



Queensland Government Statewide Outdoor Recreation Framework

A Collaborative and Coordinated Approach to Outdoor Recreation in Queensland



Premier's foreword

Enjoying the outdoors is a large part of our Queensland lifestyle. Community consultation around *The Queensland Plan* clearly shows Queenslanders want access to quality places and spaces in which to participate in outdoor recreation.

The *Queensland Government Statewide Outdoor Recreation Framework: A Collaborative and Coordinated Approach to Outdoor Recreation in Queensland* will deliver a more integrated approach to providing outdoor recreation opportunities across the state.

In Queensland, outdoor recreation occurs across a diverse range of landscapes and waterscapes. A significant proportion of these are owned and managed by State Government agencies and include national parks, State forests and reserves. The government is delivering on its commitment to make national parks and other government protected and managed areas more accessible for recreation and ecotourism through changes to the *Nature Conservation Act 1992*.

It is clear, however, that more needs to be done to ensure easier access to and better promotion of other areas which provide fantastic opportunities for outdoor recreation.

This includes lakes and dams managed by Seqwater and SunWater which provide water for drinking, industry and irrigation but also are sites for recreational activities. It includes State forests which produce timber and other forest products but also provide opportunities such as trail bike riding and horse riding. With the correct approvals, road corridors can also be used by the community for diverse activities from sporting events to camping. Schools, Outdoor and Environmental Education Centres as well as Active Recreation Centres offer wonderful opportunities for children and adults of all ages to participate and develop greater skills in outdoor recreation activities.

The framework will deliver a more coordinated approach to promoting opportunities in these places and make it easier to participate, for instance, through streamlining permits. It will help to address other issues faced by land managers when they provide access for outdoor recreation such as compliance and enforcement, ensuring the safety of the community as well as maintaining areas and investing in outdoor recreation opportunities.

By guiding collaboration across Queensland Government agencies and with other key stakeholders, this framework will see more Queenslanders and visitors participating in and benefiting from outdoor recreation across the state.

Campbell Newman
Premier of Queensland



Message from the Minister

Connecting people with nature and encouraging Queenslanders to participate in a range of sustainable outdoor recreation activities are key priorities for the Queensland Government.

The *Queensland Government Statewide Outdoor Recreation Framework: A Collaborative and Coordinated Approach to Outdoor Recreation in Queensland*, developed by the Department of National Parks, Recreation, Sport and Racing (the department), will help to deliver these priorities.

Participation in physical activity is changing. In our time-poor society, many people prefer to participate in unstructured outdoor recreational activities. Some of us are happy to take a leisurely stroll or bike ride in the local park or even take the family picnicking or bushwalking in some of our beautiful national parks. Others take their participation to an elite level, for instance in trail running or competitive mountain bike riding.

Participating in outdoor recreation enhances people's health and wellbeing, strengthens the economy and encourages a connection with the natural environment. Outdoor recreation has social benefits too, providing the opportunity for family, friends and the broader community to get outdoors and get active.

Suitable recreation lands are under constant pressure from other uses such as transport, urban growth, primary production and industry. For this reason it is critical that, where possible, government land continues to be made available to individuals and groups for recreational purposes.

Planning and managing long distance trails also proves challenging. The State Development, Infrastructure and Industry Committee report entitled *Inquiry into the future and continued relevance of Government land tenure across Queensland*, tabled in Parliament in May 2013, recommended the Queensland Government coordinate the development of a whole-of-government approach to establishing and managing trails. My department was identified as best placed to lead the development of an improved approach to long distance trails management as a major initiative within this framework.

The framework will develop solutions to make it easier to participate in outdoor recreation activities and events and address the coordination and collaboration issues across government agencies responsible for managing land and water where outdoor recreation occurs.

Importantly, this framework will facilitate a more efficient, coordinated and collaborative approach to education and promotion of outdoor recreation opportunities across Queensland.

Steve Dickson

Minister for National Parks, Recreation, Sport and Racing





Whole-of-government initiative

Queensland Government Statewide Outdoor Recreation Framework

Vision

People participating in high quality, diverse, safe outdoor recreation

Objectives

- Provide ways to resolve outdoor recreation issues
- Foster increased participation in outdoor recreation

One vision, three whole-of-government commitments

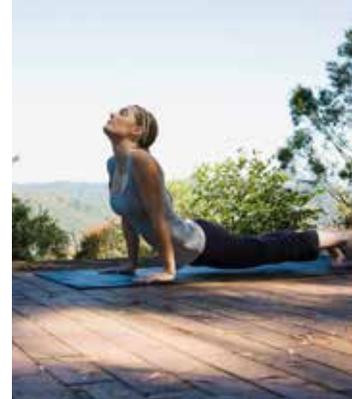
Commitment One	Commitment Two	Commitment Three
Improve access to places and spaces	Promote opportunities to participate	Enhance capacity of the outdoor recreation sector

A genuine whole-of-government initiative

The following stakeholders have been involved in the development of the *Queensland Government Statewide Outdoor Recreation Framework*.

- Department of National Parks, Recreation, Sport and Racing
- Department of Agriculture, Fisheries and Forestry
- Department of Education, Training and Employment
- Department of Energy and Water Supply
- Department of Environment and Heritage Protection
- Department of Health
- Department of Housing and Public Works
- Department of Local Government, Community Recovery and Resilience
- Department of Natural Resources and Mines
- Department of the Premier and Cabinet
- Department of State Development, Infrastructure and Planning
- Department of Tourism, Major Events, Small Business and the Commonwealth Games
- Department of Transport and Main Roads
- Local Government Association of Queensland
- Queensland Outdoor Recreation Federation
- Seqwater
- SunWater
- Tourism and Events Queensland

Endorsed by:





Definitions

For the purposes of the Queensland Government Statewide Outdoor Recreation Framework:

Outdoor recreation is defined as:

Activities undertaken outdoors in natural, rural or urban open spaces where the environment is an important focus of the activity and there is a relationship between the participant and the outdoor environment, involving either interaction or appreciation and which may require modification or enhancement of outdoor settings to enable these activities to occur.

Other terms used in the framework include:

Outdoor recreation activity—an activity that can be undertaken in outdoor environments, including abseiling, bushwalking, camping, canoeing/kayaking, cycling, four-wheel-driving, mountain bike riding, off-road motorcycling, nature watching, photography, rock climbing, sailing and swimming, which may be undertaken for a range of reasons/motivations including purposes of recreation or leisure.

Outdoor recreation places and spaces—These are landscapes, waterscapes and built environments located in natural, rural or urban spaces which provide opportunities for outdoor recreation activities.

Whole-of-landscape—a perspective that identifies or strives for the connectivity of outdoor recreation places and spaces (including both landscapes and waterscapes) which may traverse multiple types of tenure managed by different kinds of land managers (i.e. local governments, Queensland Government agencies, statutory authorities, government owned corporations, the Australian Government, private landholders).



The Queensland Government Statewide Outdoor Recreation Framework will provide a collaborative and coordinated approach to outdoor recreation delivery across the state.

Introduction

Queensland's unique landscapes, waterscapes and infrastructure offer diverse and exciting outdoor recreation experiences. Participating in outdoor recreation enhances people's health and wellbeing, contributes to local communities and the wider Queensland economy while encouraging connection with and appreciation for a variety of urban, rural and natural environments.

Outdoor recreation opportunities in Queensland exist across a range of landscapes managed by multiple stakeholders including Queensland Government agencies, local governments, Seqwater and SunWater and private landholders. The number of stakeholders involved has made it challenging to deliver outdoor recreation outcomes in a consistent and integrated manner.

Education on the benefits of outdoor recreation and promotion of opportunities for outdoor recreation has also been ad hoc across a range of government and non-government bodies.

Additionally, the outdoor recreation sector in Queensland faces a range of organisational and workforce capacity challenges that need to be addressed to ensure the sustainability of the sector into the future.

To date, a framework for delivering an integrated, whole-of-landscape approach to outdoor recreation across Queensland has not been fully implemented.

The Department of National Parks, Recreation, Sport and Racing has led the development of the *Queensland Government Statewide Outdoor Recreation Framework* to help address these issues by: setting a vision, objectives, principles, key areas for cooperation and key commitments for Queensland Government agencies working in collaboration with other outdoor recreation stakeholders across the state.

The fragmented approach to planning and management of outdoor recreation places and spaces is exemplified in long-distance trails comprising single or multiple tenures.

Multi-tenure trails, such as the Ipswich to Boonah Trail, cross areas controlled by a diversity of land managers and owners, such as Seqwater and SunWater, Queensland Government agencies, local governments or private freehold land owners. Coordinating and resourcing maintenance and management of the entire length of multi-tenure trails proves challenging given the range of landholders and managers involved and the lack of a central trails management authority or framework.

Single tenure trails, such as disused railway corridors like the Brisbane Valley Rail Trail, also present a range of challenges, such as how best to allocate responsibilities and resources for investment, management and maintenance.

Additionally, for Seqwater and SunWater issues arising from providing outdoor recreation opportunities—such as public liability, compliance and enforcement, and the need to maintain areas and invest in outdoor recreation opportunities—need to be addressed in sustainable ways.

This framework will help to plan, develop, manage and promote outdoor recreation into the future.

The Ipswich to Boonah Trail includes protected areas managed by the Queensland Parks and Wildlife Service, freehold local government land as well as land owned and managed by Seqwater. Key challenges in managing this trail include coordinating and resourcing maintenance and management programs for the entire length of the multi-tenure trail.





Vision

More Queenslanders and visitors participating in high quality, diverse, safe and sustainable outdoor recreation activities across the state.



Principles

Framework parties will:

- acknowledge outdoor recreation provides numerous benefits and that participants of all ages and physical abilities should have access to high quality, diverse, safe and sustainable outdoor recreation opportunities
- acknowledge outdoor recreation may be undertaken on land and water where the primary purpose is not outdoor recreation following a robust impact assessment and risk management framework to confirm the activities are compatible with the primary purpose of the land
- improve communication and seek to collaborate across all aspects of outdoor recreation planning, development, provision, management, education and promotion at the local, regional and state level
- look for opportunities to share resources (e.g. assets, financial, in-kind, data), where possible, to maximise the efficiency and effectiveness of outdoor recreation initiatives
- develop flexible solutions to outdoor recreation challenges, wherever possible, while striving to implement consistent policy, planning, development and management approaches for outdoor recreation across the state.



Nature Play Qld: Getting our kids outdoors

The Department of National Parks, Recreation, Sport and Racing has contributed \$1.5 million in a partnership with the Queensland Outdoor Recreation Federation to deliver Nature Play. Nature Play brings unstructured outdoor play back into our children's lives through individual passports to record their completed Nature Play 'missions'. It is all about a conscious shift from 'screen time' to 'green time'. The program also provides resources for teachers and parents.

Queensland Health and the Department of Education, Training and Employment also support this important initiative with the outdoor recreation sector.

Objectives

The objectives of the framework are to:

- provide mechanisms to resolve issues associated with planning for, establishing, managing and promoting outdoor recreation opportunities
- foster increased participation in outdoor recreation in Queensland.

Scope

For the purposes of this framework, outdoor recreation places and spaces will include any land, water bodies or built environments in Queensland that can be used for outdoor recreation. This includes, but is not limited to, the following areas:

- national parks, marine parks, regional parks, State forests and recreation areas
- dams, lakes, land and infrastructure managed by Seqwater and SunWater or local governments
- trails (including those crossing multiple forms of tenure)
- built environments such as recreational parks, playgrounds, skate parks, cycleways, walking paths
- landscapes or water bodies managed by other authorities or private landholders who provide opportunities for outdoor recreation activities.

Key areas for cooperation between parties

1. Outdoor recreation planning, development, provision and management

- Identifying and resolving issues in outdoor recreation planning, development, provision and management at the local, regional and state level.
- Improving access to outdoor recreation opportunities on State and non-State land, specifically by investigating:
 - › coordinated management of long distance trails and multiple-tenure recreation areas
 - › streamlined approval processes
 - › better management of public liability, compliance and enforcement
 - › opportunities for cost recovery and third party management.
- Identifying current and forecasting future outdoor recreation demand and participation rates, and community satisfaction with existing places, spaces and opportunities.

2. Outdoor recreation education and promotion

- Promoting state, regional and local outdoor recreation places, spaces and opportunities.
- Promoting the health, community, ecological and economic benefits of outdoor recreation participation.
- Providing and promoting opportunities for school-aged children to build outdoor recreation skills and abilities through specific initiatives.
- Providing and promoting outdoor recreation opportunities for people of all ages and physical abilities.

3. Outdoor recreation sector capacity

- Identifying and supporting the organisational, workforce capacity and sustainability needs of the outdoor recreation sector.

Key commitments of Queensland Government agencies

1. Protecting and improving access to outdoor recreation places and spaces of state and regional significance by:

- investigating broader use of the *Recreation Areas Management Act 2006* (RAM Act) and its administration and/or other legislative and policy mechanisms to declare and manage recreational areas (including long-distance trails), manage public liability, streamline approvals and provide for compliance and enforcement in financially sustainable ways.

2. Promoting outdoor recreation opportunities and participation by:

- working across departments and with key stakeholders to ensure a collaborative and consistent approach to marketing and promotion to encourage increased participation and greater use of government land and facilities
- contributing and linking to databases on Queensland's outdoor recreation places, spaces and opportunities on websites administered by the tourism industry and outdoor recreation sector.

3. Enhancing the capacity and sustainability of the outdoor recreation sector by:

- collaborating with the outdoor recreation sector to identify its organisational, workforce capacity and sustainability needs and assist the sector in meeting those needs.





Responsibilities of framework parties

Queensland Government

Under the framework

Queensland Government agencies will collaborate to protect and improve access to outdoor recreation places and spaces of state and regional significance by:

- investigating and implementing legislative and policy mechanisms to address the challenges of managing outdoor recreation, including in multiple-tenure areas and on long-distance trails. This includes providing for streamlined approvals for access to places and spaces particularly for events, improving compliance and enforcement efforts, and risk management.
- encouraging greater use of government land and facilities by the community
- providing and linking to consolidated information on opportunities available at and use of outdoor recreation places and spaces across the state
- exploring and supporting funding and investment options to provide for outdoor recreation.

Queensland Government agencies will also:

- assist the outdoor recreation sector in its efforts to address its organisational, workforce capacity and sustainability needs
- work with Seqwater and SunWater to investigate sustainable outdoor recreation management options around dams
- collaborate with the sector and other stakeholders to promote the health, community, ecological and economic benefits of lifelong participation in outdoor recreation and deliver programs to encourage and support adult and children's participation in outdoor recreation.

Ongoing responsibilities

As a key land manager, the Queensland Government, will:

- administer the State Planning Policy which makes clear the State interests in relation to 'liveable communities' including planning for community outdoor recreation needs
- partner with local governments to explore options for using State land to stimulate economic opportunities for local governments, including outdoor recreation opportunities.

Queensland Outdoor Recreation Federation (QORF)

Ongoing responsibilities

QORF will:

- encourage and advocate for diverse outdoor recreation opportunities and their long term ecological, economic and social sustainability
- advocate for the training and accreditation needs of the outdoor recreation sector
- promote, consult, represent and advocate for the Queensland outdoor recreation sector and the community
- raise the profile of and develop the capacity and opportunity for outdoor recreation in Queensland
- share data and information from industry and the broader community on trends in outdoor recreation in Queensland with government and non-government land managers
- provide information on outdoor recreation opportunities across the state
- collaborate with government agencies and others on outdoor recreation promotion and education
- enhance the capacity and sustainability of outdoor recreation commercial and not-for-profit organisations and operators through provision of resources and information.

Responsibilities of framework parties

Local governments

Under the framework

Local governments will:

- strive to collaborate with other local governments, Seqwater and SunWater and the Queensland Government to provide regional outdoor recreation places, spaces and facilities.

Ongoing responsibilities

Local governments will:

- ensure local planning schemes comply with the liveable communities State interest
- provide for the outdoor recreation needs of their local communities
- promote local outdoor recreation opportunities.

Tourism and Events Queensland (TEQ)

Under the framework

TEQ will:

- collaborate with the Queensland Government agencies, local governments, regional tourism organisations, Seqwater and SunWater, not-for-profit and commercial recreational providers to assist with the promotion of Queensland's outdoor recreation opportunities and events to state, national and international visitors where it is associated with its tourism marketing activities.

Ongoing responsibilities

TEQ will:

- assist in marketing outdoor recreation experiences and major outdoor recreation events where they are associated with its tourism marketing activities
- operate at a national and international level to identify new and innovative ways to leverage emerging recreation opportunities and events which benefit the Queensland tourism industry and economy.

Seqwater and SunWater

Under the framework

Seqwater and SunWater will:

- work with the Queensland Government and local governments to investigate and, where appropriate and feasible, implement sustainable outdoor recreation management options around dams, lakes and weirs.



