works and clean up days Big picture- Revegetate Bells and Winki car parks, talk to Bob Johnson about purchasing part of his land. On that land put car park and infrastructure, cut out the road between Bells and Southside and people have a short walk to Bells in safety without having to cross the road. Create a new road between Southside and new car park. Costly, but 100 year plan.</p>	<p>Rewrite events policy –recreational surfers and TBC to be engaged, include Surfrider Foundation, SANE, Coast Action Groups, BBPS, Surfing Vic, Clearer negotiation with State and Shire to get money from gate Making sensible use of the Reserve</p>

Points of difference

No differences in views were noted for this theme.

9 Discussion points: Heritage

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: There are ongoing conversations with the RAP in regard to managing Aboriginal heritage. The RAP is able to enter into a joint management arrangement with SCS under Heritage Legislation. Note other avenues beyond legislation through which the CMP can progress community objectives. E.g. protect recreational surfing through principles and suggested actions at the CMP level.</p>	<p>Out of Scope: The Wathaurung Aboriginal Corporation is the Registered Aboriginal Party for the Reserve. The Reserve is permanently reserved for public purposes and protection of the coastline. A surfing reserve is not currently permitted under Victorian legislation. Bells is listed on the Victorian Heritage Register and is a “Listed Place” on the federal Register of the National Estate.</p>
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What does SUCCESS look like for this issue?	What ACTIONS do you suggest to include in the CMP to progress this issue
<ul style="list-style-type: none"> • Recognition of all cultural heritage: <ul style="list-style-type: none"> - Aboriginal, European, early settlers, - Historic documents, surfing history - Pastoral etc. • Australian Indigenous Surf Titles are held at Bells • Greater recognition of indigenous heritage • Recognition and protection of the recreational surfing experience, i.e. no signs that reflect sun from Bones, no garish fluorescent signs in the car park for a pedestrian crossing that isn’t needed, reduction of vegetated areas in another example 	<ul style="list-style-type: none"> • A merger of Surfing and Indigenous cultures in CMP, with pastoral to have complete history, therefor all aware of each others values and increased respect for the reserve • Coastal management plan can get it protected to the highest level • Increase its profile through CMP and involve the community, not just in events but planning and organising • Minimal signs at reserve, utilise information technology and communication – eg use of mobile phone technology • Name of Reserve alongside Wathaurong name • Specific information available about Wathaurong people, eg handouts from ranger • Employment of Indigenous ranger

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

View A	View B
Promote all heritage	Focus on indigenous heritage

10. Discussion points: Management and Enforcement

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: Note the issues in the Reserve that you feel need enforcement and how you suggest this occurs.</p>	<p>Out of Scope: Legislation and resources will constrain some actions.</p>
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<p>What does SUCCESS look like for this issue?</p>	<p>What ACTIONS do you suggest to include in the CMP to progress this issue?</p>
<ul style="list-style-type: none"> • A Ranger in place daily – Ranger would automatically protect the most important part of all topics (vegetation, behavior, bus access, promotion of Indigenous heritage) • Enforcement. Short term informal, long term formal • Local users helping as custodians • No unlicensed buses, peak times are 8 – 11 am, 2 – 4pm • No campers • Authoritative presence to deal with the campers 	<ul style="list-style-type: none"> • Employ a fulltime Ranger • Ranger could liaise with Surf World to do community engagement activities • Volunteers trained as Rangers or ½ community groups rotating roster, with part time paid position – could give employment opportunities in the future • Council obtain legal power to have local laws enforce issues from DEPI • Parks team to attend 9 – 10:30 daily • Footage to observe for safety (eg NSW Reserves) • Management align with CMP, eg retaining walls, redirection, removal of traffic islands to allow buses in • Funding allocation to SANE and other environmental groups who help manage the land • Overseer presence 5 days per week, with vegetation office

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

<p style="text-align: center;">View A</p>	<p style="text-align: center;">View B</p>
<p>Continue with current enforcement/supervision presence in the Reserve</p>	<p>Increase enforcement/supervision within the Reserve</p>

11. Discussion points: Governance

Participants discussed each theme in small groups. The following results are from workshop 1 and workshop 2.

<p>In Scope: How the community would like to be involved e.g. Broad consultation with all interested people on issues or works as they arise; A smaller advisory group appointed after advertisement be seen as appropriate; A committee to audit implementation of the new Coastal Management Plan?</p>	<p>Out of Scope: The State Government and Council are committed to Council continuing as the land manager for the Crown land. For many years there has been a sub-committee for Bells consisting of community members, Councillors and Council staff – there is scope for a new version of this type of approach. Once this new CMP is approved, it will not be possible to undertake works that are not included in the CMP without Ministerial approval.</p>
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<p>What does SUCCESS look like for this issue? What are the objectives?</p>	<p>What ACTIONS do you suggest to include in the CMP to progress this issue?</p>
<ul style="list-style-type: none"> • Long term the site is preserved into the future so whatever governance system works • Get a wide range of views/input, not just one special interest group – eg surfers, environmental groups – although are very important • Consider purchase of adjoining freehold, possible options to find out solution (compensation, purchase) • Consider relocation of road to widen coastal strip • Governance is broader than Reserve, it includes hinterland – Bells is broader. • Change of legislation to ensure surfers/ surfing are the primary users of the reserve and Bells into the next century. • Permanent vision for Bells (less change dependent on government of the day). • New legislation developed just for Bells Board of Management with 	<ul style="list-style-type: none"> • Consider a Bells Ranger • Local laws presence • Cater for all users – eg jet skis in surf zone • Adjoining land not necessarily Governance, could go in with Infrastructure • Governance model needs to consider the land surrounding the reserve and how that is also managed • Short to medium term view 0 council join with community in its decision making – making better than before. Not the BBCAC model, community needs more involvement • Long term view – change in legislation to strengthen protection more than current National Park • A subcommittee be formed to assist/advise council in the management of Bells.

What does SUCCESS look like for this issue? What are the objectives?	What ACTIONS do you suggest to include in the CMP to progress this issue?
recreational surfers on Board. <ul style="list-style-type: none"> • Under current arrangement: include surfers in decision making. • Establish a matrix of decision making that must be adhered to. • Community must be part of the decision making. • Community decisions must be implemented. • Recreational surfers must be primary in governance. • All users must be equal (two legs are not better than four). 	<ul style="list-style-type: none"> • Establish permanent appropriate zone planning to protect the surrounding and adjacent land to Bells. • Local community engagement through existing groups. • Adopt a co-management model – local community, environmental and surfing groups, Indigenous representatives. • Regular reporting to the community on progress of implementation of the CMP.

Points of difference

The participants were asked to identify where there were major points of difference in the actions. The following information combines feedback from workshop 1 and workshop 2.

View A	View B
Broader community including non-surfers have input into decision making - no priority group	Surfer priority in decision making

Surf Coast Shire

Bells Beach Coastal Management Plan Workshop Notes (Workshop 3)

19/11/2014

Fire Light Consulting is a Geelong based consultancy specialising in the areas of community engagement, risk communication, strategy, facilitation, mediation, negotiation, leadership and project management.

Limitations of Use

The sole purpose of this report undertaken by Fire Light Consulting is to provide SCS with a report of the feedback and outputs from the workshop held on the 19 November 2014.

In preparing this report, Fire Light Consulting has relied upon the information provided by participants at the workshop. The notes have been transcribed as the participants presented them. No analysis of these comments was made. Only minor adjustments have been made to ensure readability.

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1. Introduction

Surf Coast Shire held a series of three workshops for community members about the development of the Bells Beach Coastal Management Plan (CMP) on October 12th and the 11th and 19th of November, 2014.

The overarching objective was to seek community input regarding development of the draft CMP. This workshop series followed an online discussion held earlier in the year and release of a report by the Bells Beach Taskforce.

Session one aims were:

- To review the principles as outlined in the Taskforce Report
- To unpack the vision as outlined in the Taskforce Report
- To find some areas of agreement for future planning

Additionally session two included the following aim:

- To seek input into the key themes for areas of action and points of difference

This document presents the outputs from workshop three. The workshop aimed to:

- Finalise the areas where there is high levels of agreement (to inform the CMP development process by Council)
- Finalise actions (where possible) associated with the areas where there has been some points of difference (or not full agreement)
- Finalise comments on the principles and the vision unpacked

To begin the session Bryon Powell, an Elder from the Wathaurung Registered Aboriginal Party offered a welcome to country. Bryon offered his perspective that 'no one really owns Bells, not even the Government' and that we are here to 'care for it, manage it, to be custodians' for all to enjoy.

A message from Kate Sullivan, Acting CEO and Director Planning and Environment offered the following points:

- 'The process is a long one because we are considering a range of views and capturing many ideas. Because we want to get it right.'
- 'Remember we are still in the phase of considering input to the Coastal Management Plan so these ideas are not automatically the ones that will be put into place, but they will inform our view on issues and aspirations.'
- 'What ends up in the Coastal Management Plan will also be influenced by legislative requirements, required operational approaches and budget management, cultural heritage requirements and so on.'

2. The Principles

Participants provided input on what would make the Taskforce Report principles more useful for the CMP. The below table combines the feedback from workshop 1, 2 and 3.

Principle	Responses
11. Protect and enhance the ecological values of the reserve.	Enhance is problematic, it is vague and suits developers
	'ENHANCE' can be interpreted two different ways, 'RESPECT' is better
	Respect not enhance
	Should be major/first priority
	Add to #1, recognizing different life forms
	Protect natural environment – include existing infrastructure (camp)
	No definition for the word 'PROTECT'
	Respect the values of the reserve
12. Protect the existing site geology.	Agree
	Only agree if protect means leave natural processes alone – no new infrastructure
13. Protect existing waterways within reserve and minimize the site impacts of stormwater runoff and waste water.	Consider the waterway before they actually reach the reserve, erosion damage is done during heavy rain and wet winters. Lot of erosion at Culverts under road – liaise with landowners.
	Agree/endorse
14. Protect and promote the indigenous archaeological, social, cultural and historic values of the reserve.	'Respect' instead of promote? Promote/develop? Protect and respect?
	Not just indigenous history – all history
	Agree
15. Continue to cater for all users of the reserve including surfers, walkers and tourists whilst minimising the impacts on the natural values of the site.	Bells is a recreational surfing reserve, we can't cater to all users.
	Hang gliding activity is actively degrading the heathland and shouldn't be included in 'all stakeholders'
	Prioritise surfing at the expense of all others
	Too airy fairy, you can't cater for all of the above without impact
	What does 'minimise' mean?
	How are we defining 'minimising'? Will this still result in long term degradation?
16. Recognise the unique surfing heritage of the Reserve, the importance of recreational surfing and continue to cater for surfing and surfing events including the Bells Beach Easter Classic.	That there be 24 days for Easter competition, 1 Indigenous title, 3 TBCs and all other events be stopped.
	State Titles and Indigenous Titles to continue
	This is a vital point and needs careful management – set limits!
	Event organizers to be held more accountable for site use eg clean ups
	Mismatch between events and protecting the reserve
	Without excluding indigenous heritage
17. Cater for normal visitation levels rather than peak periods.	Current normal visitation levels – establish a base level and maintain
	Need baseline for 'normal visitation' and this changes continually
	What data collection has been done in this area? Weekends, weekdays, holidays.
	Cater for a fixed visitation level that is within the social/ecological

Principle	Responses
	<p>capacity of the reserve</p> <p>7 is vague – the devil is in the detail</p> <p>Buses – review at least annually</p> <p>Camps – enforce licence agreement regarding maintenance</p> <p>Can't be infinite, establish the maximum visitation numbers and adhere to this, eg when the car park is full the break is at capacity. We don't need more parking for more surfers, they can go elsewhere</p>
<p>18. Provide strategies that respond to the impacts of increased visitor numbers (including seasonal fluctuations)</p>	<p>Manage, not respond</p> <p>Is there a limit to the number increase in visitors</p> <p>Strategies need to be in place before, not reactive to</p> <p>Is it flawed logic to attempt to cater for increased levels?</p> <p>8 is vague – the devil is in the detail</p> <p>7 and 8 in conflict with each other – remove 8</p> <p>Bells is first and foremost a recreational surfing reserve and surfers are prioritised</p>
<p>19. Manage the natural, physical and social activities within the reserve to ensure risk to users of the reserve are minimized.</p>	<p>While understanding this is largely a natural environment</p> <p>This is very vague</p> <p>A management committee comprising of recreational surfers and the Shire</p> <p>Risk is an inherent component of natural environments, it is part of the appeal. Signs about rips etc are too much</p>
<p>20. Minimise buildings and infrastructure on the site.</p>	<p>Specify exceptions, if any</p> <p>10 is vague – the devil is in the detail</p> <p>Review the Easter events impact and time taken to assemble and pull down infrastructure – time needs to be taken to ensure care</p> <p>At no point is beach access denied</p> <p>Minimise building and set firm rules – height, design etc</p> <p>Prefer no new buildings at all</p> <p>Only a new toilet be considered and no other buildings</p> <p>Reference competition infrastructure specifically in this</p> <p>No new buildings, only replace/refurbish existing footprints</p>
<p>Other</p>	<p>Principle about the management process</p> <p>No mention of the link of the reserve to the hinterland (recognise this interplay)</p> <p>Lack of information on web – eg Bay dredging, middens (location? Signage? Open/secret)</p> <p>Wathaurung – Mar Mart/Barrabool tribes</p> <p>Need to keep the very long generational vision in mind (50 – 100 – 200 years)</p>

3. Vision Unpacked

Additional examples to help “unpack” the vision as outlined in the Taskforce Report were shared by the participants. The following table outlines the feedback from both workshop 1, 2 and 3.

	NATURAL ENVIRONMENT	INDIGENOUS HERITAGE	SURFING CULTURE
RESPECT	<p>Engage with local environmental groups and individuals, museums and research centres. Increase awareness and inform users of threatening processes.</p> <p>Licence competition permits for the reserve are enforced.</p> <p>Place environment at the top of all considerations when taking any decisions about Reserve.</p> <p>Use locally indigenous plants and more for ecology .</p> <p>Understand nature and ecosystem, increase awareness and inform users of threatening processes.</p> <p>Protect existing infrastructure, eg compel competition operators to fully reinstate reserve to how they found it. Enforce this with a bond.</p>	<p>Include Indigenous people in decisions and management.</p> <p>Acknowledge the Indigenous names of this including Bells.</p> <p>Area to strengthen cultural ties.</p> <p>Maintain strong relationships with local aboriginal parties.</p> <p>Cultivate understanding of Aboriginal heritage at Bells.</p> <p>I believe we should recognise the pastoral ‘early settler’ heritage as well, this story also needs protection and respect.</p>	<p>Build a relationship with the surfing community and listen to the advice from people who have decades of experience.</p> <p>Acknowledge the historical role the surfing community has played in the Reserve.</p> <p>Identify who will maintain the relationship – liaison? Council?</p> <p>Establish who the local surfing community comprises of (Recreational or competition? Area?), then include in decision making – not just advisory.</p> <p>Invest in Surf World Museum as a place to learn respect, experience surfing environment of Bells Beach.</p>

	NATURAL ENVIRONMENT	INDIGENOUS HERITAGE	SURFING CULTURE
PROTECT	<p>Restore reserve officer position. Restore cleared areas to natural vegetation. Appropriate directions about the toilets (signs). Stop public access to parts of the Reserve. Ascertain the carrying capacity of the Reserve. Partnership with Parks Victoria to develop research programs. Adequate enforcement.</p>	<p>Explore ways to foster opportunities for greater involvement. Protect cultural artefacts. Comply with all legislation and procedures as they relate to cultural heritage. Establish education of past Indigenous use of Reserve.</p>	<p>Protect the core of local Bells surfing culture = recreational surfing. Enforce the current rules around commercial activities. Clear guidelines of event permits and conditions. Review the manner in which the events are invited. Protect recreational surfing and not favour contests. Reduce set up/clean up event times of Bells Beach Classic event, currently unacceptable to local surfers.</p>
A HEALTHY COAST APPRECIATED BY ALL, NOW AND IN THE FUTURE			
<p>Talk/story area in the Hammerhead Car park to strengthen cultural ties. No new signs. Take the action that creates the best possible solution so reserve remains undeveloped into the future.</p>	<p>Encourage visitors to visit Surf World Museum, spend money in Torquay and travel to Bells by shuttle. No large vehicle access.</p>	<p>No other commercial types permitted in reserve (no permits).</p>	<p>Establish methods to control numbers - self managed car parks. Limiting car parks will limit numbers.</p>

4. Areas where there was a high level of agreement for action

4.1 Infrastructure

Please note that for the purposes of providing a workable number of themes the areas of Stormwater, Buildings, Fences & Signage and Toilets were included under the theme “Infrastructure”.

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

In Scope:	Out of Scope: No new buildings
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What success looks like	Actions
No new interpretative signs	No new interpretive signs in the Reserve. If it is considered desirable to try and communicate any interpretive messages within the Reserve, use new technology such as QR scanning to enable the message to be communicated without the need to install a sign (an example of this is the current SANE grant which will lead to the installation of QR symbols on four posts in the Reserve, linked to electronic downloads about issues such as marine conservation and natural values) Hang gliding sign, make/clarify area.
For signs that are required and do not have safety or legislative constraints, they should be of the one consistent style (colours, materials, fonts) that is fitting for the environment at Bells	Develop a style guide for signs within the Reserve to ensure consistency in design and improved appearance. For regulatory type signage that is required to conform to standard designs try to: Locate them where they are effective but don't impede views Where possible, use mountings that are consistent with the style guide Combine signage to reduce the overall number of signs.
Fencing to use consistent materials and materials that are sympathetic to natural environment. Avoid impeding sight lines and views.	Develop a style guide for fencing/bollards within the Reserve. Style guide to stipulate materials that are in keeping with the natural feel of the Reserve. Use this style guide when replacing infrastructure that is requiring renewal such as: The old telegraph pole style bollards near the entrance to Winki Pop

What success looks like	Actions
	Fencing along the Surf Coast Walk
Remove fencing or gates that are not required	Remove fencing and gates from the following areas: The entrance to the Winki Pop car park Former landscaping areas along Bells Road where the landscaping is of sufficient height and density that the fencing is no longer required
No memorial plaques at Bells	Ensure the policy of no memorial plaques at the Reserve is well known and follow up on removal with families immediately if any plaque is installed within the Reserve
Work with Vic Roads to find a solutions to roadside erosion	Council and Vic Roads to look at improving erosion resulting from runoff from roadsides on the sections of roadside that both organisations are individually responsible for.
No increase in car park footprint	Any changes to car park e.g. bus parking spaces, direction of traffic flow, to be contained within the current footprint. No expansion of car parking areas.
Stormwater is rubbish free	Maintain litter traps within stormwater infrastructure in the short term. Over the longer term, consider opportunities for water sensitive urban design (i.e. best practice stormwater management) when other changes are required such as kerb and channel repair, pathway improvements. Ensure stormwater doesn't discharge into marine NP
People keeping to pathways	Through maintenance of existing fencing and landscaping, confine people to established pathways to lessen impacts on natural values
Pedestrian pathways within the car parks to be wide enough to provide for safe pedestrian movement (i.e. adequate separation from vehicles)	Undertake minor widening of pathway within the Winki Pop car park to provide for sufficient width for safe pedestrian movement

4.2 Events

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

<p>In Scope: Guiding principles for events. Maximum # of surfing events. Types of non-surfing events allowed (e.g. Bells Bash) and conditions e.g. pass through reserve but don't stop there, can stop but not interfere with surfing activities. Level of flexibility in event policy. Appropriate features for events e.g. fire pit, coffee van. Timing of events. Events other than surfing.</p>	<p>Out of Scope: ASP Bells event will continue. No more than 9 competitive surfing events each year.</p>
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What success looks like	Actions
An agreed Events Policy that guides the allocation and management of all events within the Reserve and on adjoining land (offshore areas)	Formulate an agreed publically available events policy that is used to guide event management and decision making. This policy will cover all aspects of event management e.g. number of events, allocation of events to different organisations, timing of events, set up periods, inspections etc.
Events and associated infrastructure do not impact on natural values or cause a deterioration in the condition of assets such as fencing.	Word licences and permits to ensure events do not impact upon natural values and reserve infrastructure. Establish effective post event inspections to enable the impact of events to be monitored.
Return revenue raised from licence fees to the Reserve	Ensure Council accounting procedures provide for this.
Continued improvement in event management e.g. timing controls to minimise impacts, set up and take down periods	Build appropriate conditions and accountability into event permits and licences.
Events other than surfing – these are acceptable if they are passing through on the Surf Coast Walk e.g. the Bells Bash.	Events policy to cover these types of events enabling conditions around areas of concern such as litter collection and disposal, set up of any support infrastructure.
No weddings occurring within the Reserve	Have a strict no weddings statement in the agreed Events Policy

4.3 Traffic Management

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

<p>In Scope: Plans for Hammerhead car park e.g. remove part of the car park or retain current size with provisions such as... Actions e.g. install seating, provide separation from cars, don't plant trees that will impede views, provide for bike racks. Suggested cap on the number of licenses, permitted size of buses, location of parking for buses, any restrictions on bus areas. What's working and what's not working in regard to traffic flow. Long vehicles in the overflow car park?</p>	<p>Out of Scope: Seven companies currently have licenses to bring small buses into the Reserve, current until October 2015.</p>
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What success looks like	Actions
Parking enforcement	Formal enforcement of parking regulations e.g. licensed buses
Bus service from Surf World to reserve	Viability of this type of service to be investigated and encouraged if feasible.
Bicycle rack available within the Reserve	Install a bicycle rack within the Reserve in a location that deters theft, is convenient, but doesn't impact other users e.g. trip hazard for pedestrians
Bus parking	Bus parking allocation should reflect the number of licences allocated and the conditions on the licences, which may restrict the number of buses in the Reserve at any one time.

4.4 Surf World Museum & Economy

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback. Please note that Council is in the process of changing the name of the facility from Surf World to the Australian National Surfing Museum. This change will occur once the new name has finished the official registration process.

<p>In Scope: Focus upon ideas that directly relate to the Bells reserve for inclusion in the Coastal Management Plan.</p>	<p>Out of Scope: Ideas outside the CMP scope will be noted and provided to Council.</p>
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What success looks like	Actions
Surf World needs change/improvement e.g. in name, display, bus parking etc.	Encourage Council to plan for connections and links with the Reserve when they are planning improvements at Surf World.
Surf World to provide information on issues beyond surfing e.g. coastal values, marine protection etc.	Look for ways to link Bells and broader coastal management into the displays and activities at Surf World.
Surf World needs to be able to cater for long vehicles	Work with Council to provide long vehicle parking in the surfing retail precinct.
Incorporate coastal preservation/protection into the overall theme of Surf World	Using the SANE motto, "Don't destroy what you came to enjoy", build environmental values into the Surf World message
Encourage activities at Surf World other than static displays, that assist in the promotion of the values of the coast more generally (beyond surfing)	Bells App/Online presence
Outside of approved events, no commercial activities such as surf board hire and food purchase – these should occur in Torquay not on site at Bells	No licences or permits for commercial activities to be granted.

4.5 Landscaping and Vegetation

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

In Scope:	Out of Scope: There are several pieces of legislation that provide protection for remnant vegetation within the Reserve.
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What success looks like	Actions
Long term protection and improvement of the landscape and vegetation within the Reserve	Ensure infrastructure maintenance, event management and public use is managed to provide for protection and enhancement in the condition of vegetation within the Reserve. Define 'enhancement' as removal of what shouldn't be there, eg weeds.
Ongoing maintenance works to ensure protection into the future	Ensure vegetation management is considered in all Reserve management decisions.
Support for community groups undertaking environmental works within the Reserve	Support community environmental initiatives within the Reserve that are consistent with the Coastal Management Plan.
Protection of the broader hinterland landscape and vegetation.	

4.6 Heritage

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

<p>In Scope: There are ongoing conversations with the RAP in regard to managing Aboriginal heritage. The RAP is able to enter into a joint management arrangement with SCS under Heritage legislation. Note other avenues beyond legislation through which the CMP can progress community objectives. E.g. protect recreational surfing through principles and suggested actions at the CMP level.</p>	<p>Out of Scope: The Wathaurung Aboriginal Corporation is the Registered Aboriginal Party for the Reserve. The Reserve is permanently reserved for public purposes and protection of the coastline. A surfing reserve is not currently permitted under Victorian legislation. Bells is listed on the Victorian Heritage Register and is a “Listed Place” on the federal Register of the National Estate.</p>
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What success looks like	Actions
Aboriginal places within the Reserve protected from degradation.	Build knowledge of aboriginal places into day to day management and maintenance. Maintain infrastructure such as fencing to ensure there is no inappropriate public access to aboriginal places.
All works undertaken with appropriate discussions and approvals with the Registered Aboriginal Party.	Continue regular consultation with the RAP on management of the Reserve. Ensure legislative heritage approvals processes are followed.
No new interpretive signs but Aboriginal heritage incorporated in, for example, the design of regulation signage within the Reserve and QR downloads/podcasts.	Using new technology such as QR scanning, provide information on aboriginal heritage. Use Wada wurrung place names in interpretative material. Develop a Bells App
Surfing history recognized, Bells Beach contest	Using new technology such as QR scanning, provide information on surfing heritage, Bells App.
Pastoral and early settler history also recognised – Bell Family	Using new technology such as QR scanning, provide information on pastoral/early settler heritage, Bells App

4.7 Management and Enforcement

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

<p>In Scope: Note the issues in the Reserve that you feel need enforcement and how you suggest this occurs.</p>	<p>Out of Scope: Legislation and resources will constrain some actions. (State, Federal or Local?)</p>
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What success looks like	Actions
No unlicensed buses	Ranger/local laws office in place daily
	Council work with DEPI to obtain legal ability to enforce issues
No campers	Use enforcement to deter campers
Enforcement happens effectively and regularly	Regular enforcement of parking restrictions, commercial bus licence conditions and other areas of concern such as litter and dogs (either by more presence of local laws officers or a ranger)
Local users helping as custodians	Identify who 'local users' are, does this include hang gliders who use 6 times a year? Funding assistance for environmental groups that help manage the land All by-laws enforced All commercial operators – not just buses (eg Boot Camps) Other community feedback was mentioned on our say about Ranger, where & how does their voice get captured

4.8 Governance

Participants were asked to confirm and/or slightly modify the areas where there was high level of agreement. The following table outlines the feedback.

<p>In Scope: How the community would like to be involved e.g. Broad consultation with all interested people on issues or works as they arise; A smaller advisory group appointed after advertisement be seen as appropriate; A committee to audit implementation of the new Coastal Management Plan?</p>	<p>Out of Scope: The State Government and Council are committed to Council continuing as the land manager for the Crown land. For many years there has been a sub-committee for Bells consisting of community members, Councillors and Council staff – there is scope for a new version of this type of approach. Once this new CMP is approved, it will not be possible to undertake works that are not included in the CMP without Ministerial approval.</p>
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What success looks like	Actions
Decision making that enables the Reserve to be protected over the longer term	Link management decisions back to the overall vision and principles for the Reserve.
Community included in decisions affecting reserve management	Establish mechanism to enable community participation e.g formal committee, auditing capacity, advisory input
Agreed decision making framework that ensures decisions reflect the vision and principles agreed upon with the community	Include a decision making framework in the coastal management plan. Undertake regular reporting to the community on the progress of the implementation of the Coastal Management Plan.
Take the hinterland into account when making decisions with potential impacts for the Reserve	Encourage Council to support processes that provide protection for the Bells hinterland. Encourage Council to consider purchase of additional land adjoining the Reserve if the opportunity arises.

5. Points of Difference - Overview

Participants were asked to consider the areas where there was a significant difference in views on the way actions should be undertaken for the CMP. The following table outlines the complete list of differences considered by the group. Each point of difference was then assessed by each participant according to how important they think it is for the CMP going forward. 5 votes were given to each participant and they were asked to consider their top 5 differences that they think were worth considering this evening. These “votes” are highlighted in the column beside each point of difference.

Theme	View A	View B	Votes ²
Infrastructure 1a	Minimise or reduce signage	Include signage for: Toilets No Swimming Exit signs to prevent long vehicles going into Hammerhead Parking enforcement Traffic direction, speed etc. Hang glider signage	8
1b	Fence off Winki car park island with walkway through centre	No fences for Wink car park island	
1c	‘Helipad’ area leave as is	‘Helipad’ area becomes a formalised viewing area using natural materials and landscaping, to improve appearance and address erosion	
2a Events	Keep event numbers the same	Decrease the number of events	
2b	Keep the allocation of events the same – ASP event, 5 to Surfing Victoria and 3 to Torquay Boardriders	Change the allocation of events	
2c	Allow no flexibility in event timing	Allow flexibility in event timing	
3a Traffic Management	No commercial vehicles in the Reserve car parks	Commercial vehicles allowed in Reserve car parks – keep current licences	5

² The number of votes were used to indicate which of these issues was a priority to discuss at this workshop

Theme	View A	View B	Votes ²
3b	Long vehicles allowed in the car parks in the Reserve	No long vehicles allowed in the car parks in the Reserve (long vehicles includes all long vehicles and vehicles under tow such as caravans, tradie trailers etc.)	4
3c	Keep North Western side of reserve open and provide for vehicle parking	Restrict access to North Western side of Reserve. Allow to regenerate when not in use	4
3d	Close Hammerhead car park	Do not close Hammerhead car park	6
3e	Change speed limit on road	No change to speed limit	
4 Heritage	Promote all heritage	<i>N.B. This was removed as a point of difference – promoting all heritage was agreed as the key action – how it is done is the challenge</i>	
5 Management and Enforcement	Continue with current enforcement/supervision presence in the Reserve	Empowering by-laws officers to do the enforcement	3
6 Governance	Broader community including non surfers have input into decision making - no priority group	Surfer priority in decision making	17
Hangliding	Hanglider licences kept	Hanglider licences discontinued	
Vegetation on approach to Bells	Trim vegetation for lower plant heights	Allow vegetation to grow naturally	3

6. Points of differences – advantages and disadvantages

Participants were asked to consider both views in terms of their advantages and disadvantages. The following tables outline the feedback from the highest priority points of difference.

Theme	View A	View B
Infrastructure 1a	Minimise or reduce signage	Include signage for: Toilets; No Swimming; Exit signs to prevent long vehicles going into Hammerhead; Parking enforcement; Traffic direction, speed etc.; Hang glider signage
	Advantages Communicate to visitors in different format, provide guidelines (CD to touring companies) New code of respect for the Reserve Improves the aesthetic and user's experience of the Reserve Right people have right knowledge Minimise branding Less places to shadow Embrace technology	Advantages Better safety Stop public toileting at Winki Improved protection of Reserve Consistent and public
	Disadvantages More damage to environment Increased danger Failure to understand code of conduct Negative effect on tourism	Disadvantages Ugly People ignore them anyway Conflicting information Looks like a car park people treat it like one Detracts from aesthetic/natural aspect Graphics different – not consistent More space to sticker/graffiti

Theme	View A	View B
2a Events	<p>Keep event numbers the same</p>	<p>Decrease the number of events</p>
	<p>Advantages Surfers can still surf when Torquay BR event is on Performance development of training for younger surfers – Juniors under 16 Surfing Vic – share their events with other groups (eg Indigenous or others) Surfing Vic (ASP) offers tourism and economic return to area</p>	<p>Advantages Weekend surfers get to surf all the time</p>
	<p>Disadvantages Cuts into weekend surfers timeline access while event is on Event management needs tighter control between event participants/recreational surfers. Policy issue More surfers come to Bells once they have been to visit past events, ie Phillip Island surfers</p>	<p>Disadvantages Juniors not having opportunity to have training and development</p>
3a Traffic Management	<p>No commercial vehicles in the Reserve car parks</p>	<p>Commercial vehicles allowed in Reserve car parks – keep current licences</p>
	<p>Advantages Spreads economic impact to other nearby areas More car parking spaces</p>	<p>Advantages Money/income for reserve from vehicles Safety benefits from less/restricted buses Would encourage larger buses to go to Surf World and possible help shuttle bus Tourism package possibilities</p>
	<p>Disadvantages Takes away economic input from licence fees If you say no to all buses there might be a government</p>	<p>Disadvantages Have to provide parking infrastructure Pedestrian safety concerns</p>

Theme	View A	View B
	intervention to allow undesirable number of buses or large buses	Loss of parking due to bus parking spots (reduced number of)
3d	Close Hammerhead car park	Do not close Hammerhead car park
	Advantages Talk story area for all groups to interact/educate Fire pit (controlled fire) Revegetation/sitting areas made of stone/viewing area Raingardens – stormwater management Pedestrian safety	Advantages Selected few get perfect surf check Event area
	Disadvantages Reduced number of car parks (by 10 -12)	Disadvantages None noted
6 Governance	Broader community including non surfers have input into decision making - no priority group	Surfer priority in decision making
	Advantages All public community views get to have their say because everyone should have a right to use it Doesn't exclude any users	Advantages They have some knowledge and experience in managing the Reserve That is good for the surfers – managed for them
	Disadvantages All public community groups get to have their say – because we can't meet everyone's needs Potential for the reserve to be used too much for the commercial users, eg the big coaches	Disadvantages Potentially to the exclusion of all other groups

7. Alternative solutions

Participants were asked to use the above information to craft an alternative solution that combines the advantages of both options to the maximum and avoids the disadvantages of both to the maximum. This exercise in some cases meant that one option was chosen clearly over another and in many cases meant finding a different solution altogether.

Once an alternative solution was proposed the group was asked to individually consider whether they could “live with” the proposed solution. Three points of difference were discussed to the point where an alternative solution was proposed. Two further areas discussed ‘Governance’ and ‘Events’ needed more time before an alternative solution could be developed. There were 18 participants at the workshop.

The results for each of the alternative solutions is listed along side the proposal below:

Theme (No. of votes) ³	View A	View B	Alternative Solution	Level of Comfort With Alternative Solution				
				😊 Love it	👍 Like it	😐 Live with it	😞 Lament it	😡 Loathe it
Infrastructure 1a (8 votes)	Minimise or reduce signage	Include signage for: Toilets, No Swimming Exit signs to prevent long vehicles going into Hammerhead Parking enforcement Traffic direction, speed etc. Hang glider signage	Minimise need for signage supported by: Bells phone App CD/Booklet guidelines for tourism operators with Bells info An education program supported by media campaign Employ ranger or increase by-laws presence Traffic control signage painted on road/car park		14		4	

³ The number of votes this issue received in the prioritisation session are outlined in brackets below each heading or number

3a Traffic Management (5 votes)	No commercial vehicles in the Reserve car parks	Commercial vehicles allowed in Reserve car parks – keep current licences	Keep current limited number of commercial vehicle licences and explore how to obtain economic benefits from these licences eg via Surf World, tourism packages	12	6
3d (6 votes)	Close Hammerhead car park	Do not close Hammerhead car park	Close Hammerhead car park providing for other uses people can enjoy	12	6

8. Next Steps

The following steps will now occur to further the development of a draft Coastal Management Plan (CMP):

1. These workshop notes will be made available on Council's website
2. Council will activate the OurSay forum for people to provide comments on the workshop notes up until 7 December
3. The information from all three workshops and public submissions on the workshop notes will be provided to the Taskforce and they will advise Council on the next steps in the process
4. Further processes may be used to help resolve some of the more difficult and important points of difference over the coming months
5. All feedback online, through the Taskforce, from other processes and from these workshop notes, will be used to inform the Draft CMP and a final workshop session will be held next year if it is required to help finalise CMP content
6. The draft CMP will be released for further public comment in April 2015.

Surf Coast Shire Bells Beach DRAFT Coastal Management Plan



Stakeholder Workshop Summary Notes 8/4/2015

Fire Light Consulting specialises in community engagement, risk communication, strategy, facilitation, mediation, negotiation, leadership and project management.

Limitations of Use

The sole purpose of this report undertaken by Fire Light Consulting is to provide Surf Coast Shire (SCS) with a report of the questions, answers and suggestions/feedback from the workshop held on the 8 April 2015.

In preparing this report, Fire Light Consulting has relied upon the information provided by participants at the workshop. The notes have been transcribed as the participants presented them and as the answers were provided on the night. No analysis of these comments was made. Only minor adjustments have been made to ensure readability.

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Introduction

Surf Coast Shire held a workshop on the 8th April 2015 to invite people that have previously participated in the coastal management plan development process and workshops, Taskforce members and Councillors to understand the DRAFT Coastal Management Plan (CMP) and to ask questions of clarity.

The aims of the session were:

- To help participants understand the key elements within the DRAFT CMP
- To have questions of clarity raised and answered
- To outline the next consultation steps

The first half of the session was spent understanding what was in the DRAFT CMP. No notes were taken at this time as people were talking and understanding the document in this time.

Questions of clarity raised by participants

Participants were asked to note down the questions that would help them understand the DRAFT CMP better. These questions were grouped, where possible, and then Surf Coast Shire staff or John Thwaites (Taskforce Chair) provided responses to these questions. The list of issues, questions, responses, and comments have been captured below.

Theme	Question	Response from Surf Coast Shire or the Bells Beach Taskforce
Governance (Refer to pages 20 & 21 of the Implementation Plan for the terms of reference and the types of members for the BBC)		
Governance: - representativeness - commercial users on the Bells Beach Committee	<ul style="list-style-type: none"> • Why is a commercial user (Surfing Victoria) on the Bells Beach Committee (BBC)? 	<ul style="list-style-type: none"> • Council does not define Surfing Vic as a commercial user; it is a not-for-profit group that represents surfing interests in Victoria.
Governance – representatives on proposed Committee – surf groups and environmental reps on Bells Beach Committee	<ul style="list-style-type: none"> • Why are community surf groups excluded from any governance on the BBC? • Why is there no environmental specialist representation on BBC? • Why are recreational surfers and local environmental groups not given representation on BBC? 	<ul style="list-style-type: none"> • The idea is to have the interests of all user groups represented by the members of the Committee, but members are not appointed to represent one group. Members will need to work together in a collaborative way for the interests of all. • The draft Terms of Reference provides for key users to be on the committee and this includes recreational surfers – if the draft doesn't say that clearly enough that's something we can amend.

	<ul style="list-style-type: none"> Who and how many other people apart from Wathaurung and Surfing Vic - how are they chosen? When reforming a community advisory group what is the rationale for some groups being "included", some being "encouraged"? 	<ul style="list-style-type: none"> On the Bells Beach Committee there will be two Surf Coast Councillors (as managers of the reserve), an independent chair (that will be publicly advertised), Wathaurung representative, Surfing Vic (because they are an independent group that represents surfing for Victoria and they also run a number of events) and there will be five community representatives to be appointed through an open process. Community representatives need to represent the reserves main stakeholder groups. Through feedback the Council can determine the makeup of the group.
Governance – role of independent Chair	<ul style="list-style-type: none"> Does the Independent chair have a vote? Is this a voting committee or more collaborative? 	<ul style="list-style-type: none"> All members will have voting rights.
Governance – representatives – community reps, Are they representing groups or themselves?	<ul style="list-style-type: none"> Community Reps: contradiction whether they are representing groups or not? 	<ul style="list-style-type: none"> Members will be appointed as independent people; they may be part of a group, but they will not specifically represent any group. The member selection process will ensure key skills are held by new Committee members.
Governance – Bells Beach Committee community consultation	How will the Committee consult with the community?	<ul style="list-style-type: none"> Community consultation schedule / aims can be added to the terms of reference.
Events		
Access during events	<ul style="list-style-type: none"> During major events (e.g. Rip Curl Pro) how do we maintain reasonable access to neighbouring breaks (e.g. Winki, Southside)? How will young surfers be given greater access to surf during events? 	<ul style="list-style-type: none"> Seeking feedback on this. It is always going to be challenging during some large events. Young surfers: (pg.25 of Implementation Plan) keen to explore opportunities for a junior surfing component of surfing events. This could be strengthened based on feedback.
Events Policy - offshore component	<ul style="list-style-type: none"> Events Policy - why does Parks Victoria and the Department of Environment, Land, Water and Planning (DELWP) need to provide approval for the offshore component of an event? 	<ul style="list-style-type: none"> The Department of Environment, Land, Water and Planning has advised Council that there should be licences for the offshore component of all events. Council needs to ensure this now happens. Anything to do with use of the ocean (Crown land covered by water) has to be discussed with the Department or Parks Victoria as Council does not manage below high water mark.
Events Policy - where is	<ul style="list-style-type: none"> Events Policy: Where is it and what is it? 	<ul style="list-style-type: none"> DRAFT Events Policy is in the Implementation plan – we are looking

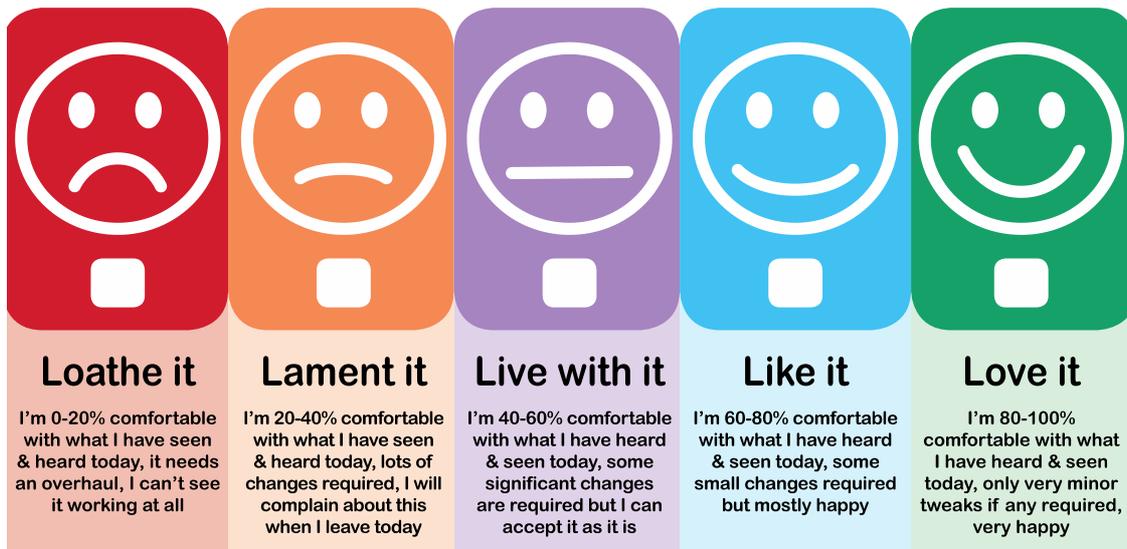
it?		for feedback on this
Events Policy - why is current event model used and why isn't environment included	<ul style="list-style-type: none"> Should we be accepting that the current event model is the best way forward? Why isn't environment included as part of the events policy? 	<ul style="list-style-type: none"> Council is happy to accept feedback on this. The Draft Events Policy includes input from the workshops last year. Environment: sitting within the CMP currently, taking feedback if this needs to be adjusted.
Events Policy – bump in, bump out	<ul style="list-style-type: none"> Bump in and Bump out times for event policy? Where is this being covered? 	<ul style="list-style-type: none"> Aim is to minimise bump out and bump in times. Difficult to reduce for large events. Discussed through the event management plan.
Events Policy - Process	<ul style="list-style-type: none"> Why were Surfers Appreciating Natural Environment (SANE), Bells Beach Preservation Society (BBPS), Surf Rider as recreational community groups not included in the draft for the events policy? 	<ul style="list-style-type: none"> Events policy and governance policy has been developed from the community workshops held in October and November 2014 and they represent the range of views at these sessions. There was no further meeting regarding any of that information. An events policy discussion group was suggested before Christmas but a decision was made in consultation with the Task Force that there was enough information available on the various views and it would be better to draw a line in the sand and present a draft events policy for public comment as part of the coastal management plan consultation. There is the chance for all of these groups to give feedback on the draft events policy over the next 6 weeks, Council will consider whether there is merit in having a specific session with the groups most concerned with the events policy. Community groups means, any group that has members that has an interest in Bells Beach.
Enforcement and signage	<ul style="list-style-type: none"> How do we ensure consistent enforcement of the rules and regulation? Car park signage? What is minimum? Macro vs. Micro management? 	<ul style="list-style-type: none"> We want to tidy up the signage - but in order to consistently enforce the regulations we need to add some signage. The coastal management plan refers to the details of sign removal and addition. Signage allows enforcement under the local laws. Refer to the Implementation Plan for proposed sign changes – both traffic and advisory/warning signs. The Implementation Plan proposes signs at the entrance permitting licensed buses only, new line marking and signage around enforcement – other than traffic signs, it is proposed removing as much signage as possible.

		<ul style="list-style-type: none"> • Under the Road Safety Act there needs to be a number of minimum signs in order to be able to enforce the rules - making the national park style approach difficult. • Again feedback is being sought on this issue.
Stormwater	<ul style="list-style-type: none"> • Is stormwater management being addressed so that there is no likelihood ever of overflow into the Marine National Park? 	<ul style="list-style-type: none"> • In heavy flows, litter traps can overflow • New litter traps are being installed. • Stormwater is being improved. • Hard to guarantee there will never be any overflow, as some people place the litter in the drains.
Enforcement - dogs	<ul style="list-style-type: none"> • Dogs in the Marine National Park? 	<ul style="list-style-type: none"> • They are permitted on lead both on land and water. They are not permitted off-lead on the beach, in the water or in other parts of the reserve
Capacity of the reserve	<ul style="list-style-type: none"> • What is the capacity of the reserve: (i) People (ii) Cars. How can this be better managed? 	<ul style="list-style-type: none"> • Nothing in the CMP that currently addresses this • Exploring the use of additional locations in the township to watch the event from, if Bells reaches capacity during Rip Curl Pro. • Seeking feedback on this.
Traffic management	<ul style="list-style-type: none"> • Traffic Management. How can the traffic and/or parking be better managed during the Rip Curl Pro to eliminate cars along Bells Boulevard and Bones Road? 	<ul style="list-style-type: none"> • SCS is seeking feedback on this
Rural hinterland	<ul style="list-style-type: none"> • How do you keep a rural hinterland setting when land is in private ownership? 	<ul style="list-style-type: none"> • CMP refers to the importance of the coastal hinterland. More work is to be done on this outside of the CMP. • Zoning and overlays are the main controls

Overall level of comfort with the current DRAFT CMP

Participants were asked to give an early assessment of the DRAFT CMP based on what they had seen and heard at the evening workshop. Realising that they haven't had a chance to read the full document and the accompanying implementation plan this was considered only as an early assessment of their level of comfort.

Participants were asked to assess their level of comfort based on a five-point scale.



The picture below depicts the overall positions of the participants.



Some of the reasoning behind the responses for different assessments is outlined below::

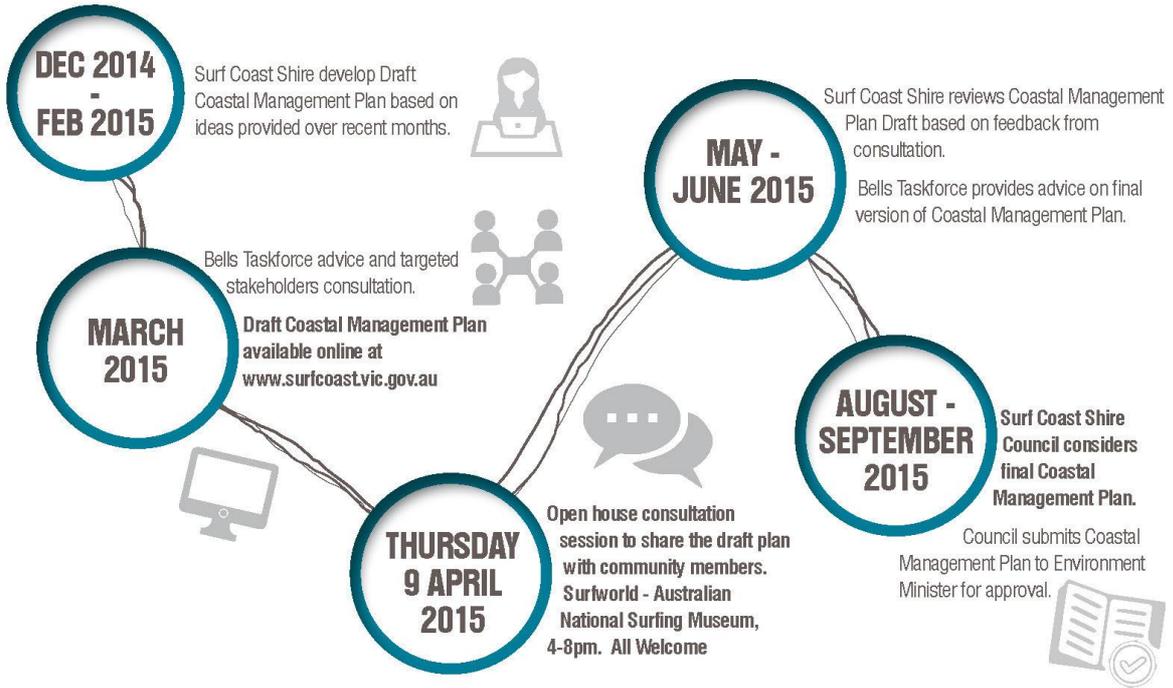
	<ul style="list-style-type: none"> • Couldn't currently live with it based on the events policy and governance
	<ul style="list-style-type: none"> • Compared to previous document, this one is more advanced but still needs some work • Disappointed because more brave steps need to be taken. Lack of consideration of Bells as a special place
	<ul style="list-style-type: none"> • Constraints from government bodies above the Shire regarding the CMP. • Need to read into it further
	<ul style="list-style-type: none"> • Captures the essence of what the community said, didn't say we wanted a radically new approach • It does what it needs to do. – preserve the reserve • Captures the essence of the workshops (most comments generally picked up) • Always has to be a compromise, feels like it cuts a good balance • Some small changes still need to be made, but the process is positive • Its not perfect so not up at 'love it'
	<ul style="list-style-type: none"> • It is a good compromise • Small changes are required • The consultation has been good

Next steps and how to make a submission that counts

This session was about understanding the main content of the draft plans, and then having the opportunity to ask questions of clarification. On the night many participants made comments on what they thought about various aspects of the draft plans (Attachment 1), but these comments do not have the status of formal submissions.

Surf Coast Shire briefly outlined the next steps in the consultation process and how to make a submission. Submissions can be made up until 31 May 2015 and can either be emailed (info@surfcoast.vic.gov.au) or sent directly to Council (PO Box 350, Torquay 3228). It is intended to make all submissions publically available at the close of the submission period (if you prefer you can request that your name not be included). If you make a submission you will also have the opportunity to make a presentation to the Task Force on 11 June 2015).

The diagram below outlines the steps taken since the workshops in November 2014 through to finalisation of the CMP.



Attachment 1 Comments and questions from workshop participants

Note: *The comments listed below were made by participants during the points of clarification discussion. They are the opinions or questions of individual participants. These comments or questions were not voted on and there were no attempts to determine if the views were shared by other participants or a majority of participants.*

Some of the comments made by workshop participants on governance

- Some workshop participants consider Surfing Vic to be a commercial user because it has sponsors and believed that Surfing Vic only represented about 1% of the surfers at Bells (ie it represents competitive surfers not recreational surfers).
- Some workshop participants believe they are both recreational surfers and they compete in surfing events eg. members of Torquay Boardriders Club and that it would be possible to be on the committee and represent the interests of a surfer (both recreational and competitive)
- If you changed the Terms of Reference to have representatives from groups, then what groups would you list as there are a number of groups that are equally deserving of representation?
- The Bells Beach Committee Terms of Reference doesn't indicate that it will regularly meet with the community.
- No mention of an environmental representative on the Bells Beach Committee – Environmental representation should be a mandatory part of the Committee, just like all the other major representational groups
- Environmental representation on the committee – currently takes for granted groups like SANE to look after the environmental. SANE might not be around forever and members skilled in these environmental areas might not necessarily form part of the board.

Some of the comments made by workshop participants on events

- Events Policy doesn't mention community – only the agreement between Council and surfing groups to use Crown land.
- There could be a greener policy regarding capacities and management
- Could it be possible for both sides of the event policy debate to come together for a workshop to try and collaboratively find a middle ground?
- A truly independent group needs to be found – as you don't want surfing groups managing Bells Beach. Bells Beach should be for everyone.
- Community groups – what is a definition of this, where is the line?
- Some of us held a meeting about what we thought the Events Policy should be. This wasn't provided to Council or Task Force in the lead up to preparing the CMP. Be good to be able to meet with interested people and provide this as an input on the draft events policy.

Some of the comments made by workshop participants on enforcement and signage

- Still looks like a micromanagement approach – could it be considered to have a United States national park style approach where there is a single sign at the entrance, with the land beyond untouched?
- Are there other options than the standard galvanised post?
- The sign in the middle of the Winki Pop car park to the toilets is an example of an appropriate sign

Comment made by a workshop participant on stormwater

- It is designed for a 1 in 1 year storm event. To design for a 1 in 10 or 1 in 100 would be too expensive

Comment made by a workshop participant on enforcement and dogs

- Are dogs allowed in the marine national park? Does this include the land below the high water mark?

Some of the comments made by workshop participants on capacity of the reserve

- **What are the reference points?**
- **People need to be educated about why they can't come in.**
- **Need to consider the environmental impacts from capacity.**
- **Interesting to note/measure the capacity of the reserve when the event site is setup, and the event is running. Depending on the tides the capacity changes.**

Some of the comments made by workshop participants on traffic management

- **Capacity of people coming to the event. Traffic management linked to the allowed capacity of the events.**
- **Overflow leads to parking on the side of the road and near Southside**
- **An alternative might be to have a dedicated offsite parking site and a dedicated bus route (eg Park and Ride)**

Surf Coast Shire
Bells Beach
DRAFT Coastal
Management Plan
Events Policy

Workshop Notes

21/5/2015

Fire Light Consulting specialises in community engagement, risk communication, strategy, facilitation, mediation, negotiation, leadership and project management.

Limitations of Use

The sole purpose of this report undertaken by Fire Light Consulting is to provide Surf Coast Shire (SCS) with a report of the feedback from the workshop held on the 21 May 2015.

In preparing this report, Fire Light Consulting has relied upon the information provided by participants at the workshop. The notes have been transcribed directly from the comments made and transcribed on the night. No analysis of these comments was made.

This report has been prepared on behalf of and for the exclusive use of SCS. SCS can choose to share and distribute this report as they see fit. Fire Light Consulting accepts no liability or responsibility whatsoever for or in respect of any use of, or reliance upon this report by any third party.

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Introduction

Surf Coast Shire held a workshop on the 21st May 2015 to invite people that have previously participated in the coastal management plan development process and workshops, Taskforce members and Councillors to discuss the DRAFT Events Policy from the DRAFT Coastal Management Plan – Implementation Plan.

The aims of the session were:

- To unveil the main topics for discussion (based on the homework)
- To explore differing positions for each of these topics
- To see if there are any movement points or best alternatives for the policy going forward

This session did not negate the submissions process and any feedback from participants needs to be submitted through the normal channels for submissions in addition to being raised at this session

Those who chose to attend were not considered a decision-making group but more a discussion group.

Interests held within the room

All of the participants were asked to indicate what areas they had interests in at Bells Beach. Nearly all participants indicated an interest in all the following areas:

- Recreational surfing
- Competitive surfing
- Management / Legal
- Environmental
- Other recreational activities
- Cultural:
 - Indigenous
 - Surfing
- Engagement

The key sticking points

From the homework there were some key points of difference that emerged these were prepared before hand and used to help discuss the interests that sit underneath the stated positions. These key areas were:

- Number of events
- Total number of days of events
- The flexibility of events
- Bond/Bank guarantees
- Legal protection of the site

Interests, concerns or reasons for the different points of view

Flexibility makes it more difficult for rec. surfers to plan and have access
Surfing future too focused on Bells
Access for recreational surfers when surf is good
Need to cater for an increase in recreational surfers – population growth
Weekend events limit access for recreational surfers
Desire to lift the bar
Facilitate sustainable events
Honing competitive skills at Bells
Bells is pinnacle of the athletic field of surfing
Local participation, through sport development pathways, allows access to the pinnacle
Learn through recreational surfing
Pathways for young surfers to aim for pinnacle of Bells
Managing what comes at you, all conditions
Test yourself at Bells – unique in competitive context
Learn about wave and time management in competition
Goal setting something to strive for
Unique characteristics of Bells, weight of reputation
Opportunity to develop skills at Bells – world renowned
Potential for clashes on weekends, impact on access for recreational surfers
Ensuring development of surfing sport (development triangle)
Free surfing helps you understand Bells
Best wave we have
Impact on access to the Bells carpark (traffic management)
Protection in perpetuity – consistency
Need to tailor for different events
Site's ability to handle capacity of events
Policy may not live up to environmental needs and 21st century issues
Events increase impact on environment
Robustness of legal protection
Danger of losing environmental values – enshrine natural values
Keep Bells as it is

Common Ground

Participants were asked to indicate where, if any, there was common ground or a better alternative to the current DRAFT Events Policy that would better meet the many interests in the room.

The areas suggested were the following:

- Dates for Surfing Victoria events don't need to be flexible
- That Surfing Victoria permits can be used by Torquay Boardriders Club
- Policy could facilitate events promoting values
 - Opportunities for economic backing

- Formalise those opportunities
- To educate around environment, surfing and indigenous culture and values
- Policy could clearly state the intent to collaborate and lift the bar

Summary of Surfing Events held at Bells Beach Surfing Recreation Reserve 2011-2015

Year	Event	Organisation	Category	Total Event Days (ref Note 1)	Week days (ref Note 1)	Week end days (ref Note 1)
Jan 2011	Championship Moves Pro Junior	Surfing Vic	Junior boys	1	1	
Jan 2011	Quiksilver Jetty Pro	Surfing Vic	Senior men, junior boys & girls	4	4	
April 2011	Rip Curl Pro including trials	Surfing Vic	Senior men & women	8	5	3
Oct 2011	Industry Challenge Open Mens & Womens	Surfing Vic	Senior men & women	2		2
2011 (July, Aug, Sep)	Torquay Boardriders Aggregates x 3	Torquay Boardriders	All categories except juniors	3		3
Total days for 2011				18	10	8
Percentage of type of days for the year on which a surfing event was held				4.9%	3.8%	7.7%
Jan 2012	Championship Moves Festival of Surf	Surfing Vic	Senior men, junior boys & girls	5	3	2
April 2012	Rip Curl Pro including trials	Surfing Vic	Senior men & women	7	5	2
May & Jun 2012	Australian Indigenous Titles	Surfing Vic	Senior men & women, Master men	5	5	
Sep 2012	West Coast Titles Industry Challenge & Vic Teams Titles	Surfing Vic	Senior men & women	2		2
2012 (July, Aug, Sep)	Torquay Boardriders Aggregates x 3	Torquay Boardriders	All categories except juniors	3		3
Total days for 2012				22	13	9
Percentage of type of days for the year on which a surfing event was held				6%	5%	8.7%
March & April 2013	Rip Curl Pro including trials	Surfing Vic	Senior men & women	7	5	2
May 2013	Australian Indigenous Titles	Surfing Vic	Senior men & women, Master men	5	5	

Year	Event	Organisation	Category	Total Event Days (ref Note 1)	Week days (ref Note 1)	Week end days (ref Note 1)
Sep 2013	West Coast Open Titles & Industry Challenge	Surfing Vic	Senior men & women	2		2
Oct 2013	Team Up Charity Challenge	Surfing Vic	Open to all	1		1
2013 (July, Aug, Sep)	Torquay Boardriders Aggregates x 3	Torquay Boardriders	All categories except juniors	3		3
Total days for 2013				18	10	8
Percentage of type of days for the year on which a surfing event was held				4.9%	3.8%	7.7%

Jan 2014	Piping Hot Surfing Festival	Surfing Vic	Open Men, boys & girls junior	5	3	2
April 2014	Rip Curl Pro including trials	Surfing Vic	Open Men & Women	11	8	3
May 2014	Australian Indigenous Titles	Surfing Vic	Senior men & women, Master men	5	5	
Oct 2014	West Coast Titles Industry Challenge & Vic Teams Challenge	Surfing Vic	Senior men & women	2		2
2014 (July, Aug, Sep)	Torquay Boardriders Aggregates x 3	Torquay Boardriders	All categories exc juniors	4		3
Total days for 2014				26	16	10
Percentage of type of days for the year on which a surfing event was held				7.1%	6.1%	9.6%
March April 2015	Rip Curl Pro including trials	Surfing Vic	Open Men & Women	13	10	3
May 2015	Australian Indigenous Titles	Surfing Vic	Senior men & women, Master men	5	5	
Sep 2015	Toll West Coast Open Titles	Surfing Vic	Senior men & women	2		2
June 2014	Hells Bells	Torquay Boardriders	Open men & women	1		1
Jul, Aug, Oct 2015	Torquay Boardriders Aggregates x 3	Torquay Boardriders	All categories except juniors	3		3

Year	Event	Organisation	Category	Total Event Days (ref Note 1)	Week days (ref Note 1)	Week end days (ref Note 1)
Total days for 2015				24	15	9
Percentage of type of days for the year on which a surfing event was held				6.6%	5.8%	8.7%

Note 1: During events with an 'event window' depending on surf conditions a full 'day' may be used for competition and at other times only a few hours may be used. In the table the number of days includes both full and part days used. –for example if a competition used two full days and four half days, that is counted as six days, not four days.

Note 2: days taken by Rip Curl Pro and trials are actual total days of competition for that year from start of trials to end of finals, including rest days within that period.

At times a Torquay Boardrider event may have been moved to Jan Juc because of swells. Council does not hold accurate records of these changes so the above assumes there were three aggregate events a year at Bells, though in some years there may have been fewer than three

Attachment 5

Hearing of Submissions

Bells Beach Coastal Management and Implementation Plans

Hearing Notes

Introduction

Eight submissions were received on the draft Coastal Management and Implementation Plans. All submitters were invited to speak to their submission before the Bells Beach Task Force at a submissions hearing held on 11 June 2015. Five submitters accepted the invitation to speak. Submitters had five minutes to make a presentation after which Task Force members asked questions of clarification.

The following are notes on the main points raised by the submitters. It is not a transcript of hearing. The presentations made at the submission hearing will be considered along with the written submissions made.

Submitters

1. Bells Beach Preservation Society (BBPS) presented by Andrew Cherubin

Major flaws in the draft plans:

- Governance
- Events Policy (issues with draft policy are covered in the written submission provided by the BBPS)

New drafts are better than the previous Coastal Management Plan but deficiencies remain.

Governance

- The proposed model is similar to the previous model.
- There are conflicts between recreational surfers and Council.
- BBPS recommends the draft Terms of Reference be reconsidered and be more inclusive of recreational surfers.
- BBPS would like a Panel as per its written submission. Panel should have more power, recreational surfers need representation.
- Council to have veto power.

Events – The concerns of the BBPS with events were not discussed in detail at the submissions hearing. Event concerns are covered in their written submission.

2. Maurice Cole

- There is nothing for recreational surfers in the draft plans though it is the largest user group. Recreational surfers are surfers who are not members of clubs or organisations that use Bells.

What do recreational surfers want?

- More studies of who we are, what we want
- Less surfers in the water
- How recreational surfers can be communicated with more effectively

Concerns with economic figures and lack of recognition of the contribution of recreational surfers.

There is the potential to hold a surfing festival in conjunction with the Australian Indigenous Titles..

Cancel all bus licences.

3. SANE, presented by Graeme Stockton

- Want the environment to be looked after and there to be balance between use of the reserve and broader area and the reserve's environment.
- Concern about separation of the environment and economics in discussions and policies. Economic outcomes must be in balance with environmental outcomes. The environment does not expand with the economy.
- *State of the World 2015* report by the Worldwatch Institute outlines the trouble with continuous economic growth – eg climate change, decline in ecosystem services, environmental damage etc. There is an alarming local biodiversity loss. Bells can be a flagship or masthead reserve where we can strive for authentic sustainability.
- Environment must be at the head of what we do.
- Educate and inform local community and visitors.
- Given the Bells committee environmental power.
- Indigenous Titles can be a festival and help with education.
- Indigenous ranger.
- Surf World to be a cultural centre.

4. Surfing Victoria, presented by Adam Robertson

- Surfing Victoria supports the draft Events Policy that was put out for consultation.

- Surfing Victoria supports its events at Bells as being, the Rip Curl Pro, 2 national events for sport development, 2 domestic events such as the West Coast Titles, and 1 special event such as the Australian Indigenous Titles.
- Surfing competitions at the reserve help to fulfil dreams.
- Surfing Victoria supports an annual calendar.
- Surfing Victoria supports Torquay Boardriders being able to use one of Surfing Victoria's permits for an event if it is not going to be used in that year by Surfing Victoria.
- Some events such as the Indigenous Titles only run mid-week between 9 am and 4 pm. People can surf before and after on each day.
- If Surfing Victoria's event numbers are cut then the category most likely to be cut would be the annual special event.

5. Surfrider Foundation, Surf Coast Branch, presented by Darren Noyes-Brown

- The Our Say online forum had 37% of the voters supporting the surfing sanctuary vision.
- In May 2012 Council lost community trust.
- Council hasn't listened to community ideas. The draft plans don't mention recreational surfers or new legislation to protect Bells.

Events

- Surfrider supports there being only 5 surfing events at Bells each year, totalling 35 days including bump in and bump out for the Rip Curl Pro.
- The percentage of contest days is of concern as is the amount of competition on weekends versus week days.
- Surfrider doesn't support the transfer of permits not used by Surfing Victoria to the Torquay Boardriders.
- Bump in and bump out for Rip Curl Pro – there must be ways it can be done better. There should be better car park access during bump in and bump out. Questions about the amount of infrastructure.
- May be better to actually close the car park for a few days to speed up bump out time. Difficulty surfing at Bells during events puts pressure on surrounding breaks.

Governance

- Concerns with Surfing Victoria on the Committee and the lack of dedicated representatives for other reserve user groups.
- Concerns with the committee being advisory rather than having joint responsibility.

Summary of issues raised during submissions for final Coastal Management and Implementation Plans

Protecting and respecting the natural environment		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed direction in final CMP and IP
Environment - Recommendations relating to giving the environment more prominence on the Bells Beach Committee and Events Policy		The CMP contains many actions designed to conserve and enhance the natural environment. Protection of the environment is more clearly emphasised in the skills the role of the new Bells Beach Committee.

Protecting and respecting indigenous heritage		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed direction in final CMP and IP
No written submissions were received on indigenous heritage but there was general support for protecting heritage values. A meeting was held with the Wathaurung Aboriginal Corporation who provided general support to the directions of the CMP		An ongoing partnership with the Wathaurung Aboriginal Corporation (the Registered Aboriginal Party for the reserve) will underpin management of aboriginal heritage into the future. Consideration of aboriginal heritage will be an ongoing part of reserve management.

Protecting and respecting surfing culture		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
Surfing culture – the CMP does not distinguish between recreational surfing and competition surfing.	Delineate between competition and recreational surfers and then recognise recreational surfers as the primary stakeholder in the reserve	The final plan will not make a distinction between surfers. A separation does not assist management of the reserve, leads to the creation of an artificial division between users and defining who would qualify as a recreational surfer is extremely difficult and problematic. A balance of surfing interests, both recreational and competitive, will be sought on the new Bells Beach Committee. All actions in the CMP will seek to improve the experiences of all surfers.
Surfing Sanctuary concept or new special legislation to protect the reserve	Provide a higher level of recognition for surfing, and provide protection in	An analysis of the current legislative protections for the reserve and offshore areas beyond the reserve boundaries showed that there is already a high level of existing protections under a variety of acts –the Crown Land (Reserves) Act 1978, Victorian

	perpetuity	Heritage Act 1995, Coastal Management Act 1995, Aboriginal Heritage Act 2006 and the Environment Protection and Biodiversity Conservation Act 1999. The offshore waters beyond the reserve have protection under the National Parks Act 1975 (for the part that is in the Point Addis Marine National Park) and the Crown Land (Reserves) Act (these protections are described in detail in the CMP). It is beyond the powers of local government to make legislation that improves protection and other suggested actions such as nomination as a National or World Surfing Reserve does not provide any additional legislative protection. The one area that can be improved upon is protection for the reserve and adjoining hinterland under the Surf Coast Planning Scheme. Further work will be undertaken in 2015/16 to strengthen this protection.
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Addressing economic values		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
Economics – concerns raised regarding the cost of managing the reserve versus the income received from the reserve, where income from events is spent		The time that the reserve is used for events is relatively small. For the vast majority of time the reserve is free for public use. As the general public is the largest beneficiary of the reserve there is a reasonable logic that the funding contributions would reflect that.
Economic development – Concerns with the Council report, “Economic Value of the Surf Industry to Surf Coast Shire.” Concerns relate to focus on the surf industry and economic growth without regard to the benefits of, and impacts on, recreational surfing, numbers of people on local surf breaks, sustainability		Inclusion of a summary of the findings of the Economic Value of the Surf Industry to Surf Coast Shire report in the CMP is for the purposes of highlighting the significant contribution this activity makes to the region. The CMP does not contain any recommendations that seek to encourage higher use of the reserve by any section of the surfing community or surf industry.

Governance		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
Governance – Dissatisfaction with Surfing Victoria and the Wathaurung having designated seats on the Bells Beach Committee, concern that the interests of recreational surfers will not be represented on the Committee	Designated seats must be available for all stakeholders or removed completely. Appointment of all members should be on merit based on the values of the reserve	Surfing Victoria (as the not for profit state body representing surfing) and the Wathaurung Aboriginal Corporation will have nominated representatives on the new committee. As the Registered Aboriginal Party for the reserve, the Wathaurung Aboriginal Corporation is best able to assist and advise on aboriginal heritage. Surfing Victoria’s input is fundamental to the management of the principal event (the Rip Curl Pro) along with the four other Surfing Victoria events that can occur in the reserve. Broader surfing interests will be represented by the independent representatives on the Bells Beach Committee.
Governance – No designated seat on the Bells Beach Committee for an environmental representative, or no designated position for SANE (Surfers Appreciating the Natural Environment)	Include a designated seat for the environment on the Bells Beach Committee	The final Terms of Reference for the appointment of members to the new Bells Beach Committee has been revised to clarify that committee members that hold the necessary environmental management skills and are experienced in land management are required.
Governance – there are concerns with the proposed Bells Beach Committee being an advisory committee	Council should form a governing panel that has a real say comprising Councillors and representatives of local community groups that are involved in Bells.	Advisory Committees to Council are established by Council under the provisions of the Local Government Act. Advisory Committees regularly assist Council in the management of a wide range of issues. The final Terms of Reference for the new Bells Beach Committee will clearly outline the objectives and role of the Committee, will specify that two positions on the Committee are held by Councillors so there is first-hand knowledge and experience of Committee business, will set out reporting requirements to Council to ensure there is an ongoing understanding of current issues, and will provide for Committee involvement in the implementation of the new coastal management plan

Events management		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
<p>Events Policy – Some submissions recommended changes to event policy and management. Primary points of submissions related to the number of surfing events in the reserve, bodies able to conduct a surfing event, restrictions on the breaks that can be used for events, starting time, sustainability of events and event set up and pack up (bump in and bump out)</p>	<p>Five events per year with 30 event days total including bump in and bump out. Events to be: Australian Indigenous Surfing Titles 5 days One international event – Rip Curl Pro with 6 days bump in, 12 event days, 4 days bump out Three single day Torquay Boardriders events No events allowed to surf at Winki Pop or Centreside. Only break for competitions should be Bells. No use of the surf zone less than 90 minutes after sunrise and no later than 90 before sunset. Improved notification that an event is occurring Zero plastic waste from commercial vendors All visitors bussed in and bussed out Temporary bike rack at helipad during events Make more of the live site at Surf City precinct Surf City precinct includes electric bike hire and bus service to the reserve Use pre-fabricated units to reduce bump in and bump out Continue good work of Surfing Victoria with the National Indigenous Titles and make event more connected with locals, greater sharing of cultural knowledge/experience Torquay Boardriders could move from 3 to 4 events if Surfing Vic give up an event If allocated permits for events have not all been used in the last three years then the number of allocated events should be reduced to reflect this</p>	<p>Based on the community and Task Force input the Events Policy for the reserve has been re-amended. Key directions in the new policy include: Retaining the existing number of surfing events each year - the Rip Curl Pro, four Surfing Victoria sanctioned events, a further Surfing Victoria event if it is approved by the Bells Beach Committee and three Torquay Boardriders events. Use of surf breaks – the Rip Curl Pro can use either Bells or Winki breaks, Surfing Victoria sanctioned events may only use the Bells breaks, Torquay Boardriders Club may use the Winki breaks on one occasion each year –with their remaining events for the year using the Bells breaks There will be no hours specified for the staging of events in the policy – this was considered too difficult to manage effectively Environmental audits will be phased in for event management An independent audit of the bump in and bump out time for the Rip Curl Pro will be conducted in 2016 to assist with identifying potential improvements The Bells Beach Committee will have a role in the implementation of the Events Policy and the environmental audits A calendar of events for the reserve will be developed and be publically available through Council’s website</p>

Infrastructure management		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
Stormwater management – proposed stormwater improvements such as litter collection baskets are a small improvement and don't meet best practice performance. Desirable to remove and treat coarse and fine sediments, nutrients and heavy metals	Treatment of sediment and finer pollutants in stormwater within the developed areas of the reserve	A review of stormwater studies and options is proposed in the final plans. Stormwater treatment is potentially costly, temporarily disruptive and could adversely impact on other values eg heritage values from the extensive excavations required. Further investigations are required into the level of pollutants in runoff from the car parks and the benefits/costs of different treatment options (best practice treatment was costed at approximately \$1.6M in the 2010 CMP).
Infrastructure – cliff around hammerhead car park is becoming more unstable, and hammerhead area has potential to be a meeting area for surfers to socialise and could be used for stormwater treatment	Reconsideration of the 2004 proposal to close and revegetate the hammerhead by 2018	Geotechnical experts have advised that stability of cliffs around the hammerhead car park would not benefit from the car park removal. While valid social reasons were raised to remove the hammerhead car park, the idea did not receive strong community support at the workshops. The final plans do not propose closing the hammerhead car park.
Use of the term overflow car park for land to the west of the road gives the idea that growth in visitors can be catered for	Additional signs, chains and barriers to signal it is not a car parking area Close and revegetate the overflow car park	The final CMP will include closure of the northern part of the overflow car park to prevent its use except during the Rip Curl Pro. This will promote improved grass cover and discourage camping. It is proposed that the southern-most section will remain open to allow for hang glider set up and occasional use during prime surf conditions.
Infrastructure – Signs – There is support for the enforcement of bus parking but can the signs be simplified. New signs for hang glider launch. Non-traffic signs should have a certain look	Simplify traffic signs while still providing for bus licence enforcement. Add sign at hang glider launching site Use signage of National Park Character	Final plans will include an updated traffic plan with reductions in traffic sign numbers and reduced complexity of wording. Final plans also contain recommended style guide for the upgrading of non-traffic signage within the reserve. Old signs will be removed and replaced with the minimum number of signs necessary for management, enforcement, public safety and environment protection purposes. The replacement signs will be in the new style consistent with the significance of the reserve
Proposed notice board	If there has to be a notice board it should be next to an existing structure such as the toilet block	No notice board is recommended in the final plans

Infrastructure management		
Issue or idea raised by submitter	Solution proposed by submitter	Proposed Direction in final CMP and IP
Infrastructure – helipad is in need of significant attention	Viewing should be maintained but could have a significant increase in vegetation. Some design suggestions included	Low key formalisation of the helicopter landing area is included in the final plans. Design will occur in consultation with the proposed Bells Beach Committee.
Use of Winki Pop Island as a toilet	Use sturdy fencing to keep people out rather than junk temporary signage	Signage has been trialled but issues remain. Final plans recommend that a combination of fencing and planting be used to reduce the incidence of use of the island as a toilet. Temporary signage will be able to be removed when this happens.
Concern over widening of pathway in Winki Pop car park and minor trimming of vegetation. Not consistent with the vision.	Define minor trimming and avoid need to suburbanise the reserve	Widening of the pathway in the Winki car park will remain in the final plans but it will be clearly stated that the widening will occur using the existing car park footprint (no increase in footprint is required). Proposed that views be retained from existing built lookouts. This may require some trimming of regrowth but it will be clearly stated that this will be minimal and must not cause systematic damage to the vegetation involved.

Traffic management		
Issue or idea raised by submitter	Solution proposed by submitter	Direction in final CMP and IP
Pedestrian crossing and signs not compliant with Australian Standards and not used, plus various other traffic issues	Pedestrian crossing and signage should be removed, or as a minimum, the signs mounted on poles could be replaced with pavement markings Low speed limit in entire car park One way traffic on eastern side of Wink Pop car park Widen car parks on coast side of car parks as surfers mainly drive wider vehicles Proposed bike rack location should be changed – better spot would be junction of two pathways leading to Winki Pop and viewing platform	The pedestrian crossing will be retained in the final plans, but the number of signs associated with the crossing will be reduced (subject to additional traffic management advice). The speed limit in the car park will remain at 20 km/hr. There will be no changes to car parking size or the direction of traffic flows. The final location of the bike rack will be determined in consultation with the new Bells Beach Committee

On-site enforcement and behaviour		
Issue or idea raised by submitter	Solution proposed by submitter	Direction in final CMP and IP
Cigarette butts are a significant litter issue	Ban smoking in the entire reserve not just on the beach	The final plans do not include a ban on smoking in the reserve beyond the current ban of smoking on the beach

Other issues		
Issue or idea raised by submitter	Solution proposed by submitter	Direction in final CMP and IP
Carrying capacity of the reserve, particularly from the perspective of recreational surfing and carrying capacity of the surf zone.	Undertake carrying capacity studies as per the Gold Coast	The final CMP will discuss carrying capacity and state that the approach to managing carrying capacity issues will be via actions such as not increasing car parking areas, closing part of the overflow car park, managing the number and type of events etc. The final plan will also note that the Western Coastal Board's proposed Visitation Demand Framework may help with a regional approach to visitation pressures. Carrying capacity of the Gold Coast surf breaks have been studied recently as part of the preparation of a surf management plan for that area. While the number of surfers on some breaks is seen as a problematic issue for many but not all surfers, the possible solutions being discussed in Queensland are a beach tax, less favourable car parking arrangements and the creation of additional surf breaks to increase carrying capacity. These methods are not being considered or proposed as part of this CMP
The CMP does not respond to regional population growth	Plan for regional population growth in the CMP	Population growth in the region is beyond the scope of the coastal management planning process, though as described above, carrying capacity will be discussed and a number of actions are designed to help manage visitor pressures

