This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Part A Background Information

1 Introduction

The purpose of the Paynesville Maritime Precinct Master Plan is to provide a detailed framework and corresponding implementation strategy for the development of the Slip Road area of Burrabogie Island in Paynesville, including proposals for land use, movement network, landscape, built form and public facilities.

The key objectives are:

- Establish a master plan to guide precinct development over the next 10 years;
- Balance maritime related activities with public enjoyment of the foreshore;
- Identify, prioritise and indicatively cost the public works necessary to achieve this; and
- Establish any other decisions or actions required to implement the master plan.

The study area is shown in Fig.1 Existing Land Use within the Precinct and includes private and public land zoned Industrial 3, Public Park and Recreation, some Mixed Use and undeveloped Residential 1. It does not specifically include the developed residential land (Captain’s Cove, Caravan Park and individual housing plots) on the western side of Burrabogie Island.

This section of the Paynesville Maritime Precinct Master Plan details the preliminary analysis of opportunities and challenges facing the Paynesville Maritime Precinct. The Master Plan, which is contained in Parts B and C of this report, consolidates this analysis into a series of implementation strategies for the Slip Road precinct. The accompanying plans are contained in Part D.

The Master Plan study area is depicted in Figure 1.
Figure 1: Paynesville Master Plan Study Area
2 Existing Situation

2.1 Planning Context

VICTORIAN COASTAL STRATEGY and COASTAL ACTION PLANS

The strategic intent of the Victorian Coastal Strategy and the Coastal Action Plans in relation to crown land uses are summarised in Table 1.

The Coastal Management Act 1995 enabled the formation of the Victorian Coastal Council and Regional Coastal Boards, including the Gippsland office located in Bairnsdale. The Victorian Coastal Council is responsible for the Victorian Coastal Strategy and the Gippsland Coastal Board produces regional Coastal Action Plans.

The Gippsland Lakes Coastal Action Plan 1999 supports the continued growth of tourism and boating activities in urban centres such as Paynesville and specifically identifies “Slip Road, Paynesville, as a marine industrial precinct”. The Gippsland Boating Coastal Action Plan 2002 proposes a number of projects in Paynesville including improvements to the King Street ramp and parking, a possible new marina south of the Government Slipway (Gippsland Ports) and locational signage to alternate ramps.

The Victorian Coastal Strategy 2008 sets out updated policy regarding the use and development of the coast, particularly considering the impact of climate change, rapid coastal population growth and the health of the marine environment. It is worth considering in some detail the specific criteria for the use and development of coastal Crown Land (refer P.56 of the Strategy), as this forms a key issue in the precinct:

Table 1: Intent for Crown Land, Victorian Coastal Strategy and Coastal Action Plans

<table>
<thead>
<tr>
<th>VICTORIAN COASTAL STRATEGY CRITERIA FOR CROWN LAND USE</th>
<th>CONSIDERATION IN RELATION TO POSSIBLE PRECINCT USES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MARINE INDUSTRIES</td>
</tr>
<tr>
<td>Has demonstrated need to be sited on the coast and requires a coastal location to function</td>
<td>YES</td>
</tr>
<tr>
<td>Located within an activity node or recreation node</td>
<td>Paynesville is an activity node and this is an urban area.</td>
</tr>
<tr>
<td>Fuills an identifiable need that cannot be met elsewhere</td>
<td>YES, few sites in Gippsland Lakes</td>
</tr>
<tr>
<td>Demonstrates considerable net community and public benefit and ensures equity in community access to new and existing development</td>
<td>Supports year-round employment in a town with limited alternatives.</td>
</tr>
<tr>
<td>Involves consultation with local and broader community</td>
<td>Planning process to include precinct stakeholders and Paynesville residents.</td>
</tr>
</tbody>
</table>
### Table 1: Intent for Crown Land (continued)

<table>
<thead>
<tr>
<th>VICTORIAN COASTAL STRATEGY CRITERIA FOR CROWN LAND USE</th>
<th>CONSIDERATION IN RELATION TO POSSIBLE PRECINCT USES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities multi-use of sites and existing infrastructure and the rationalisation of existing buildings and car parks without resulting in over-use</td>
<td>MARINE INDUSTRIES: Tends to favour industrial use, though there is potential to involve tourism. RECREATION / TOURISM: Potential car parking over-use on limited peak weekends (under-use much of year). RESIDENTIAL / COMMERCIAL: Commercial component may favour multi-use.</td>
</tr>
<tr>
<td>Facilitates improvements of sites or existing developments that have poor environmental or social performance</td>
<td>MARINE INDUSTRIES: Much of the precinct Crown Land is currently vacant, with limited environmental quality and sporadic public use. The Gipps Ports facility performs an important community function (control and service of boating).</td>
</tr>
<tr>
<td>Is consistent with the requirements of Coastal Action Plans, management plans and the relevant planning scheme</td>
<td>YES, at least within the area zoned Industrial 3</td>
</tr>
<tr>
<td>Exhibits excellence in siting and design, complements or integrates with the coastal landscape and setting, maintains important public views , vistas and sightlines and is set back from the coast as far as practicable in line with vulnerability assessments</td>
<td>Design to be controlled in line with Victorian Coastal Council guidelines, proposed precinct guidelines and existing UD Framework guidelines. Being an artificial foreshore contained within an urban area, set backs are not particularly relevant, except in so far as they ensure public access and limit vulnerability. The design of the existing Gipps Ports facilities is improvable.</td>
</tr>
<tr>
<td>Will not be vulnerable to climate change risk within the lifespan of the new development</td>
<td>Any precinct development is likely to be of a limited lifespan, but even so must address water level rise of 0.8m by 2100 and consider flooding up to 2.0m (1 in 100 year probability).</td>
</tr>
<tr>
<td>Enhances public access to the coast and will not result in a reduction of open space</td>
<td>MARINE INDUSTRIES: Tends to reduce public access, and open space. RECREATION / TOURISM: Favours public access. RESIDENTIAL / COMMERCIAL: Tends to reduce public access and open space.</td>
</tr>
<tr>
<td>Has carefully considered access, pedestrian safety and implications to the surrounding community from demand likely to be generated by the new use</td>
<td>Need to consider traffic generation and safe pedestrian routes.</td>
</tr>
<tr>
<td>Encourages access by modes other than private vehicle</td>
<td>Proper walkways/footpaths and new pedestrian bridge to town centre required.</td>
</tr>
<tr>
<td>Ensures that off-site impacts of the use or development do not detrimentally affect coastal marine natural and cultural values</td>
<td>MARINE INDUSTRIES: Control potential pollution of ground, air and water and manage waste. RECREATION / TOURISM: Control visitor activity and waste. RESIDENTIAL / COMMERCIAL: Control potential pollution and manage waste.</td>
</tr>
<tr>
<td>Does not disturb coastal acid sulphate soils</td>
<td>MARINE INDUSTRIES: Precinct not known to be acid sulphate prone, but any development should limit soil disturbance.</td>
</tr>
<tr>
<td>Supports market rent and appropriate rates and taxes for all commercial use of Coastal Crown Land to discourage the use of Coastal Crown Land as a cheap alternative to private land</td>
<td>YES</td>
</tr>
</tbody>
</table>
EAST GIPPSLAND PLANNING SCHEME

STRATEGIC ISSUES

In a strategic sense the local Planning Scheme Amendment C68 (pending final approval) contains indications particularly relevant to the Maritime Precinct, as follows:

- **Vision** – Paynesville will build on its strengths as the best recreational boating destination to access the Gippsland Lakes to become a vibrant maritime town that reflects the international standard of the lakes for boating, the natural environment and cultural heritage. It will expand as a residential and business centre focused around boating, tourism and healthy living. The buildings will develop with a coastal maritime character that will be expressed through materials, colour and detail. The scale will be village like with a feeling of relating well to human scale…

- **Objectives** – To build on the strengths of Paynesville as the best boating destination on the Gippsland Lakes. To improve access, safety, circulation and legibility of roads and pedestrian links along the foreshore, throughout the town and to maximise tourism opportunities.

- **Strategies** – Ensure that the development of Paynesville occurs generally in accordance with the Paynesville Strategy Plan. Plan for the future location of dry storage facilities for small to medium sized boats.

- **Further Strategic Work** – Investigate the possibility of allocating land south of the Paynesville cemetery, or in that vicinity, for clean, non-marine industrial uses servicing the local community. Investigate opportunities for more effective use of land for maritime industry at Slip Road in an attractive setting.

It is clear that Council’s intention is that Paynesville will continue to grow and that this growth will be largely based on tourism and particularly recreational boating. The Slip Road precinct is regarded as a focal location for commercial boating activity and the strategic intention is to ensure that appropriate development:

- Maintains the village like, maritime character;
- Improves links along the foreshore;
- Plans dry boat storage facilities; and
- Provides an alternative location for non-marine industry.

ZONING

As illustrated in Figure 2, the Precinct includes the following zones:

- **R1Z – Residential 1**: Residential development at a range of densities with a variety of dwellings. May include a limited range of non-residential community services.
- **MUZ – Mixed Use**: Range of residential, commercial, industrial and other uses which complement the mixed use function of the locality.
- **IN3Z – Industrial 3**: Industries of a particular nature and of limited impact on their surroundings. Buffer to local communities and their amenity. Only a caretaker dwelling permitted.
- **PPRZ – Public Park and Recreation**: Public recreation and open space. May include commercial uses where appropriately associated with the public land use.
- **RDZ1 – Road**: Significant road designated Category 1, requiring VicRoads approval to create or vary access arrangements (including adjoining uses).
Figure 2: Slip Road Precinct Planning Controls – Zones
OVERLAYS

The following Overlays are currently applicable to small parts of the precinct:

**Heritage Overlay:** Applied exclusively to the Gippsland Ports Slipway (as shown in Figure 3) and Winch Shed, which is H1648 on the Victorian Heritage Register.

**Design and Development Overlay** - DDO2 Constructed Waterways Paynesville: Applied to the canalside Mixed Use site (formerly Websters Marine), with setbacks, etc to protect residential and visual amenity of the waterways.

There are currently **NO** Vegetation Protection, Land Subject to Inundation, Significant Landscape, Public Acquisition or other overlays applicable to the precinct.

**Figure 3: Gippsland Ports Slipway**

PAYNESVILLE URBAN DESIGN FRAMEWORK

The 2007 UD Framework and the associated Paynesville Slip Road Master Plan (refer Coastal Towns Design Framework, Paynesville, Plan 6B) seek to “strengthen the marine related industrial focus of the precinct, and improve its identity/appearance and pedestrian connections.” A series of project based actions were proposed and drawn up as Plan 6B, though they were not approved by the East Gippsland Shire Council, pending further consideration (this study is largely a response to that decision). The proposed actions are summarised in Table 2, with brief comments.
Table 2: Summary of Paynesville Urban Design Framework

<table>
<thead>
<tr>
<th>UD FRAMEWORK ACTIONS/PROJECTS</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Multi use park opposite King Street entry</td>
<td>Almost 1ha of park in addition to the large Town Park to be built at the Gilsenan Reserve.</td>
</tr>
<tr>
<td>2. Southern parking area</td>
<td>Needed for local service.</td>
</tr>
<tr>
<td>3. Low level operable pedestrian bridge</td>
<td>Agreed, high priority.</td>
</tr>
<tr>
<td>4. Cafe site (near pedestrian bridge)</td>
<td>Possibly better located at Centre for Wooden Boats.</td>
</tr>
<tr>
<td>5. Water edge promenade (6m walkway + 20m grass and trees + 3m cycleway)</td>
<td>Potentially over-scaled.</td>
</tr>
<tr>
<td>6. Trailer parking and public car park</td>
<td>Rezones over 1ha from Industrial to public park and recreation. Detailed access to boat ramp problematic as drawn.</td>
</tr>
<tr>
<td>7. Site for Centre for Wooden Boats</td>
<td>Further north than proposed by PMIA, leaves no available land for associated Industrial or future special uses. Alters the PMIA configuration.</td>
</tr>
<tr>
<td>8. Enhancement of Slip Road</td>
<td>Overhead power now undergrounded. Proposed streetscape works potentially inconsistent with available space and industrial property access in the northern section.</td>
</tr>
<tr>
<td>9. Frontage to water edge boatyards (Gippsland Ports)</td>
<td>Transparency of boundary is important. Space for walkway treatment is limited.</td>
</tr>
<tr>
<td>10. Revegetation area</td>
<td>Conflict between replanting and suggested longer term use as boat storage.</td>
</tr>
<tr>
<td>11. New car parks (Slip Bight Marina)</td>
<td>Significant formalised parking with likely irregular usage.</td>
</tr>
<tr>
<td>12. Multi use open lawns</td>
<td>Should be as open and flexible as possible.</td>
</tr>
<tr>
<td>13. Water edge promenade (6m walkway + 20m grass and trees + 3m cycleway)</td>
<td>Potentially over-scaled.</td>
</tr>
<tr>
<td>14. Lookout mound</td>
<td>Questionable cost benefit.</td>
</tr>
<tr>
<td>15. Slip Road north end</td>
<td>Turnaround now exists.</td>
</tr>
</tbody>
</table>

2.2 Existing Proposals

JETTY 5, SLIP BIGHT MARINA

The East Gippsland Shire Council as owner and operator of Slip Bight Marina is developing a fifth jetty with 50 moorings from 10 to 18m in length and with a 10-year lease costing between $30,000 and $50,000. These berths are of a superior category and cost to those offered elsewhere in Paynesville, enjoying on-site power and water, full security access and supplementary services. The proposed plan for Jetty 5 is illustrated in Figure 4.

Figure 4: Proposal for Jetty 5, Slip Road
GIPPSLAND PORTS

The Gippsland Ports marine workshops include a slipway and winch for up to 140 tonnes (capable of servicing the Raymond Island Ferry), a 40-tonne travel lift (as indicated in Figure 5) and a full range of maintenance and overhauling facilities for all wooden and fibreglass boats. They are continually expanding facilities and have recently built a controlled atmosphere spray paint workshop. Considering the combined increased boating activity and the increased sophistication of vessels, Gippsland Ports indicates their need for future expansion. This space might accommodate additional office space and additional space for the Water Police.

Additionally Gippsland Ports maintains a Berths Waiting List which currently indicates 186 applicants for fixed berths and 32 for swing moorings. A recent Berth Review and Development Planning study undertaken for Gippsland Ports indentified a maximum of 580 potential berths alongside the McMillan Strait at Paynesville (reserving a clear 90m wide navigation channel).

CENTRE FOR WOODEN BOATS (CWB)

In 2007 the Paynesville Marine Industry Association (PMIA) commissioned a Feasibility Study for a Centre for Wooden Boats, alongside Slip Road, south of Gippsland Ports (a Crown Land site known as Squatters Row). The proposed facility is to occupy a two storey building on a site of 3-4,000 m², berthing and parking apart. It is to include a visitable workshop to provide short courses and apprenticeships, together with a meeting cum classroom, historical displays, a commercial restaurant/café, outdoor areas and berthing facilities. The estimated construction cost was then $2,600,000 and assumed full capital expenditure financing from Government grants. Running costs were modelled as break even (largely due to the initial sale of berths and the annual lease fee for the restaurant).

Figure 5: Travel Lift, Gippsland Ports Facility in Paynesville

PAYNESVILLE MARINE INDUSTRY ASSOCIATION (PMIA)

Apart from promoting the Centre for Wooden Boats, PMIA has undertaken a broader Cluster Project which includes, amongst other activities:

- Marine Industry Precinct Concept Plan (prepared in 2005), incorporating the CWB, parking areas and a northerly expansion of Gippsland Ports;
- Undergrounding of power in Slip Road, to facilitate boat access to marine industry properties (works recently concluded); and
Organising a major boat show, potentially closing off the whole island for expositions and events and mounting a temporary pedestrian bridge to the Town Centre.
3 Precinct Analysis

The Slip Road precinct has a number of unique characteristics, some of which should be consolidated, whilst others may require remediation and management. An analysis of the precinct is illustrated in Figure 6.

Figure 6: Slip Road Precinct Analysis
3.1 Land Use

The precinct currently contains a mix of land uses and undeveloped sites which presents a disjointed, unfinished image:

- Both sides of the important King Street entry are awaiting development or redevelopment. The southern side (ex Websters Marine) is zoned mixed use, whilst the larger northern site is Residential 1.
- The eastern or waterfront side of Slip Road (north to Gipps Ports) is open public land (though partly zoned Industrial 3), containing some formalised parking, as shown in Figure 7, but otherwise poorly grassed and underutilised. About half of the waterfront is occupied by the publically accessible Boat Harbour and Boat Ramp.
- The western side of Slip Road (zoned Industrial 3 to as far north as the Caravan Park entry) is in transition to marine industrial use, but still contains numerous dwellings and some general industrial (particularly the concrete plant, which is shown in Figure 8). The boat storage yard at the rear of Bluewater Marine is actually zoned Residential 1.
- The Gipps Ports site incorporates related tenancies, including the Water Police and Bulls Cruisers. Its waterfront is privatised.
- The public land to the north of Gipps Ports is parklike grassland with the secure jetties of the Slip Bight Marina and the Motor Cruiser Clubhouse occupying the waterfront. Its western edge is bordered by private residences and to the north by the canal.
- The whole western side of Burrabogie Island is occupied by housing (Residential 1), though the rear of the Slip Road industrial strip is totally bounded by the Caravan Park.

3.2 Access

Current access to the precinct is limited and vehicle-based:

- The King Street road bridge provides the only landside access to Burrabogie Island. Whilst there is no evidence that this is insufficient from a traffic viewpoint, it greatly inhibits integration and imposes an unacceptably circuitous pedestrian route, especially south to the town centre.
- Slip Road (and its branch streets) is a long cul-de-sac lacking any connection to the north across the canals. A future link to Fort King Island across the canal is highly unlikely due to the clearance necessary for boats.
- Waterside access is abundant, but generally requires access to a private or formal berth space, as casual moorings are lacking.
- Slip Road is now more accessible for boat transport and use of the travel lift, thanks to the recent undergrounding of power lines.
- There are no formal footpaths let alone cycleways, not even along Slip Road nor the foreshore, as shown in Figure 9.
Figure 7: Peak Parking, Easter Sunday 2009, King Street Ramp from Bulls Cruisers

Figure 8: Paynesville Concrete, Slip Road

3.3 Environment

The precinct displays typical environmental waterfront characteristics; however the natural features are all man-made and recent:

- Periodic flooding is common, especially of the unprotected waterfront north of the Boat Ramp, with the last major flood in June 2007 covering Slip Road. Being a lake system, rather than open sea or even a river, the water rises gradually and is more a threat to property than to life. However the Gippsland Catchment Management Authority has recommended a 1 in 20 year flood level of 1.5m and 2.0m for 1 in 100 years. This would see the complete inundation of the precinct and much of Paynesville. Furthermore it does not take into account the effects of climate change, officially considered in the Victorian Coastal Strategy to be a water rise of 0.8m by 2100.

- The revegetation zone to the immediate north of Gippsland Ports is just that, a recent planting of limited environmental interest.
There is an informal reserve on the north-east point of the island near Slip Bight Marina, which is cordoned off during swan nesting.

There are few trees within the precinct (as defined in the study area), the most significant being eucalypts alongside the northern canal, a few within Gippsland Ports and opposite the end of King Street.

The precinct is served by reticulated sewerage and town water, but does not have specific stormwater drainage.

The industrial activities within Gippsland Ports, employ modern, controlled facilities for hull blasting and spray painting, dust control and noise barriers, with the intention of promoting their use by other local industries.

3.4 Character

Whilst the precinct has little established character at present, there is no significant impediment to its developing sympathetically in the future:

- Much of the waterfront is open and ill-defined, highlighting a sense of isolation and non-belonging. The Motor Cruiser Club is separated from Slip Road by a wide grassland and in the vast area around the Boat Ramp there is no shelter and no sense of place.

- The scale of the existing buildings, even the industrial sheds, is not overpowering, they do generally address the street with active frontages and there is at least a variety of forms and orientations more typical of town architecture than of an industrial estate. In this sense the trend to combine businesses with the caretaker’s / owner’s residence is commendable.

- The waterfront is partially privatised, particularly the Gippsland Ports compound. This is unfortunate, but probably unavoidable given security (Water Police presence) and safety (insurance and Worksafe requirements). However more could be done in the way of making the compound perimeter more transparent to the passer-by. The King Street Boat Harbour is publically accessible (refer Figure 10), but the Slip Bight Marina jetties are secured.
• The preferred maritime village character of Paynesville is reflected in the old Webster Marine pavilion (currently used as a community centre). It incorporates pitched roofs, fragmented volumes, use of timber and bright colours.

Figure 10: King Street Boat Ramp
4 Economic Outlook

Both the maritime services industry and the tourism industry play a critical role in the Paynesville economy. Each industry is responsible for exporting goods and services outside the local economy. The Paynesville maritime services industry provides year round economic activity and is currently in a very strong position in the broader market. The Paynesville tourism industry provides peak period economic activity and there are opportunities to consolidate its position in the broader market.

INDUSTRY IN PAYNESVILLE

The location quotient (LQ) for the Paynesville economy is depicted in Table 3 below.

Table 3: Location Quotient, Paynesville Economy

<table>
<thead>
<tr>
<th>Industry</th>
<th>LQ</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boatbuilding and Repair Services</td>
<td>42.3</td>
</tr>
<tr>
<td>Marine Equipment Retailing</td>
<td>22.3</td>
</tr>
<tr>
<td>Accommodation and Food Services</td>
<td>1.5</td>
</tr>
<tr>
<td>Inadequately described</td>
<td>1.5</td>
</tr>
<tr>
<td>Health Care and Social Assistance</td>
<td>1.3</td>
</tr>
<tr>
<td>Mining</td>
<td>1.3</td>
</tr>
<tr>
<td>Construction</td>
<td>1.3</td>
</tr>
<tr>
<td>Other Retail Trade</td>
<td>1.3</td>
</tr>
<tr>
<td>Education and Training</td>
<td>1.2</td>
</tr>
<tr>
<td>Rental, Hiring and Real Estate Services</td>
<td>1.1</td>
</tr>
<tr>
<td>Electricity, Gas, Water and Waste Services</td>
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</tr>
<tr>
<td>Other Services</td>
<td>1.0</td>
</tr>
<tr>
<td>Transport, Postal and Warehousing</td>
<td>1.0</td>
</tr>
<tr>
<td>Administrative and Support Services</td>
<td>0.9</td>
</tr>
<tr>
<td>Not stated</td>
<td>0.8</td>
</tr>
<tr>
<td>Public Administration and Safety</td>
<td>0.8</td>
</tr>
<tr>
<td>Arts and Recreation Services</td>
<td>0.7</td>
</tr>
<tr>
<td>Professional, Scientific and Technical Services</td>
<td>0.7</td>
</tr>
<tr>
<td>Information Media and Telecommunications</td>
<td>0.6</td>
</tr>
<tr>
<td>Wholesale Trade</td>
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</tr>
<tr>
<td>Other Manufacturing</td>
<td>0.7</td>
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<tr>
<td>Agriculture, Forestry and Fishing</td>
<td>0.5</td>
</tr>
<tr>
<td>Financial and Insurance Services</td>
<td>0.4</td>
</tr>
</tbody>
</table>

Source: ABS Census Data 2006

The Paynesville LQ identifies sectoral specialisations within the local economy by ascertaining whether or not the local economy has a greater proportion of employment in particular industry sectors in comparison to a larger reference economy – in this case the Victorian economy.

If the LQ is less than 1, the industry sector is not meeting local demand for the goods and services it produces. If the LQ is greater than 1, the industry sector is exceeding local demand for its goods and services and can be understood to be exporting goods and services to other economies.

The LQ for boat building and repair services, marine equipment retailing and accommodations and food services (which generally denotes tourism) is far greater than 1. A large proportion of production in these industries is consumed by residents in external economies – potentially economies such as Bairnsdale, Melbourne etc. Effectively these three industries:
• Capture revenue from external economies and inject it into the Paynesville economy; and
• Provide significant economic stimulus within the local economy as this revenue is spent and respent, resulting in greater economic activity and employment in Paynesville.

Marine Services

Maritime services industries are very important to the Paynesville economy.

Previous studies have indicated that marine related industries in Paynesville directly employ 65 people and directly contribute approximately $7.5million per year to the local economy. Indirectly, marine related industries contribute to the employment of an extra 30-35 people and contribute approximately $18.75million to the local economy.

There are two compelling reasons for nurturing the maritime industries in Paynesville and ensuring their growth in the future.

The first reason is the growing demand for recreational boating, both in East Gippsland and Victoria. Table 4 indicates the growth in vessel registration between 2007 and 2008 in the immediate proximity of the Gippsland Lakes. The table demonstrates that growth in registrations was 4.2%. Anecdotal evidence from Parks Victoria and Marine Safety Victoria suggests this growth will be sustained well in to the mid term future.

Table 4: Vessel Registration, Gippsland Lakes

<table>
<thead>
<tr>
<th>Post Code</th>
<th>Suburb</th>
<th>Vessels Registered</th>
<th>Change</th>
<th>Annual Avg. Rate of Change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>2008</td>
<td>2007</td>
<td></td>
</tr>
<tr>
<td>3850</td>
<td>Sale</td>
<td>996</td>
<td>970</td>
<td>26</td>
</tr>
<tr>
<td>3851</td>
<td>Loch Sport</td>
<td>557</td>
<td>507</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>Clydebank</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Longford</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3852</td>
<td>East Sale</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3875</td>
<td>Bairnsdale</td>
<td>1,574</td>
<td>1,568</td>
<td>6</td>
</tr>
<tr>
<td>3880</td>
<td>Paynesville</td>
<td>1,036</td>
<td>958</td>
<td>78</td>
</tr>
<tr>
<td></td>
<td>Raymond Island</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3882</td>
<td>Nicholson</td>
<td>189</td>
<td>178</td>
<td>11</td>
</tr>
<tr>
<td>3885</td>
<td>Tambo Upper</td>
<td>165</td>
<td>139</td>
<td>26</td>
</tr>
<tr>
<td>3902</td>
<td>Johnsonville</td>
<td>87</td>
<td>84</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Bumberrah</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3904</td>
<td>Metung</td>
<td>326</td>
<td>327</td>
<td>-1</td>
</tr>
<tr>
<td>3909</td>
<td>Kalimna</td>
<td>1,132</td>
<td>1,087</td>
<td>45</td>
</tr>
<tr>
<td></td>
<td>Kalimna West</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Lakes Entrance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Nungurner</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6,064</strong></td>
<td><strong>5,819</strong></td>
<td><strong>245</strong></td>
<td><strong>4.2</strong></td>
</tr>
</tbody>
</table>

Source: Marine Safety Victoria Registrations 2007-2008

Maritime services are a complementary product to recreational boating. As with all complementary products, when demand for one product (in this case recreational boating) increases, the demand for the complementary product (boating services) will also increase. Therefore it is reasonable to anticipate corresponding prolonged growth in demand for maritime services.

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1 Marine Safety Victoria has advised that the number of registrations pre 2007 is not published due to questionable data accuracy.
The second reason is that there are significant barriers to entry to the maritime service industry in East Gippsland. The maritime precinct in Paynesville has developed over a long period of time and has resulted in the provision of maritime infrastructure and workforce skills that could not be easily replicated elsewhere on the Lakes. Because the cost of replicating this infrastructure is extremely prohibitive and the statutory framework discourages future development of this nature on the coastline it is difficult for competitors to enter the market. Therefore there are few direct substitutes for accessing maritime services on the Gippsland Lakes.

The combination of growth in the demand for maritime services and the existing barriers for entry create a healthy environment in which to grow the Paynesville Maritime Industry. Importantly, the demand for maritime services occurs year round, unlike demand in the tourism industry.

As demand for services grow the potential benefits of overcoming the barriers to entry for other suppliers will also grow. By facilitating growth in the Paynesville Maritime Precinct, Council can ensure that the existing businesses have the land resources necessary to expand as required, while also providing facilities for other suppliers who may enter the market as demand grows. The continued agglomeration of maritime service industries will ensure that the benefits derived from this industry are captured within the Paynesville economy.

The actual area required for growth will differ on a business by business basis. Small sized operators will be able to take up the available workshops in the Precinct, while medium sized business will require whole lots (or an amalgamation of several lots) with a showroom and workshop/factory facility. The largest business will require large lot areas capable of accommodating custom built infrastructure.

Council should ensure that there is a broad mix of allotments and facilities within the precinct to ensure that marine related business of all sizes can be accommodated in the Maritime Industry Precinct.

Tourism

The tourism industry is also very important to the Paynesville economy.

The employment and industry output data on the tourism industry in Paynesville is not available. However, in 2006, Tourism accounted for approximately 10% of the businesses in Paynesville. This statistic, coupled with the LQ result for accommodation and food services (typically the tourism industry) indicates the significance of the tourism industry to the Paynesville economy.

The tourism industry in East Gippsland and Paynesville is predominantly focussed on the nature based market segment. In a survey undertaken in 2006 by Tourism Research Australia, 58% of tourists in the area responded that their primary purpose for visiting was to participate in water based activities (34% responded beaches and water and 24% responded fishing).

This statistic is indicative of two issues facing the tourism industry in Paynesville.

Firstly, nature based tourism centred on water activity tends to be very seasonal, with a short high season and a longer low season. This threatens the long term viability of tourism businesses in Paynesville.

Secondly, Nature based tourism has a number of strong product substitutes – for example consumers can choose Paynesville as a holiday destination, but they could just as easily choose substitute destinations such as Inverloch or Merimbula. As with any strong substitute product, should tourism operators in Paynesville increase the prices of tourism products in Paynesville, such as accommodation or food and beverages, demand for tourism in Paynesville will decrease while demand for substitute products will increase.
This is supported by the fact that 74% of tourists to the East Gippsland region, including Paynesville, saw the region as a stopover rather than as a destination in its own right.

One means of consolidating the tourism industry in Paynesville, and to reduce the impact of substitute products, is to create a tourism attraction that establishes Paynesville as a tourist destination in its own right and is not easily replicated in other competing tourism markets.

Ideally, a new tourist attraction would leverage any synergies with the existing water based activities so as not to alienate one market segment at the expense of attracting a new market segment.

The PMIA proposal for a Centre for Wooden Boats is one such tourist attraction. It creates a solid link between tourism and the water based and maritime heritage of Paynesville, while creating an opportunity for tourism businesses in Paynesville to enter the cultural and heritage tourism market segment.
5 Objectives

A series of broad objectives or expectations has emerged in relation to the Paynesville Maritime Precinct and these form the drivers of the Master Plan. As is normal different stakeholder groups maintain a different focus and the Master Plan must seek synergies and limit conflicts.

GENERAL

- Develop Paynesville as the boating heart of the Gippsland Lakes, building upon its central location, available marine services and potential for their expansion.
- Secure and promote local employment opportunities, both in the marine service sector and in tourism generally.
- Facilitate integration by improving access through the precinct and connections to the wider town.
- Make better use of currently underutilised and unattractive land adjoining the waterfront, particularly between the King Street Boat Ramp and Gippsland Ports.
- Maintain the small scale, village-feel characteristic of Paynesville and its sense of being a real working town and not just another resort.
- Consider adaptation to climate change and flood mitigation, without stifling activity and paralysing further development.

MARINE INDUSTRIES

- Provide sufficient industrial land for the necessary functioning and expansion of marine services and ensure that it is not unnecessarily occupied by non-marine uses. This also includes possible expansion of the Gippsland Ports facilities.
- Guarantee adequate access to move boats for servicing, including both road access and water access.
- Define and consider the amenity of the industrial-residential interface to limit conflicts, without prohibiting bona fide resident-owner businesses.
- Facilitate access to, and sharing of, supporting services, particularly those offered by Gippsland Ports, but also training and marketing opportunities associated with a possible Centre for Wooden Boats.
- Formalise a clear, robust planning framework (incorporating the above), to provide investment certainty.

BOATING USERS

- Serve the anticipated demand for boat launching facilities, both in terms of ramp space and associated trailer parking (this need may require considerations outside of the precinct).
- Improve boating supplies and maintenance services, particularly access to fuel and sewage disposal.
- Increase the supply of affordable berthing, both long and short-term.
- Consider options for dry boat storage facilities.

TOURISM

- Promote marine related tourism opportunities within the precinct by providing a “destination facility” such as the proposed Centre for Wooden Boats.
- Connect the precinct more directly to the town centre, at least for pedestrians, by building a pedestrian bridge linking the southern end of Slip Road to the northern end of The Esplanade. The bridge would add benefit if it were of an iconic nature.
• Create a trail or circuit through the precinct from the new bridge to the Motor Cruiser Club at Slip Bight Marina, and in time beyond. The waterfront walk in the Paynesville town centre is shown in Figure 11 as an example. This trail should follow the water as far as possible and take on a boardwalk character.

• Optimise casual parking for visitors and associate with mixed use development opportunities to serve their needs.

• Increase short-term boat moorings both fixed and swing, to encourage water-based visitors.

• Market the concept of a working precinct by encouraging marine service industries to present an amenable, accessible face to the public realm.

RESIDENTS

• Protect and improve the amenity of adjoining residential areas, both from visual intrusion and from traffic.

• Protect as far as possible the dwellings located within the industrial zone, whilst recognising that they cannot be guaranteed the same level of amenity as elsewhere.

• Protect and improve access to adjoining residential areas, particularly for pedestrians.

• Protect boating access to the canals and particularly do not impede access due to bridging.

• Tailor precinct development to what is justifiably necessary for the general good of Paynesville.

Figure 11: Paynesville Town Centre Waterfront
Part B Master Plan Proposals

The Paynesville Maritime Precinct Master Plan is depicted in Plan 1 in Part D of this report. The Master Plan provides a framework for preferred development in the Slip Road precinct.

1 Introduction

The Slip Road Precinct is a large area, spanning approximately one kilometre from the southern canal to the northern canal. There are different zones with a variety of characteristics and dominant uses within this area. The Master Plan recognizes this variety and seeks to reinforce the definition of individual but linked sub-zones at a manageable size. This is partially to strengthen local identity and partially to concentrate mutually reinforcing activities in a more focused manner, without threatening the amenity of adjoining residents immediately outside the defined precinct.

Although Paynesville is primarily characterized by residential development, the Slip Road Precinct provides a facility capable of accommodating economic activity such as marine services and tourism. The four sub-precincts reflect four main facets of these economic activities in Paynesville, that is:

MARINE TOURISM - Attracting visitors seeking a coastal experience not related to beach-going by expanding the offer for these tourists

MARINE SERVICES – Providing the necessary support for the maritime sector and creating skilled local employment opportunities

RECREATION & EVENTS - Accommodating special seasonal events whilst otherwise maintaining an amenable residential environment for the precinct’s neighbours

WATERSIDE - Promoting boating as an activity accessible to all and recognizing that use of the water also needs to be planned

These sub-precincts should never be considered in isolation and their utilization and success depends on strong linkages between them and to the wider town. In physical terms these links are, or should be, provided by:

SLIP ROAD – The vehicle spine that forms Burrabogie Island and connects it to the mainland via the King Street Bridge

PEDESTRIAN / CYCLEWAYS – The currently absent network of amenable non-vehicular routes providing an alternative for pedestrians and cyclists, residents and tourists alike

There are two main risks to the continued viability and improvement of the Slip Road Precinct, namely flooding and land use in coastal zones.

These two issues affect every sub-precinct and the adjoining residential areas. The challenges need to be addressed through foresighted planning to ensure the long term sustainability of Slip Road as a generator of economic activity and a place of enjoyment.

1.1 Flooding Risk

All Paynesville residents are aware of the frequent threat of flooding. Figure 1 depicts flood level declaration mapping for Burrabogie Island as prepared by the East Gippsland Catchment Management Authority (EGCMA). Although this mapping is not adopted as part of the Planning Scheme and requires further review, it does reflect the seriousness of the situation. In addition the frequency and severity of flooding will increase with climate change. As indicated in Table 1, 2004 flood modelling undertaken by the University of Melbourne for EGCMA indicates an extreme water level (1 in 100 year flood) at Paynesville of AHD + 2.0, that is 2.0m above mean sea level. Much of Slip Road is no higher than AHD +1.2. While residential development to the north and west of the Precinct is marginally higher, the only access to these areas is via Slip Road.
Figure 1: Flood Level Declaration Map, 2006

East Gippsland Catchment Management Authority - Flood Level Declaration Map (2 of 11) Jan. 2006
Table 1: 2004 Flood Modelling for Gippsland Lakes (refer www.egcma.com.au)

<table>
<thead>
<tr>
<th>Annual Exceedance Percentage (AEP) (%)</th>
<th>metres CD (Chart Datum)</th>
<th>metres AHD (Australian Height Datum)</th>
</tr>
</thead>
<tbody>
<tr>
<td>5% (1:20 year)</td>
<td>+2.3</td>
<td>+1.5</td>
</tr>
<tr>
<td>2% (1:50 year)</td>
<td>+2.5</td>
<td>+1.7</td>
</tr>
<tr>
<td>1% (1:100 year)</td>
<td>+2.8</td>
<td>+2.0</td>
</tr>
</tbody>
</table>

Note that these figures do not incorporate climate change allowances, which the Victorian Coastal Strategy regulates as 0.8m for the year 2100.

As such, the application of “Land Subject to Inundation (LSIO)” overlays as detailed in the East Gippsland Planning Scheme is to be anticipated. The LSIO overlay will potentially apply to much of the precinct. As elsewhere in the State, these overlays imply limitations on future development. Therefore it is not simply a matter of users putting up with the inconvenience and dangers of periodic flooding, but of being prohibited from developing or redeveloping their properties, with all that entails in terms of economic consequences.

In general, when development is permitted, the base floor level of occupied areas should be above the 1 in 100 year flood level. Land uses which result in permanent habitation (primarily residential use) raise issues relating to evacuation when flooding occurs and are therefore restricted. All works should additionally avoid obstructing any floodway paths to limit impacts elsewhere, though with the gradual nature of water rise and the ample lake catchment at Paynesville this is not really the case. In this sense the term “floodway” employed in the EGCMA mapping refers to areas where flooding might exceed 0.5m in depth and not necessarily areas where development may obstruct flow paths in the normal Planning Scheme sense.

The cited flood modelling and the AHD +2.0 flood level does not account for climate change. The 2008 Victorian Coastal Strategy requires authorities to plan for a sea level rise of not less than 0.8m by 2100. This planning should take the form of investigation of mitigation and adaptation options for the precinct, in particular the potential for raising Slip Road to provide safe access to the precinct and act as a partial flood barrier to properties.

Therefore Precinct planning should account for AHD+2.0 flooding immediately and investigate options for responding to sea level rise over the longer term. In the medium term it is not viable to raise or protect the whole precinct. Not only would the cost be unsubstantiated, the resulting negative effect on access to existing buildings and installations would be significant. Therefore the Master Plan proposes a two-pronged rectification program over time, including:

- **AVOIDANCE:** All future Planning Permits should require the minimum floor level for all new permanent habitable construction at AHD+2.8 as a condition of permit, in line with predicted 2100 flooding conditions. Works not adversely affected by flooding, with a shorter lifespan or intended for industrial or commercial use may not need to meet this requirement, but will require special design considerations to reduce the risk of severe property damage due to inundation.

- **MITIGATION:** Longer term protection of existing and future assets via raised mounds or levies is one option. This requires sufficient space to accommodate a continuous but gentle barrier, which should not restrict coastal access, but which will rely on mechanical measures (valves to close drainage outlets and pumping when the perimeter barrier is breached). Another option is to raise the basic Precinct infrastructure, especially the principal access provided by Slip Road. To allow adjoining properties to adapt, this will have to occur over time and will have to be accompanied by adaptive works at property accesses (generally possible due to many buildings being set back). Under both options, timely advice (a five year time frame is recommended) and detailed technical and cost benefit studies will be required. In later decades the operation may have to be repeated as sea levels rise.
Whatever mitigation option is adopted the necessary changes are likely to be expensive and inconvenient, but they may be inevitable if the Precinct’s future is to be protected. The flooding issue must also be approached within its wider context, as similar circumstances are facing other towns on the Gippsland Lakes and whatever decisions are taken should compare all options and must form part of a co-ordinated strategy, agreed between the East Gippsland Shire Council and the Catchment Management Authority.

Figure 2: Flooding on Burrabogie Island, June 2007

Photograph Courtesy of East Gippsland Catchment Management Authority
1.2 Coastal Land Use

Coastal land is an extremely finite resource that is subject to increasing demand from competing uses and continuing limits on its development in any form.

The Victorian Coastal Strategy, in reference to the utilization of coastal Crown Land (as is the case along the eastern shore of the Precinct), clearly states that any use must justify that it is dependent on coastal access as opposed to related to coastal access. However the strategy also indicates that inclusion within an existing activity or recreation node is an important criterion in considering development.

The Slip Road precinct is one of the few unconsolidated land holdings within an urban and partially man made environment along the Gippsland Lakes coastline. Its redevelopment potential and relevance to the marine tourism and service industries cannot be understated, particularly given the continued growth of the recreational boating sector.

Therefore one of the Master Plan objectives is to secure sufficient provision for the key economic activities of the Precinct, providing security for improvement of the current uses and flexibility for potential expansion or co-location of related uses. Any such redevelopment must protect the amenity of the coast and of adjoining development. It should also be fully justified by the preparation of an impact study and business case, which will be vetted by East Gippsland Shire Council through its formal planning procedures and in the case of Crown Land by the Department of Sustainability and Environment (DSE).

The Master Plan will provide a framework for development and designate appropriate land reserves, but will not be the judge of the final appropriateness of development, nor of its detailed form or management. It is important to enable flexible futures for the Precinct and not restrict activity in favour of preserving present perceived amenity. With this in mind, future development and activity should not detract from valuable amenity in the precinct.
2 Marine Tourism

The southern-most sub-precinct is both the entry point and most accessible area of the Precinct. The intention for this sub precinct is that it functions as a gateway to the Slip Road Precinct, clearly conveying the marine industry and maritime tourism related function of the Precinct to visitors.

Therefore this sub precinct is designated as the focal point for marine related tourism activities in the Slip Road Master Plan. It is the logical location for marine tourism related activities, based on its precinct gateway function, the attraction of the southern canal entry and the existing King Street Boat Ramp. The sub precinct is also comprised of large parcels of undeveloped private land which could accommodate marine tourism related development.

Since this is one of the key areas of the Master Plan an indicative bird’s eye artist’s view of the possible southern precinct development is depicted included in Plan 2 in Part D of this report. It is supplied for information guidance only.

2.1 Centre for Wooden Boats

In order to effectively convey the marine industry and maritime tourism character of the Precinct, the sub precinct ideally requires a stand alone destination which encompasses both qualities and is capable of attracting a broad range of visitors to the Precinct.

A concept prepared by the Paynesville Maritime Industry Association (PMIA) for a Centre for Wooden Boats (CWB) could potentially fulfil this requirement. In its current format, the concept proposal will provide:

- A tangible link to the heritage of Paynesville and the Gippsland Lakes, incorporating interpretive displays;
- A venue for boating events and activities such as remote control boats, boat hire and wooden boat shows;
- Food and beverage and merchandising facilities;
- Training and educational facilities;
- A point for cross marketing and promotion of local marine businesses; and
- Construction of wooden boats on premises.

An initial 2007 feasibility study undertaken by PMIA sets out a basic organizational program and concept plan for the facility, which would be potentially self-funding, with the notable exception of the necessary capital works, for which significant government grants would be required. The Master Plan recommends the preparation of an updated and detailed Business Case and Concept Plan, with Council backing, to support an application for relevant Government funding.

The Master Plan makes provision for an open site of 5,000m² north of the Boat Ramp parking area specifically reserved for the Centre for Wooden Boats. This is the pivotal location between the tourist and more industry related zones. The site is clearly visible and accessible from the boat ramp which accentuates its maritime role and potentially facilitates shared parking.

Importantly, this maintains the balance of the reserved land north towards Gippsland Ports in a single parcel, thereby retaining the flexibility to accommodate any desirable development opportunities in the future.
2.2  Boat Ramp and Parking

A considerable amount of public discussion has centred on the need to reserve sufficient land to serve the King Street Boat Ramp, particularly for trailer parking. Two key factors must be borne in mind:

- Strong demand for trailer parking is confined to limited peak periods as demonstrated in Table 2, which details the result of a parking survey undertaken by a private resident in Paynesville. The Master Plan is being prepared in off-season, but private surveys undertaken in 2007/8 indicate that demand for trailer parking peaks on the New Year weekend with an absolute maximum of around 90 trailers and quickly tails off thereafter to 40 or fewer trailers, with another lesser peak at Easter.

<table>
<thead>
<tr>
<th>Date</th>
<th>Cars Parked at Location</th>
<th>Slip Road</th>
<th>Esplanade</th>
</tr>
</thead>
<tbody>
<tr>
<td>26/12/2006</td>
<td>46</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>28/12/2006</td>
<td>53</td>
<td>16</td>
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</tr>
<tr>
<td>31/12/2006</td>
<td>95</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>2/1/2007</td>
<td>62</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>12/1/2007</td>
<td>28 (in total)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Appropriate convenience parking for users is necessary, but excessive parking is not an efficient use of limited coastal land, particularly if it is:
  - Seasonal;
  - Unregulated and results in the under utilization of space; and
  - Free of charge, thereby resulting in a hidden cost to the community.

For this reason the Master Plan proposes a reasonable provision for parking of around 40 trailers with their accompanying tow vehicles plus 40 independent cars, or alternately 60 trailers. Formal parking configuration and access will enable parking management during peak periods. The Master Plan recognizes that, during absolute peak periods, some boating enthusiasts may have to park elsewhere having launched their boat. Any overflow parking will likely locate on open reserve land north of the CWB or even near the Motor Cruiser Club.

Council should not expand the King Street Boat Ramp, but should instead promote, and where necessary improve, alternative sites such as Fort King Island which enjoy substantial launching and parking capacity.

In the interim, it is recommended that Council undertake a survey of all the boat ramps in Paynesville during peak and non-peak times to substantiate demand for parking and also willingness to pay (WTP) for parking and the use of ramps during peak periods. If WTP can be demonstrated, revenue raised from regulated parking and launching during peak periods could be utilised to offset the cost of boat ramp and parking maintenance to Council.

2.3  Mixed Use Development

As previously stated, the intention for this sub precinct is that it functions as a gateway to the Precinct and conveys the maritime industry and tourism character of the Precinct. The capacity to do this will largely be determined by the prevalence of mixed use development.
2.4 Visitor Facilities and Pedestrian/Cycle Access

Passive recreation, picnic, barbeque and toilet facilities will be located in the southern part of the foreshore reserve. These will be highly visible from the King Street access point and will complement the attractive canal junction with McMillan Strait and its publicly accessible marina. The area’s proximity to the northern reserve adjoining the Motor Cruiser Club and Gilsenan Reserve (which is to be upgraded) negates the need for a large park. It is proposed to supplement the existing toilet block with a picnic shelter and upgrade the local landscaping in addition to formalizing parking for around 50 short term spaces. As indicated earlier, long-term parking by boat users should not occupy prime waterfront land.

Ease of access for visitors will be a key determinant of the success of the sub precinct. Accessibility should not be limited to vehicle access and car parking, but should also focus on the amenity of pedestrians and cyclists, both locals and visitors. To this end the Master Plan proposes a dual system, which will be described more fully later, but which matches a paved shared pedestrian/cycleway flanking Slip Road with a more informal waterside boardwalk for strolling and contemplation.

2.5 Canal Footbridge

A direct, highly visible pedestrian connection to the Town Centre is an essential element to facilitate Precinct accessibility and the sustainability of tourism related businesses. Essentially this connection is a restoration of the link which was severed by the construction of canals in the 1980s. The 2007 Urban Design Framework proposed a low level, operable pedestrian bridge, but seemingly underestimated the technical and security issues and thus the corresponding costs.

The segment of canal potentially crossed by the proposed footbridge is over 45m wide and contains moorings for up to 50 boats, some of which are yachts with high masts. On demand access for these boats must be maintained to ensure access to McMillan Strait for affected moorings. However a high level fixed bridge is unlikely to be feasible due to its height and the need for lifts to comply with disabled access (DDA) requirements. A low level, operable bridge is preferable and would need to meet the following conditions:

- Possess an opening section at least 8m long (assuming all transiting vessels possess a motor for more accurate manoeuvres). This is a substantial span for an operable section. For instance, it is not comparable to spanned British canals;
- The bridge should not be operated by the public for safety and insurance reasons. Affected berth owners could be trained and could have exclusive and controlled access via some form of key or code;

on the two sizable and undeveloped sites on the southern and northern corners of the intersection of Slip Road and King Street.

The southern site, formerly Webster’s Marine, is zoned Mixed Use. The northern site is zoned Residential 1 which primarily allows for standard residential development (in principle five units only), raising corresponding inundation and emergency access issues.

The Master Plan proposes a rezoning of the northern site to Mixed Use, thereby facilitating development which incorporates a broader mix of tourist related uses while not precluding residential development on the site.

There is no intention to vary the existing built form conditions (maximum height of 9m, generally 3 stories, and 60% max. site coverage), but the Master Plan proposes a continuous, active ground floor frontage treatment to both Slip Road and King Street. Additionally a minimum street setback of 6.0m is recommended (in any case normal for a Category 1 Road), which will be useful to accommodate level differences associated with the possible need to raise the public road over time.
• For safety reasons the bridge should be controlled from an accessible site on land, thus requiring transiting boats to moor temporarily adjacent to the bridge (with adequate berthing space, which will require removing the local mooring);

• The bridge would have to be closed to the public during operation, with automatic booms or gates and must possess a warning alarm (siren and lights); and

• On-going maintenance would presumably be the responsibility of Council and involves significant organization and cost, bearing in mind that operation will almost certainly be mechanized and will require a regular inspection program.

The operable section will be housed between fixed jetty structures and five basic design concepts have been considered, as follows:

1. **Floating Pontoon**: The floating section is mechanically moved out of the opening (possibly using a motorised pivot). The structure is expensive and it requires variable access heights as it adapts to the water level. Furthermore, passage underneath the pontoon is not possible. There is a working example on the Brisbane River, depicted in Figure 3.

2. **Swing or Swivel Bridge**: The movable section is pivoted, preferably from the bank where a solid footing can be more readily constructed. Due to its length, motorized operation would almost certainly be necessary. Manual examples on British canals are significantly shorter.

3. **Drawbridge**: Operated with chains and a wheel, manual operation is more feasible except for the safety issues. There is an example at St Saviours Dock, London.

4. **Sliding Bridge**: The opening section or sections would probably slide within guides beside and parallel to the fixed ends (sliding under would require compensation of level differences). No known examples. It is not similar to a sliding gate, as ground support is impractical.

5. **Transporter**: A gondola type platform or cabin is suspended from an overhead structure by cables and rails. The supporting structure is significant (over 12m high) and controlled operation is virtually inevitable. An expensive, but very iconic solution, which would attract visitors.

If bridge mechanisms and safety issues prove too complex or cost prohibitive, an alternative option is to introduce a small ferry or punt. This would presumably operate only during peak periods and could possibly be manned by trained volunteers such as members of the Coast Guard.

The issue is sufficiently important and complicated to warrant a formal engineering study. In any case the preparation of a detailed concept design and costing is a pre-requisite to seeking external funding, possibly as a tourism focussed venture. The necessary project budget is likely to prohibit full funding via the Council Capital Works Budget.

Due to the likely expense of installing a bridge, it is recommended that the upgrading of the existing pedestrian link to the town centre via King Street and Victoria Street is implemented in the shorter term. A high quality pedestrian and cycle link with directional signage would provide an important re-connection of the two precincts in the interim.
Figure 3: Riverwalk, Brisbane River
3 Marine Services

The central segment of the Master Plan Precinct accommodates the dedicated “home” for marine services in Paynesville. In light of the relative scarcity of available land in this sub precinct, these industries should be specifically marine-related, including boat hire, sales, maintenance and storage. The proposed Centre for Wooden Boats (to the south) provides the ideal interface between this area and the Marine Tourism sub-precinct, as its function combines demonstration, training and actual construction. To the north of the area the important Gippsland Ports site interfaces with the Motor Cruiser Club parkland and to the west is the residential area of Aquarius Way and the Caravan Park.

3.1 Room for Growth

The number of boats on the Gippsland Lakes is growing at over 4% p.a. which has a corresponding impact on demand for complementary products such as boating goods and services in the region. Paynesville is one of the few centres capable of maintaining and servicing boats around the Lakes. Therefore all businesses in the precinct will have an opportunity to grow as demand for boating services grows, from the smallest operators through to Gippsland Ports. Common sense dictates that this growth in the marine services industry should be planned so that it occurs in an orderly and managed fashion.

Although there are presently five Industrial 3 zoned properties for sale in Slip Road, they cannot be assembled into one holding of a significant scale. Accordingly they are not suitable for the development aspirations of all businesses in the sub precinct. As planning for land use changes takes time, the Master Plan reflects the need to prepare appropriate land reserves to be available as demand for land resources dictates. The Master Plan does not nominate a detailed use or a specific proprietor for these land reserves.

The Master Plan proposes two reserves, each approximately 5000 sqm and each in a single parcel. One reserve is immediately to the north of Gippsland Ports (currently zoned Public Park & Recreation) and one is immediately to its south (already zoned Industrial 3). Until it can be demonstrated that there is sufficient demand for these resources it is proposed that each reserve continues its current function as open space and overflow parking. Development for future marine servicing uses is recommended as an option for to be retained for the longer term.

Both reserves are situated on Crown Land and are currently under Council management. Therefore any change in status would require the approval of the Department of Sustainability and Environment. Approval will hinge upon the ability to demonstrate that any new use is coastal dependent as opposed to coastal related and that suitable alternative sites do not exist. Additionally an application for a Planning Permit must be supported by Cultural Heritage and Fauna & Flora assessments as required by the relevant legislation.

It can be assumed that no Crown Land will leave public ownership. Therefore, were development to be approved on these reserves, the utilization of Crown Land would be managed by a Committee of Management likely to be comprised of either Council or Gippsland Ports, or a combination of both. The plan does not presume any given development scenario, but retains the capacity for growth of marine industry as required to meet the needs of the precinct.

3.2 Conflicting Uses

The proposed Marine Services sub-precinct is predominantly zoned Industrial 3 at present. However, there are a number of houses remaining within this zone. Whilst these non-conforming residential uses may legally remain, they present a source of potential conflict and should be redeveloped for industrial purposes over time, as demand for industrial premises dictates. Residences associated with industrial businesses (caretaker or owner residence) are a conforming use and may be permitted to continue.
The external boundaries of the zone that adjoin residential development (particularly the caravan site to the west) will remain and should be protected, as far as possible. Whilst marine services activities are not a particular nuisance, ensuring appropriate scale and providing a buffer would be useful. The Master Plan recommends a 3.0m setback to be treated with screen planting.

Significant adverse environmental impacts are created by the existing concrete plant. As a non-marine use the plant should be relocated from the precinct. Relocation necessitates the availability of alternative, less expensive industrial land in or close to Paynesville. Planning Scheme Amendment C68 already proposes investigating the provision of an alternative local industrial zone in the vicinity of the cemetery and this action should be given priority. A new industrial site will provide significant incentive for the concrete plant to relocate, since the sale value per sqm of their existing land holding is likely to be higher than the purchase value per sqm of the new land holding.

A further zoning irregularity to be corrected is the rezoning of the strip of land at the rear of Slip Road 31-33 (Bluewater Marine) from Residential 1 to Mixed Use, in recognition of its existing industrial utilisation and future opportunities for alternative use.

3.3 Design Guidelines

It is imperative that any development or redevelopment be of a suitable scale and amenity, thereby respecting the close relationship between the marine industries and adjoining tourism and residential uses. The Master Plan does not propose to vary the existing Planning Scheme Particular Provisions (maximum building height 9.0m and 60% max. site coverage), but does recommend additional design guidelines to encourage appropriate precinct character. These guidelines are also generally applicable to any Mixed Use development in the Tourism sub-precinct:

- Break up large buildings into different volumes or add distinct roof and / or façade elements to achieve a similar visual effect (refer Figure 4 as a local example).
- Employ pitched metal roofs and painted timber or corrugated metal cladding;
- Combine bright colours, with a dominance of blues and white.
- Ensure active frontages, avoiding blank walls. Any fencing should be visually permeable. This is especially applicable to the Gippsland Ports installations, to improve visual access although physical access may remain restricted for security reasons.

Figure 4: Adding character to a ‘shed like’ building (Paynesville Gym)
4 Recreation & Events

The northerly segment of the Master Plan Precinct is the sub-precinct where least change is proposed. This is largely in response to the residential nature of adjoining development, while also recognizing that the grassland is the site of the former rubbish tip and is best left undisturbed.

4.1 Cruiser Club Access

The Master Plan proposes straightening the access road from Slip Road to the Motor Cruiser Club, both to improve the intersection and to regularize the configuration of the proposed Marine Services expansion reserve. This new junction is purposely aligned with the Caravan Park entry rather than with Aquarius Way, in response to:

- The significant volume of traffic generated by the Caravan Park;
- The available space for a mini-roundabout; and
- The conscious decision to divert traffic before it reaches the residential zone.

The current Cruiser Club parking will be extended to include the proposed Jetty 5, providing a new turning circle. Additionally paved access is provided to Jetties 1 & 2 further south. In parallel with this vehicle access, a new pedestrian/cycleway is proposed as part of the precinct wide network. This will terminate in the Nature Reserve with a raised boardwalk to near the point opposite Fort King Island (Refer Figure 5: swan nesting area to be protected).

4.2 Parkland

The large grassland between Slip Road and the Cruiser Club is to remain as an open recreation area. It is important that it not be planted with trees or otherwise subdivided, in order to maintain maximum flexibility for intermittent use as overflow parking or for special events such as a boating exhibition. Thus the parkland reserve will be available for local recreation and enjoyment most of the time, with only occasional, non-destructive use on key occasions.

Figure 5: Swan nesting area, opposite Fort King Island
5 Waterside

Although the project study brief does not specifically include the water around the precinct, the relationship to waterside activities is so important that the Master Plan considers the Waterside as equivalent to a sub-precinct and includes appropriate recommendations.

5.1 Berthing

There is known demand for permanent berthing (Gippsland Ports waiting list currently has around 186 applicants for fixed berths and 32 for less expensive swing moorings), although the level of demand is largely determined by the standard and cost of the facility, with potential berths until recently available in East Gippsland Shire’s well serviced and secure Jetty 5 project. Gippsland Ports recently identified the potential for 580 new berths along McMillan Strait whilst maintaining a 90m navigation channel. This must be taken as an initial scoping for more detailed study. The Master Plan proposes a similar boundary or maximum extent for studying future berthing, not to sanction the complete filling of this study area, but rather to reserve areas where no future berthing should be considered.

These reserve areas include three protected view points to maintain public vistas across McMillan Straits at key locations:

- From the northern point in front of Fort King Island;
- From the area around the King Street Boat Ramp and north to the proposed Centre for Wooden Boats site; and
- At the southern canal entry, where it is proposed to construct the operable footbridge (which in itself would require clear embankments for safety and for temporary mooring to operate).

One of the areas where future berthing may be incorporated is the Centre for Wooden Boats. It is recommended that the Centre should control the Waterside in front of its site. However since water is a public domain any future berthing is to be publicly accessible to the extent possible. That is, the main jetties and accessways should not be closed off, much in the way that it is possible to walk out along the fingers of the King Street Boat Yard.

5.2 Servicing

Another important Waterside activity is the day-to-day servicing of boats, which is comprised of two components:

- On-water servicing involving refueling, sewerage collection and the like. At present these services are provided by Bulls Cruisers, but are seasonally at full capacity and future expansion will be required in the area (perhaps as part of the Centre for Wooden Boats).
- Casual berthing to allow visitor access to on-shore services. Casual mooring is in short supply (there is limited supply in the Town Centre), but is important to the local economy. Any new berthing should incorporate a proportion of short-term (less than 24-hour) spaces. This could usefully be the case with the proposed Centre for Wooden Boats, which may naturally be visited from the water.
6 Slip Road

6.1 Geometry

Slip Road provides the only vehicle access to and through Burrabogie Island. Therefore it is important that Slip Road remain open in the event of flooding and this is a key criterion considered by the Catchment Management Authority in approving any future development. Section 1.2 of this Master Plan indicates possible works to raise the road level over time and mitigate the risk of flooding. Costings for this proposal are detailed in Implementation Strategies in Part C and the typical cross section is demonstrated in Plan 3 in Part D of this report. Other options such as perimeter mounding should also be considered as alternatives, but as the floor level of new buildings will still need to be raised, raising the access infrastructure is a logical and more permanent solution not subject to breaching.

In the medium term the road level should be raised to AHD+2.0m (the lowest existing level being about +1.2m), with further increments to respond to sea level rise (predicted to be 0.8m by 2100). These works must be spread over time in order to minimize the negative impact upon access arrangements to adjoining properties. Although Slip Road is designated as a Road Zone 1 in the Planning Scheme requiring VicRoads consent to any changes, it is not currently listed as a VicRoads responsibility. Council might usefully renegotiate this situation to obtain economic support.

Any alterations that are made to Slip Road or its verges must respond to possible negative impacts on industrial access, particularly clearances for the transporting of boats either on trailers or via the Gippsland Ports travel-lift. The section of Slip Road skirting Gippsland Ports is too narrow to accommodate an adjoining pedestrian / cycleway. Therefore the Master Plan includes a proposal to seek a setback of approximately 4m within the current Gippsland Ports perimeter (respecting the heritage listed shed), either by early negotiation or by securing change over time via design controls. The Slip Road reservation should be widened to at least 16m.

6.2 Image

To reinforce the notion of Slip Road as the structuring spine of the precinct, it is proposed to implement a consistent physical treatment from King Street to the Motor Cruiser Club. In part this will be achieved by the construction of an associated pedestrian / cycleway (described in the next section) and in part by a strong, standard planting scheme. Trees should be setback from the roadside and always located in the eastern verge away from industrial accesses. There will be no trees in the Gippsland Ports section of the verge until the Ports boundary is sufficiently setback. Council should select a single, high canopy species from its approved planting list, with special consideration of resistance to a marine environment and avoiding road overhangs.

A further consideration is the legibility of the precinct access from the town entry, that is from Main Road in its intersection with King Street (as shown in Figure 6). To provide a clearer message to visitors it is proposed to renew the current signage with simpler but more explicit indications and to construct a mini-roundabout (surmountable by large vehicles) as a clear cue that this is a major intersection and decision point, much as is the case at the Fort King roundabout. These proposals are also costed in the Implementation Strategies contained in Part C.
Figure 6: Intersection of Main Road and King Street, Paynesville
7 Pedestrian/Cycle Links

Earlier reference has been made to the proposed operable footbridge across the southern canal from the Town Centre. This link presupposes a network of footpaths or trails throughout the balance of the precinct. These “active transport” routes will serve both locals and visitors, but with differences in purpose and character, which suggests two distinct but complementary physical solutions.

7.1 Shared Trail

The Master Plan proposes a 3.0m wide paved, shared way for pedestrians and cyclists to traverse the whole area as efficiently as possible. This trail generally follows the direct route in parallel with Slip Road (on the eastern side which has less vehicle crossings), providing access to all uses along the way from Town to the Cruiser Club or the Aquarius Way residential area. It is also proposed to link this route across the King Street Bridge and via the upgraded alleyway to Victoria Street, thus providing a much needed alternate Town Centre access in the absence of a footbridge.

7.2 Boardwalk

The Master Plan additionally proposes a less utilitarian and more recreational waterside route in the form of a raised 3.0m wide timber boardwalk, bordering the coastline from the proposed footbridge north to Gippsland Ports, where it reunites with the main shared trail. The proposed boardwalk is illustrated in Plan 4 in Part D of this report. A smaller separate section will complete the trail from the Cruiser Club to the northern point Nature Reserve. Along the way are key events such as the bridge approaches and the King Street Boat Ramp, which should be treated as observation decks with ramped and stepped platforms. As this boardwalk is to be proposed in large part as an iconic visitor attraction and as its cost is likely to be substantial, a preliminary design should be prepared to seek outside funding in the same way as recommended for the footbridge. As an example of platforming at key points, the St Kilda foreshore boardwalk is depicted in Figure 7.

Figure 7: St Kilda Foreshore Boardwalk
**Part C Implementation Strategies**

The following table summarises the main actions to be initiated by Council over the next 16 years, in order to achieve the objectives stipulated in the Master Plan. These actions are illustrated in Plan 5 in Part D of this report. The actions are prioritised within broad timeframes and individual budget estimates at today’s costs are provided for financial planning purposes. It should be noted that the cost estimates are indicative only, as technical site investigations and real designs are not available.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>DESCRIPTION</th>
<th>ESTIMATED COST</th>
<th>PRIORITY</th>
</tr>
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<tbody>
<tr>
<td><strong>1. PLANNING SCHEME AMENDMENTS</strong></td>
<td>Apply Land Subject to Inundation Overlay including need for minimum floor levels to comply with requirements for 1 in 100 year flood level and considering predicted sea level rises. Expand Public Park &amp; Recreation Zone (Boat Trailer Parking) by 2000 sqm northward. Expand Industrial Zone (north of Gipps Ports) by 5000 sqm northward. Rezone rear of 31-33 Slip Road (rear Blue Water Marine) from Residential 1 to Mixed Use, allowing greater flexibility. Rezone 17-23 Slip Road (5 plots corner of King St) from Residential 1 to Mixed Use, allowing greater flexibility. Zone appropriate Industrial land in the vicinity of the cemetery, as alternative location for non-marine uses. Incorporate or negotiate setback to widen Slip Road in the vicinity of Gipps Ports (preferred reservation width 16m). Incorporate design guidelines recommendations in Paynesville Urban Design Framework.</td>
<td>—</td>
<td>2010</td>
</tr>
<tr>
<td><strong>2. BOAT RAMP USAGE STUDY</strong></td>
<td>Survey boat ramp utilisation in the wider Paynesville area (over whole year), to rationalise future usage and consider seasonal charging structure.</td>
<td>$50,000 fees</td>
<td>2010</td>
</tr>
<tr>
<td><strong>3. FLOOD MITIGATION STUDY</strong></td>
<td>Review the extent of predicted flooding and investigate options for protecting precinct infrastructure and access, including (but not limited to) continuous protective mounding and raising the level of Slip Road.</td>
<td>$100,000 fees</td>
<td>2010</td>
</tr>
<tr>
<td><strong>TOTAL 2010</strong></td>
<td></td>
<td><strong>$150,000</strong></td>
<td></td>
</tr>
</tbody>
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Shire of East Gippsland

Paynesville Maritime Precinct Master Plan

Arup

Master Plan 3 December 2009
### 4. FEASIBILITY – CENTRE FOR WOODEN BOATS
- Update and develop concept design and confirm budget (estimate $4.0M).
- Update and develop formal Business Case.
- Seek external funding (esp. govt. grants).
- $90,000 fees
- 2011-2015

### 5. FEASIBILITY – OPERABLE FOOTBRIDGE & BOARDWALK
- Assess options and prepare preferred concept design with budget (estimate bridge $2.5M + boardwalk $1.1M).
- Seek external funding (esp. govt. grants).
- $70,000 fees
- 2011-2015

### 6. PEDESTRIAN/ CYCLEWAY – King St + Laneway to Victoria St
- Upgrade as formal trail with paving and lighting (500m long and up to 3m wide).
- $200,000
- 2011-2015

### 7. MAIN ROAD & KING STREET INTERSECTION
- Mini-roundabout and upgraded signage.
- $60,000
- 2011-2015

### 8. EXPAND & REORGANISE BOAT RAMP PARKING
- New pavement and landscaping (approx. 3000 sqm) + Reorganisation of existing parking (approx. 7000 sqm) to provide 60 trailer parks OR 40 trailer parks + 40 cars.
- $780,000
- 2011-2015

### 9. CENTRE FOR WOODEN BOATS
- Construction of CWB according to 4.Feasibility Study, raised min. +2.8m AHD.
- $4,000,000
- 2011-2015

### 10. NEW ACCESS & ADDITIONAL PARKING MOTOR CRUISER CLUB
- Mini-roundabout and new access at Slip Road, parking extension and turn-around north of Cruiser Club, paved access north of Gipps Ports.
- $440,000
- 2021-2025

### 11. PEDESTRIAN / CYCLEWAY – SLIP ROAD to CRUISER CLUB
- Paved trail 3m wide (approx 400m long) + lighting
- $200,000
- 2021-2025

### TOTAL 2011-2015
- $1,840,000
- $4,000,000

### 12. KING ST PLAYGROUND & PICNIC AREA
- New formalised parking (2000 sqm), landscaping (3000 sqm) + shelter & BBQs & play equipment.
- $870,000
- 2016-2020

### 13. RAISE SLIP ROAD to +2.0 AHD – from KING ST to north GIPPS PORTS
- Break up existing pavement, construct new sub-base (60-80cm fill) and new pavement + lateral ramping and service modifications (approx 600m length).
- $1,080,000
- 2016-2020"
| **14. RAISED PEDESTRIAN/CYCLEWAY – from KING ST to north GIPPS PORTS** | Paved trail 3m wide (approx 600m long) on approx 80cm fill + lighting. | $360,000 | 2016-2020 |
| **15. AVENUE PLANTING** | Approx 80 semi-mature trees and 12 months care, King St, Slip Rd & Cruiser Club access. | $30,000 | 2016-2020 |
| **16. BOARDWALK** | Waterside 3m wide raised timber boardwalk (approx 450m + accesses and platforms at boat ramp) and boardwalk to north point nature reserve (approx 70m). | $1,100,000 | 2016-2020 |
| **TOTAL 2016-2020** |  | $2,340,000 |  |
| **17. RAISE SLIP ROAD to +2.0 AHD – GIPPS PORTS to NORTH CANAL** | Break up existing pavement, construct new sub-base (approx 40cm fill) and new pavement + lateral ramping and service modifications (approx 400m length). | $680,000 | 2021-2025* |
| **18. RAISE KING ST and BRIDGE to +2.0 AHD** | Break up existing pavement, construct new sub-base (approx 40cm fill) and new pavement + lateral ramping and service modifications (approx 200m length) + supplement bridge deck and parapets. | $440,000 | 2021-2025 |
| **19. OPERABLE FOOTBRIDGE and ACCESS** | Raised 45m long timber and steel 2m wide footbridge with 8m operable opening and boardwalk style access platforms across south canal mouth. | To be determined | 2021-2025* |
| **TOTAL 2021-2025** |  | $1,120,000 |  |
| **TOTAL 2010-2025** |  | $5,450,000 |  |
|  |  | $5,100,000 |  |

* Implementation strategies in relation to the raising of Slip Road and King Street for flood mitigation purposes are subject to further investigation of feasibility and benefit. These actions should be considered in the context of a broader strategy for flood mitigation for the Gippsland Lakes and the availability of substantial external funding to carry out the works.

* Timing and cost of the pedestrian bridge is subject to further detailed feasibility assessment.
Part D Plans
Plan 1: Paynesville Maritime Precinct Master Plan
Plan 2: Slip Road Precinct (South) – Indicative Development Plan
Plan 3: Typical Section Slip Road South

- PROPERTY BOUNDARY
- RAISED AHD +2.0*
- MARINE INDUSTRY
- VERGE
- EXISTING AHD +1.2 APPROX.
- U/G POWER
- CARRIAGEWAY
  MIN. 8.0 m
  APPROX.
- 2.0 m
- 3.0 m
- PEDESTRIAN/CYCLEWAY
- WATERFRONT

* AHD +2.0 = 1 in 100 year flood level (according to EGCMA). Slip Road will need raising in stages to ADH +2.8m before 2100 to account for expected sea level rise (Victorian Coastal Strategy).
Plan 4: Typical Section Boardwalk

* 3.0m wide timber boardwalk preferably raised to AHD +2.0 = 1 in 100 year flood level (according to EGOMA)
Plan 5: Implementation Strategies, Paynesville Maritime Precinct Master Plan