

# **COFFS HARBOUR Jetty Foreshores Plan of Management**

**June 2008**



## **Acknowledgement**

This Plan of Management was adopted by the Minister for Lands 25 June 2008 pursuant to the Crown Lands Act.

The Plan has been derived from a master planning exercise carried out for the Coffs Harbourside Precinct under a contract let by Department of Lands and Coffs Harbour City Council in 2005. The writers wish to acknowledge the inputs of the Harbourside consultants PSB (now merged with EDAW), DKO – Architecture and Built Form, HillPDA – Land Economics, and ePOLIS – Urban Design Peer Review

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## 1.0 Introduction

The Coffs Harbour Jetty Foreshores area is the seaward gateway to the City of Coffs Harbour and a port entry to Australia. Together with its foreshores, the harbour is a place that is highly valued by the people of the City. It has a rich history and substantial cultural significance both to the Indigenous peoples of the region and to its non Aboriginal population. However, the condition and quality of the harbour and foreshores area has for some time fallen short of its status as the namesake and icon of the City.

The Harbourside Precinct, incorporating the Jetty Foreshore area, the Jetty Strip and the adjacent urban lands, comprises an important “village” and contributes to the “City of Villages” character in the context of the Coffs Harbour City and its hinterland. Figure 1 shows the Harbourside context.

The harbour is filling up with sand and while dredging campaigns have been implemented over many years there is a pressing need to find a cost effective solution to this complex problem. The maintenance and improvement of other infrastructure that supports the Port functions as well as the recreational values, is necessary. However the costs to dredge the harbour and deliver new infrastructure are well above the existing revenue sources. Increased commercial activity is necessary to generate new revenue streams.

The intention of this Plan of Management (PoM) is to facilitate continued development of a working harbour. The planning emphasis is towards optimisation of the existing assets of the harbour and achievement of its full potential as a significant place for tourism and recreation within the City of Coffs Harbour and New South Wales.

The Department of Lands (Lands) has prepared this PoM for the Jetty Foreshores Precinct incorporating all of the Crown Lands east of the railway, and the harbour waters, as shown in Figure 2.

The PoM serves to define and guide commercial development opportunities to support a working harbour while reaffirming a commitment to preserve and improve the public domain including a commitment to respect Aboriginal values and the wider public use and enjoyment of the area.

It is envisaged that through implementation of the PoM the area will become a significant destination for the people of Coffs Harbour, the region and the state and that cultural, social, economic and environmental values will be enhanced.

### 1.1 Land to Which this Plan Applies

The PoM applies to the Crown land within the Jetty Foreshores Precinct as shown on Figure 2, being those lands east of the Main Northern Railway from Boambee Beach to Coffs Creek.

Table 1 provides a schedule of lands to which this PoM applies.

For the purposes of planning the subject lands have been divided into five Management Precincts shown in Figure 3 and described below.

Other relevant lands are also identified. While these lands are not Crown land and not controlled by Lands, their use and management is an important consideration in the overall context of how the Jetty Foreshores Precinct functions.



Figure 1: Harbourside Context



Figure 2: Land to which the plan applies

- ▬▬▬▬ Plan of Management Lands - Coffs Harbour Jetty Foreshores
- - - - Coffs Harbourside Precinct boundary

## **1.2 Management Precincts (MP's)**

### **1. Coffs Harbour Port**

The existing port facilities and marina, slipway, business premises, Yacht Club and Government office precinct, including the northern breakwater, and including the connecting corridor along Marina Drive to the railway crossing..

### **2. South Coffs Island / Corrambirra Point**

The landforms comprising South Coffs Island and Corrambirra Point including the ridge line extending east from the railway and including the Deep Sea Fishing Club, Fergusons Cottage and the public boat ramp. The precinct includes the industrial loading ramp and incorporates the old quarry site.

This precinct is recognised as having very high cultural significance to the Aboriginal community.

### **3. Jetty Foreshore**

The stretch of beach and foredune, adjoining open space and recreational areas from the mean high water mark to the railway and between the Coffs Harbour Port and South Coffs Island.

### **4. Happy Valley**

The land between the rail line and the high water mark and extending from the Coffs Creek shoreline towards the Coffs Harbour Port management precinct.

### **5. Harbour Waters**

The submerged lands within the harbour generally below mean high water mark. The precinct includes the eastern breakwater and the historic jetty.

## **1.3 Other Relevant Land Holdings**

Under previous master planning process the lands west of the railway were part of a larger study area known as the Harbourside Precinct. The lands west of the railway are now the subject of separate planning efforts by Coffs Harbour City Council (Council). However it is acknowledged that the planning and development of these adjoining areas should occur in a way that creates synergy with the Jetty Foreshores precinct.

Within the area east of the railway there are a number of land holdings that are not Crown land, and not under the control of Lands, but are relevant to the planning and management of the area as a whole. These are also indicated on Figure 3 and include:

### **A. Australian Rail Track Corporation**

Lands owned by Rail Infrastructure Corporation (formerly State Rail Authority) and leased to the Australian Rail Track Corporation (ARTC) as part of a bilateral agreement between Federal and State Governments to support rail infrastructure maintenance and development programs.

### **B. Muttonbird Island**

Muttonbird Island is managed as Nature Reserve under the National Parks Act. The site is a very prominent part of the Coffs Coast landscape and is of international ecological significance. The island is recognised as having high cultural significance to the Aboriginal community. It is a major destination for residents and visitors and pedestrian access is available to the public along the northern breakwater.

### **C. Lot 205**

This parcel is freehold land held by the Coffs Harbour Local Aboriginal Land Council, being a grant of land arising from a successful Aboriginal Land Claim.

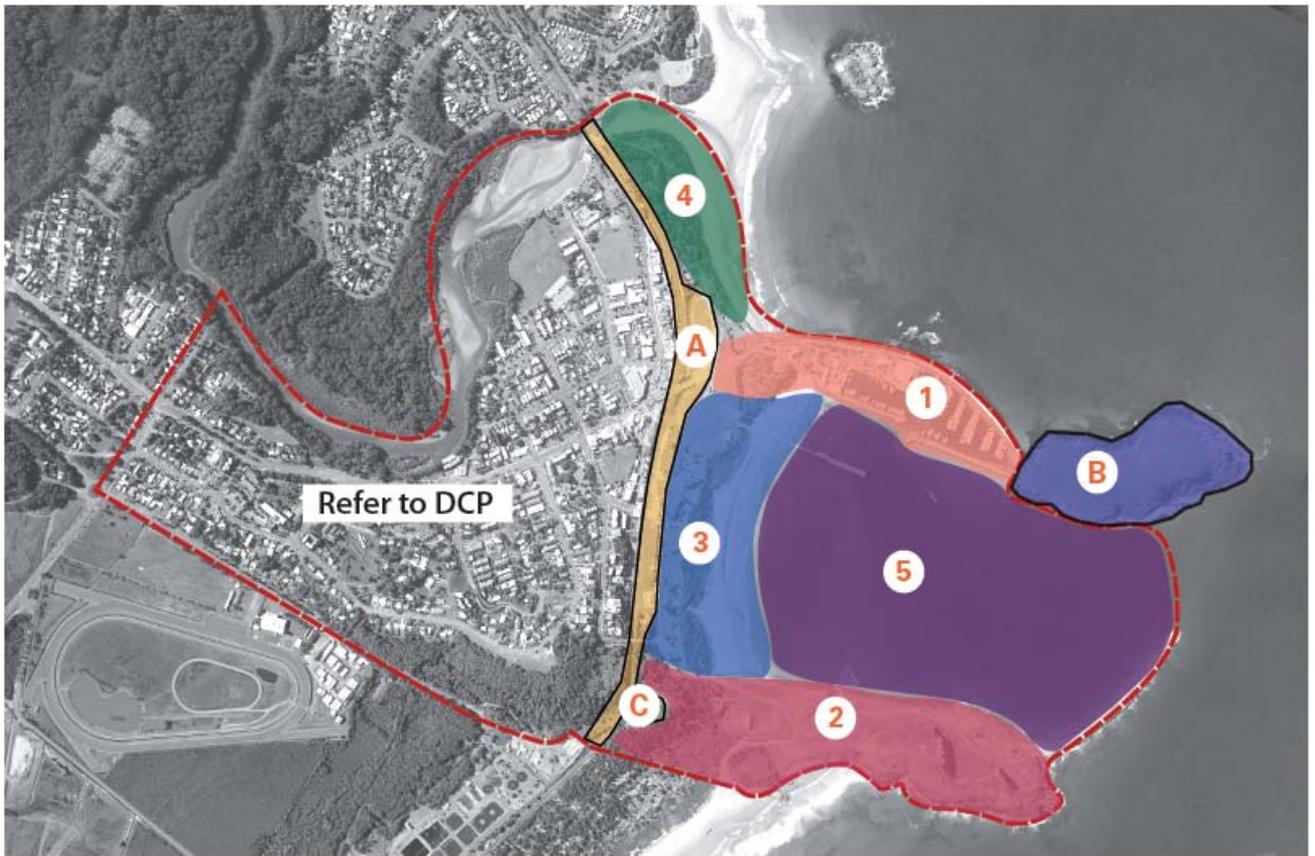


Figure 3: Management Precincts and other relevant lands

## Legend

### Management Precincts

- 1** Coffs Harbour Port
- 2** South Coffs Island/ Corrambirra Point
- 3** Jetty Foreshore
- 4** Happy Valley
- 5** Harbour Waters

### Other relevant landholdings

- A** Australian Rail Track Corporation (ARTC) lands
- B** Muttonbird Island (Nature Reserve)
- C** Lot 205 - Coffs Harbour Local Aboriginal Land Council

**Note:** It is understood that CHCC are preparing a DCP for lands west of the rail line

**Table 1**  
**Land status of the Crown lands comprising the Coffs Harbour Jetty Foreshores**

Land Status	Management	Land Identifier	Existing Tenants
Reserve 140093 for Community & Sporting Club Facilities, notified 8 December 1995.	Coffs Coast State Park Trust - Corporate Manager is Coffs Harbour City Council.	Lot 1 DP 714757 & Lot 22 DP 850150.	Coffs Harbour Yacht Club  Coffs Harbour Deep Sea Fishing Club
Reserve 140101 for Port Facilities and Services, notified 28 June 1996.	Department of Lands.	Lot 543 DP 45472.	Coffs Harbour Fisherman's Cooperative Coffs Harbour Marina Coffs Harbour Slipway Department of Lands Department of Primary Industries NSW Police
Reserve 140102 for Public Recreation & Environmental Protection, notified 28 June 1996.	Coffs Coast State Park Trust - Corporate Manager is Coffs Harbour City Council.	Lot 545 DP 45256, Lot 2 DP 630934, Lot 206 DP 739570, Lot 1 DP 807876 & Lot 21 DP 850150.	Coffs Harbour & District Local Aboriginal Land Council TS Vendetta
	Administrator – Department of Lands.	Lot 1 DP 740302 & Lot 7056 DP 1114092.	
Reserve 1003728 for Port Facilities and Services, notified 18 October 2002.	Coffs Coast State Park Trust - Corporate Manager is Coffs Harbour City Council	Lot 546 DP 45226.	
Part Reserve 1011268 for future public requirements, notified 3 February 2006 Part Reserve 1012190 for the public purpose of access and public requirements, rural services, tourism purposes and environmental and heritage conservation, notified 25 August 2006	Department of Lands.	Lot 547 DP 45226 & Lot 204 DP 739570.	
Reserve 46304 for public baths notified 8 February 1911	Unknown	Lot 7015 DP752817	
Public road east of the rail line  Crown Public road Southern Boundary of precinct (extension of Howard Street)	Coffs Harbour City Council Department of Lands		
All lands effected by PoM are Part Reserve 1012190 for the public purpose of access and public requirements, rural services, tourism purposes and environmental and heritage conservation, notified 25 August 2006	Department of Lands	As listed above	

## 2.0 Management Context

### 2.1 Management/Administration

Lands is the authority responsible for the administration and management of Crown lands under the Crown Lands Act. While the subject lands are reserved for various purposes the management responsibilities are shared primarily between Lands and Council.

Lands is responsible for the Coffs Harbour Port area, including the breakwaters and the submerged lands of the harbour. Council is the appointed manager of the Coffs Coast State Park Trust (the Trust) which covers most of the public domain and recreational areas. An administrator is appointed to manage the Happy Valley area.

#### 2.1.1 Coffs Harbour Port and Harbour

Most of the Port area is held under lease or license and the holder is responsible for maintenance of their structures, with the exception of the slipway and the public wharf. Current tenures provide for the interests of the marina, Fishermans Co-op; slipway; and government accommodation. Revenue from tenures is currently in the order \$170,000 pa

There are on-going maintenance costs for the main harbour infrastructure, breakwaters and navigable waters, as well as support infrastructure. Key management risks include navigational safety arising from sand infill, accelerated depreciation and maintenance costs of assets and services in a hostile coastal environment and an escalating gap between costs and revenue.

The costs incurred by State Government in maintaining the Port infrastructure is in the order \$450,000 pa based on a 10 year costing cycle. Costs include: dredging; breakwater maintenance; general services (rubbish removal, power supply, signage, etc) and repair to moorings, road pavements; main wharf and cat walks.

Lands is currently funded by State Treasury to deliver its Port management functions. Treasury expects Lands to optimise the use and financial return from State assets to enable Treasury funding to flow to State priorities as outlined in the State Plan.

Other issues associated with management of the Coffs Harbour Port and harbour include:

- Expanded berthing capacity and improvements to Port facilities
- Planning for the impact of rising sea level and risk of storm surges associated with climate change
- Additional parking to facilitate business expansion and development
- Traffic management including pedestrian access and safety
- Slipway structure requiring replacement / repair
- Public risk and safety associated with public access along the northern breakwater
- Environmental management / water quality issues at the slipway and the inner harbour

Prospective capital costs to deliver major dredging, additional break waters, wharf reconstruction, marina expansion and slipway refurbishment is in the order \$30 million. There is no recurrent State funding for new works.

### **2.1.2 Coffs Coast State Park**

Council as Trust manager is the responsible body for care, control and management of the public domain around the foreshores including the historic jetty, the public boat ramp and South Coffs Island.

Council as Trust manager is the landlord for the Deep Sea Fishing Club, the Yacht Club and TS Vendetta tenures. Revenue from tenures administered by the Trust is approximately \$110,000 pa.

Key management risks include the ongoing cost of dredging at the boat ramp for navigational safety, maintenance of the historic Coffs Harbour Jetty, public risk generally and at the old quarry and Jetty structure in particular, and escalating maintenance costs of assets and services generally that support public recreation.

The costs incurred by the Trust in maintaining the public domain is in the order \$500,000 pa based on a 10 year costing cycle. Costs include: boat ramp maintenance and dredging; jetty maintenance; toilet facilities; road and car park; sewerage and other infra structure and foreshore reserve maintenance.

These works are funded primarily through the Trust which operates as a self funding business unit and generates revenue from the tourist parks on other Crown lands within the State Park and associated retail services. The Trust also sources funds from Council's recurrent funds and from State Government grants to support its activities.

Other issues in respect to public domain management include:

- acquisition of surplus railway lands for addition to the public domain
- improved facilities for the boating fraternity, including car parking
- public safety at the old quarry site on South Coffs island and rehabilitation of the degraded landscape
- occupations at Ferguson's Cottage and Happy Valley
- need for 'social design' and community planning to ensure safety
- protection and management of fore dune vegetation and other bushland
- improved and expanded picnic facilities
- access and maintenance to Jetty Beach and South Park Beach
- sewer connection to the Public Toilets
- need for an integrated traffic management strategy

Prospective capital costs to deliver additional break waters to protect the boat ramp, acquire the ARTC land, extend the sewer and connect public toilets and make public domain improvements (including ARTC land if acquired) is in the order of \$5 to \$10 million. There is no funding from the Trust or Council for new works.

### **2.1.3 Happy Valley**

At the time that the Coffs Coast State Park was created the Happy Valley area was excised pending the outcome of a litigation matter which was current at the time. The site is managed for its natural bushland setting by the volunteer efforts of the local dune care group. There is no revenue and negligible costs are incurred for the area. Services to the Happy Valley Aboriginal occupation are supported by the Coffs Harbour Local Aboriginal Land Council (LALC).

### **2.1.4 Management Issues**

The following issues are relevant to future management/administration:

- Funding for on-going dredging of the main harbour, inner harbour and boat ramp area
- Funding for capital works to improve the maritime infrastructure and public domain
- Funding for acquisition of surplus rail lands
- State Park boundaries in respect of Happy Valley, quarry area and any future commercial leases
- Governance in respect of defining the management responsibilities (Lands and the Trust), commercial opportunities and revenue distribution
- Operational and business planning for the State Park
- Review and evaluation of planning and outcomes

An increase in revenue is therefore a necessity Lands has made a decision, with support of the Trust, that increased commercial development is a logical option, with a view to increasing revenue and/or sharing risk, including asset management. Other revenue streams remain important and include grant funding from Commonwealth and State, development contributions and revenue generated from the Coffs Coast State Park.

Striking a balance between commercial development and respect for the cultural, social, economic and environmental values of the area is the subject of this PoM.

Future management of the area is presented in Section 5 Implementation.

## **2.2 Values**

The following discussions of values of the planning area describe the most important things about the Jetty Foreshores, and the matters that should be taken into account when formulating future management options including commercial development.

### **2.2.1 Historical**

The Gumbayngirr people are the original inhabitants of the area and a number of places within the Jetty Foreshores and adjoining areas hold strong significance for the indigenous peoples of the area. Places of significance include Muttonbird Island, South Coffs Island, Corrambirra Point, Happy Valley and along Coffs Creek are special places in the Dreaming and / or served as functional places in the traditional lifestyle and ceremony.

The first recorded European settlement was in 1870, although discovery of the area is attributed to Captain John Korff who took shelter in his ship 'Brothers' in the lee of the southern headland in circa 1847 after which the area became known as "Korff's Harbour" and later in 1861 as Coffs Harbour.

From that time until relatively recent years, the Harbour foreshore has been a centre of industrial activity incorporating storage of materials prior to shipment. Service industries developed in the Jetty Village area parallel with harbour based industry . The original town centre developed on either side of what is now Harbour Drive in the location of the current Jetty Village. The surrounding residential areas developed incrementally as the township grew.

Various public works including the Jetty and eastern breakwater were commissioned to support the growing port and associated settlement. With the arrival of the railway in 1915 the function of the area transferred from Port facility to railhead Only when road transport emerged, and the Pacific

Highway was opened in 1928 ,was there a shift of commercial activity away from the Jetty area. The foreshores area has since settlement been a working port with associated industry to serve the early shipping trade and later the rail head.

While the Foreshores Precinct has long served as a place of gathering and celebration it is only since the 1970's that the area has become prominent as a recreational destination. Community groups commenced revegetation works and other improvements for picnicking and beach access, which over time attracted assistance from Council, the former Public Works Department and Lands. Council has progressively taken on more and more responsibility for management of the public domain, including the historic Jetty, in response to the growing community use and social benefits. The Deep Sea Fishing Club has evolved as a key recreational and tourist destination in the precinct and the Yacht Club has also evolved as a key facility that supports many water based sporting activities.

### **2.2.2 Heritage**

The Coffs Harbour Jetty is a National Work and an Item of heritage significance scheduled under the Coffs Harbour Local Environmental Plan. It is listed on the Register of the National Estate and the National Trust of Australia Register. The Jetty is an important remnant of the industrial history of Coffs Harbour. The National Estate Register Statement of Significance describes the jetty as:-

*“...the largest coastal timber jetty in New South Wales and the only remaining large ocean jetty in New South Wales that dates from the nineteenth century.”*

Ferguson's Cottage has been proposed for listing as an item of State Heritage significance. It is important to the social and cultural values for many coastal Aboriginal people as it symbolises a legacy that was brought about by the tireless efforts of Evelyn “Nanny” and Andrew Ferguson. It is significant to the integral acceptance of cultural relationships between Aboriginal and white people during a time when Aboriginal people were not widely accepted within the European community. During the 1950's and 1960's this social acceptance changed dramatically through the work that the Fergusons did, in dealing with social pressures and racism by facilitating cross-cultural acceptance and being a role model for employment as well as a mediator for local authorities.

### **2.2.3 Cultural and Social**

The Jetty Foreshores Precinct incorporates substantial Indigenous and European cultural significance. Areas and sites of Aboriginal Cultural Significance must be respected. There are many Aboriginal sites recorded in the immediate area.

It is understood that the key sites of cultural significance include:-

South Coffs Island – being a healing place and a keeping place and a place where important journeys would begin.

Corambirra Point – Land south side of Deep Sea Fishing Club being a lookout and a midden site. There is a burial place nearby.

Ferguson's Cottage – a small cottage and site where Nanny Ferguson and her husband Andrew Ferguson lived and provided welfare for many Aboriginal people through the 1960's and 70's and is a place proposed to be recognised and preserved through State Heritage listing.

Happy Valley – a small encampment comprising two huts for habitation by Aboriginal persons previously displaced from previous occupations further along the park Beach foreshore.

The foreshores and Happy Valley (and upstream to Englands Park and the Showground) is a long time camp site, resting and recreation place beside Coffs Creek and once a place of gathering for the Muttonbird season.

There is an opportunity to recognise Aboriginal culture and interests through development, particularly the theme of healing, where it incorporates Aboriginal lore in the design of structures, signage, interpretive materials and public art. Recognition of Aboriginal names through dual naming of places is a current program of local Aboriginal groups

Training and employment opportunities are critical issues of concern to the Aboriginal community. They have expressed their desire that a cultural centre and gallery be built within the Jetty Foreshores Precinct. This could stand alone or be incorporated into a larger development. On going consultation with the Aboriginal community is necessary to define and refine these ideas.

Socially today the Jetty Foreshore has become a destination for visitation given the harbour and ocean views and the easy public access to Muttonbird Island, sheltered beaches and parkland. The fishing fleet and recreational fishing, sailing and the Solitary Islands Marine Park all draw high visitation by local residents and tourists. Numerous water based sporting clubs have based their activities from the Yacht Club adjoining the sheltered northern corner of Jetty Beach. Together these uses and activities generate high activity by people of all ages and abilities. The retention of these values and opportunities is paramount in any future redevelopment projects.

#### **2.2.4 Environmental**

Core environmental values include water quality, foredune vegetation and other natural vegetation communities, visual amenity, ecology of the shearwater colony on Muttonbird Island and locally occurring threatened species, the open space and recreational settings and public health and safety. The adjoining Solitary Islands Marine Park is evidence of the unique marine environment.

In this context future management must be responsive as follows:

**Site contamination:** The former industrial uses of the lands adjoining the railway have generated a potential risk of land contamination. Contamination of the inner harbour adjoining the slipway is also a risk. Contamination assessment and remediation measures would be triggered through future development approval processes.

**Native vegetation management:** requiring on going weed management and specialised revegetation techniques particularly in the vicinity of Happy Valley, Corambirra Point, Fergusons Cottage, Dung Hill / Lot 205) and the dunal restoration area behind Jetty Beach.

**Ecological value:** The ecology of the shearwater (Mutton bird) population must be considered particularly in respect of light pollution. Noise and light pollution may also affect fish movements in the harbour. Connectivity of habitat through the foreshores area to join Coffs Creek, Boambee Beach and Beacon Hill bushland is desirable. Known threatened aquatic species in the harbour include the black cod and a sea grass (marine brown alga)

**Water quality:** The harbour provides a fishery resource for beach hauling and recreational fishing which is indicative of good water quality. Recreational swimming along the sheltered Jetty beach is a valued activity. Fish are visible throughout the inner harbour also indicating good water quality. Environmental management systems to control and manage risks of water contamination from boating and maritime activities is required. Increased compliance activity would ensure proper use of the existing pump out facility. Extension of the sewer to join the public toilets in Jordan Esplanade is desirable.

Recreational setting: The recreational value is high and any redevelopment must enhance and promote the area as a place for the recreational enjoyment of local families and visitors to Coffs Harbour.

Visual amenity: view lines to and from the prominent land forms must be protected. The vista of the harbour framed by its natural setting should guide site layout and design.

### Coastal processes

Coastal processes which generate wave energy in the harbour and sand ingress are critical issues. While the harbour generally provides safe protection from significant weather events, the harbour waters are subject to substantial wave energy during moderate to extreme storm events. Northerly swell movements at the northern breakwater create a public safety hazard and potential damage to the wall, infrastructure and boats in the marina. Similarly, the boat ramp on the southern foreshore is subject to significant swell movement which may periodically constitute a risk to boat and personal safety.

It is estimated that about 45,000 m<sup>3</sup> of sand enters the harbour annually and that Jetty Beach is accreting at the rate of about 1m each year. Council dredges about 500m<sup>3</sup> each month from the boat ramp area. Sand accumulation at the entrances to the outer harbour, inner harbour and boat ramp create navigational safety hazard. Sand erosion on Park Beach to the north is a direct consequence of the interruption to the normal sand replenishment cycle caused by the harbour breakwaters.

Climate change with the predicted rise in sea level and increased severity of storm surge present many serious implications for the use and management of a working harbour.

The NSW Government aims to minimise the impacts of climate change through adaptation measures as set out in the NSW Greenhouse Plan available at [http://www.greenhouse.nsw.gov.au/actions/agencies/decc/greenhouse\\_plan](http://www.greenhouse.nsw.gov.au/actions/agencies/decc/greenhouse_plan)

Future management must embrace continued sand dredging and sand by-pass systems or the harbour will fill in with sand. The commercial use of dredged material, at least in part, is a logical approach to finding cost effective solutions. Dredging in the harbour must be balanced by the need to deposit sand north of the northern breakwater to nourish Park Beach.

Climate modelling and risk management must become an integral part of all development design and assessment.

### **2.2.5 Economic**

Lands is committed to managing its land holdings in a manner consistent with principles of Crown land management which embraces economic sustainability. Lands will seek to optimise the use of its assets to increase revenue and/or share risk and deliver, as far as practicable, a self funding management model.

The working harbour and its foreshores area contain significant infrastructure and assets which must be maintained and improved, and where feasible expanded to enhance the role and function of the Port. This is essential to ensure continued capacity to berth and repair vessels of all types which support the recreational, tourist and fishing industries as well as other industrial transportation. Large infrastructure costs include regular dredging and maintenance to breakwaters.

There are also core recreational functions of the beach and foreshores to be maintained and improved including maintenance of the heritage listed heritage Jetty structure. Improved public

amenity and use of open space requires detail planning and capital investment to implement improvement works.

Optimisation of the assets means expanded commercial use to attract investment and ongoing financial return from private industry to off set the public funds traditionally used to maintain and operate the infrastructure and services. It is expected that new employment opportunity will be a consequence of increased commercial activity.

Four economic drivers are considered appropriate for the future management of the harbour and foreshores area to achieve economic viability:

- A working harbour - including Australian Customs functions, commercial fishing facilities, heavy industrial components export, and opportunity for entry and docking by mini-cruise ships.
- Recreational and tourist based boating and fishing – including the expanded capacity for berthing and launching of vessels.
- Tourist accommodation - including support facilities and services.
- Tourist and maritime based commercial activity – including new tourist attractions, expanded floor space for retail and services ancillary to tourist and maritime uses.

It is important that the recommended business activity for the Jetty Foreshore does not overly encroach on the role of other commercial centres in Coffs Harbour.

In respect of tourist attractions the Pet Porpoise Pool (PPP) has for many years lobbied Lands and Council for the opportunity to expand its facilities onto adjoining Crown land (Jetty Oval) in Orlando Street. On going discussions between Lands and the PPP have resolved that the development opportunities within the Jetty Foreshores could potentially embrace relocation of the PPP.

## **2.3 Planning Controls**

### **2.3.1 Legislation and policy**

Planning and management of Crown lands is subject to a broad array of legislative planning controls and policies. Those of direct relevance to this PoM are listed below.

Relevant statutes include:

- Crown Lands Act 1989 (as amended)
- Environmental Planning and Assessment Act, 1979.
- Coffs Harbour Local Environment Plan 2000.
- North Coast regional Environmental Plan
- State environmental Planning Policies
  - Major Projects 2005
  - Infrastructure 2007
  - Remediation of Land
  - Coastal Protection
  - Mining, Petroleum Production and Extractive Industries 2007
- Environment Protection & Biodiversity Conservation Act 1999.
- Fisheries Management Act 1994
- NSW Heritage Act 1977
- National Parks and Wildlife Act 1974 (as amended)
- Marine Parks Act 2004
- Commonwealth Native Title Act 1993
- Land Rights Act 1984

Relevant policies include:

- NSW State Plan.
- NSW Coastal Policy.
- Crown Lands Policy for Marinas and Waterfront Structures 2005
- Crown Lands Policy for Tourist and Associated Facilities on Crown Land 2006
- (Draft) Mid North Coast Regional Strategy 2007

A support document has been prepared to enable review of how these statutes and policies affect planning and assessment of developments within the Jetty Foreshores area. The document includes an appraisal of the current Coffs Harbour Local Environmental Plan (2000) (LEP) in respect of the future use and development proposed in the PoM.

Where there is an inconsistency between this PoM and the LEP then Lands will seek changes to the LEP to facilitate the future use and development proposed in the PoM.

### **2.3.2 Development approval**

Development approval will generally be the responsibility of either the Coffs Harbour City Council or the Minister for Planning depending on the zoning of the land, site location and the value / significance of any given project.

The basic structure under which development approval would likely be considered is as follows:

- a. Minor local development within the Open Space 6A Public recreation zone by a public authority could proceed without development consent provided it was consistent with the PoM. A construction certificate may be required
- b. Local development within the other zones would require development consent from Council as the consent authority and a construction certificate
- c. Major development would be considered by the NSW Department of Planning under the provisions of the Major Projects SEPP and Part 3A of the Environmental Planning and Assessment Act (EPAA)
- d. Other maintenance activities instigated by a public authority eg sand dredging for navigational safety, requires a Statement of Environmental Effects and the Determining Authority would generally be either Lands or Council. Sand extraction for commercial purposes may trigger the requirement for development consent under either b or c above.

## 3.0 Planning Concept

### 3.1 Planning Vision

This PoM has been prepared after an extensive planning process, recognising previous planning efforts over many years, and that has incorporated in depth analysis of the Coffs Harbourside Precinct in its entirety along with comprehensive consultations with the people of Coffs Harbour, Council, visitors to the City, Government and private stakeholders. Out of this process, Lands has adopted a planning vision along with a series of planning principles to guide appropriate development and use of the Jetty Foreshores Precinct.

The vision for the Coffs Harbour Jetty Foreshores is:

*“Coffs Harbour Jetty Foreshores will develop into a sustainable working harbour, international port and gateway to the Coffs Coast region, celebrating its cultural, historic, recreational, economic and environmental significance to the people of NSW as a place for social endeavours and employment opportunities”.*

The values underpinning this vision are described in the previous section.

### 3.2 Planning and Design Principles

Principles provide direction for planning and development in an area. They can also provide checks and test criteria to ensure that planning and development is occurring in a manner consistent with the expectations agreed by a community in the formative stages of a planning process.

A series of planning principles has been established through the planning and consultation process. The purpose of these principles is to provide a planning basis for achievement of the vision for the Jetty Foreshores Precinct. The planning principles adopted by Lands are listed below.

Planning principles

- Strengthen the Jetty Foreshore Precinct identity as an outstanding destination.
- Support the function of the harbour as a working harbour with an international port for small vessels.
- Enhance recreational functions and amenity.
- Enhance environmental quality.
- Improve public facilities and public foreshore access.
- Ensure economic feasibility.
- Establish and maintain landscape as the dominant element over built form.
- Incorporate and re-affirm the Aboriginal meaning of place.
- Promote and incorporate the settlement history of the wider Harbourside Precinct.
- Establish ecological integrity as a component of local character.
- Ensure all built form incorporates Environmentally Sensitive Urban.Design

It is important that local planning measures integrate with broader state wide planning requirements and to these ends the above planning principles have been aligned with the NSW State Plan, the principles of Crown land management and NSW coastal policy as shown in Appendix 1.

### **3.3 Site Structure**

Site structure indicates the way in which activities are arranged on the ground and connected or separated from one another. The development of a site structure plan as a means of guiding change for an area is a vital part of the planning process through the consideration of site values, topography, vegetation, climate, existing built form and human response.

Figure 4 shows the proposed site structure for the Jetty Foreshores Precinct. The critical features and intent of the site structure include:

Environmental management and open space – respecting the prominent landscape features of Mutton Bird Island and South Coffs Island and maintaining the prominent view lines to these land marks; maximising the area set aside for environmental management; and respecting the Jetty Beach and Happy Valley littoral vegetation and other bushland areas

Recreational lands – maximising the area set aside for public recreational opportunity while allowing new tourist attractions to be considered

Aboriginal interests – recognising the sites and places of significance to the Aboriginal community

Commercial opportunity – defined in the first instance by two large footprints on either side of the harbour, to support the working harbour concept, including maritime purposes and tourist facilities and services. Secondly there are two smaller footprints behind Jetty Beach to introduce commercial activity that supports community use and recreational opportunities. The harbour waters could be used as part of adjoining land based development, or used independently of other development, such as commercial sand extraction.

Connectivity - providing a public domain hub to create an active corridor, to link the Port area with the Jetty Strip area west of the railway, including space for tourist attractions and events; and connectivity to maximise public access around the foreshores including car parking, and pedestrian/cycle linkages.

Figure 4 Site structure for the Jetty Foreshores Precinct



**LEGEND**

- |   |   |   |                                 |
|---|---|---|---------------------------------|
|  | Commercial (maritime purposes, tourist facilities and services) |  | Working harbour                 |
|  | Community based commercial                                      |  | Major visual/physical corridors |
|  | Public domain hub/recreation link                               |  | Pedestrian movements            |
|  | Recreational Lands  |  | Vehicle access                  |
|  | Environmental management  |  | Rail line                       |
|  | Beach   |  | Fergusons Cottage               |
|   |   |  | Happy Valley                    |

## 4.0 Future Use and Development

This section identifies the desired future use and planning guidelines for each of the Management Precincts (MPs) defined in Figure 4. It is set out to provide a guide for the desired future character of each MP while recognising constraints and urban design guidelines

While the purpose of these guidelines is to provide direction on future development it is also intended to provide flexibility where development proposals and investigation of a site and its surroundings reveal that a use allowed on the other side of a planning boundary would enable a more logical and appropriate development.

Operational issues related to management of the public domain and recreational areas are considered separately. Council as the Trust manager maintains these areas as part of a business structure for the Coffs Coast State Park. The operational issues and management strategies relevant to the public domain are presented in Appendix 2

### 4.1 Management Precinct 1: Coffs Harbour Port

This management precinct is divided arbitrarily into two areas:

- the current Marina / Tourist Hub; and
- the Public Domain Hub / Recreational Link.

Figure 5 provides a schematic layout of the proposed site structure for the Coffs Harbour Port Management Precinct on the northern side of the harbour and the transition into adjoining areas.

#### 4.1.1 Current Marina/Tourist Hub

##### 4.1.1.a *Desired Future Character*

The site is to develop foremost as a contemporary marina with expanded capacity in terms of numbers and size of berthing along with ancillary services and facilities.

The port may include capacity to berth mini-cruise ships. Boat maintenance facilities including contemporary lifts and hardstand layout should be an integral component of redevelopment. Environmental management systems would be integrated into the design and operation of all the port facilities.

The balance of the area, including the Fishing Co-op building, government offices, Yacht Club and car parking areas should be reconfigured. Building forms would emerge with distinctive character that celebrate the local landscapes and coastal and maritime themes to provide tourist facilities and services that would be attractive and appealing to all visitors and users.

Facilities would include tourist and visitor accommodation, restaurants, cafés and retail and commercial space to support maritime and tourist activities. Community groups and sporting activities centred on Jetty Beach, and dependent on the existing yacht club for storage and club amenities, would be accommodated in new facilities.

Marine themes will be apparent throughout the area which will function in a relaxed and inclusive character that reflects its current and historic maritime functions.

#### **4.1.1.b Land Use / Activity**

The following land uses and associated structures may be incorporated into future use of the area:

- Port facilities and services and uses that support a working waterfront eg expanded marina, including reconfiguration of breakwaters if feasible, expanded hard stand and boat maintenance facilities and dry stack boat storage.
- Berths to accommodate the commercial fishing fleet and ancillary facilities e.g. unloading facilities and transport node, public viewing area/s, fuel supply etc.
- Expanded retail and commercial space.
- Restaurant/s
- Tourist and visitor accommodation
- Public entertainment
- Community facilities to support existing sport and recreation clubs
- Office space for existing government agencies and small business

#### **4.1.1.c Planning Guidelines**

In proposing detail development options within the Marina/Tourist hub land parcel, certain physical, social and economic factors will inform and constrain development. These include:

- Iconic views to and from Muttonbird Island Nature Reserve must be protected.
- Sand infill in the Marina and the Harbour to be managed by dredging.
- Provide for public access and maximise the opportunities for enjoying views, recreational and commercial/tourism activities.
- Car parking must be accommodated on site while allowing the MP to function as a pedestrian priority area.
- Any development to be sensitive to the ecology of the neighbouring Muttonbird Island Nature Reserve and Solitary Islands Marine Park. This would include ensuring that light pollution does not unnecessarily impact on the shearwater rookery.
- The legal entitlements of existing tenures must be taken into account. Commercial tenures within the site include: Fisherman's Cooperative, Marina, Slipway, Yacht Club Department of Primary Industries and NSW Police including sub-lessees where they exist.
- Environmental management systems, including compliance with relevant industry standards, to be integrated into design and operations of all Port facilities.
- Development proposals must demonstrate how the risks associated with climate change will be managed.

#### **4.1.1.d Urban Design Guidelines**

Additional guidelines to inform development within the Marina/Tourist hub are provided below.

##### Height

- Building height must be set with regard to impacts on views to and from the Muttonbird Island Nature Reserve.
- A maximum building height of three storeys shall prevail within the MP. All development proposals should include an assessment of impact on visual quality to ensure the desired future character is attained.

### Environmentally Sensitive Design

- All development in the precinct shall be designed in accordance with the *ESD Design Guide for Australian Government Buildings* and other relevant urban design / energy efficient guidelines.

### Built Character

- Built development is to be contemporary in character. Reference to the maritime industrial history of the area is to be encouraged in any new built form.
- Buildings are to be open and airy but must take account of seasonal strong winds and storm activity to provide a safe and amenable internal and external environment.

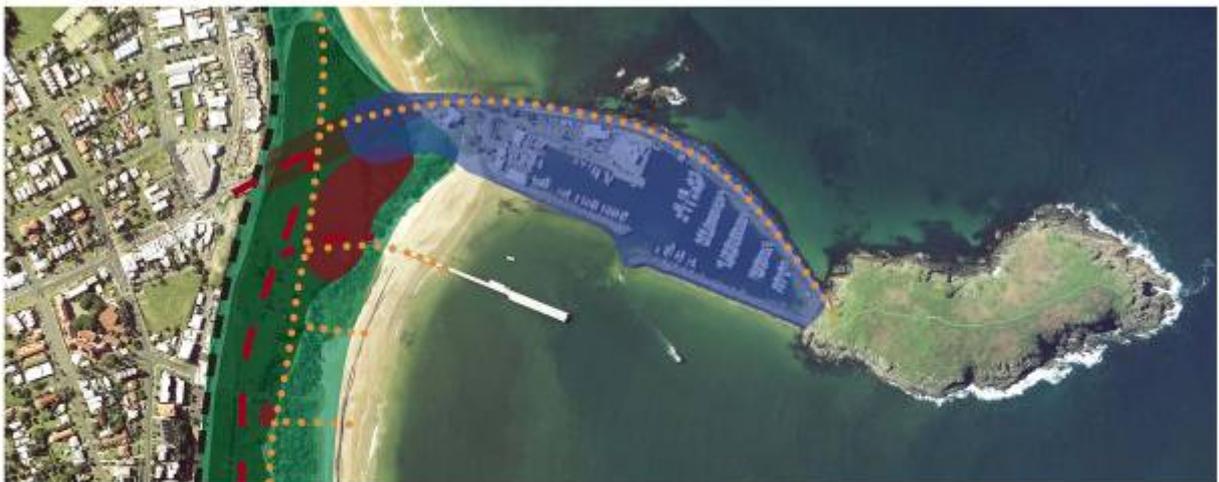
### Traffic

- Vehicular traffic should be restricted to the western edge of the MP.
- Car parking must be accommodated within the MP while allowing the area to function with pedestrian priority. Car parking is to be provided within building envelopes rather than externally where practicable.
- Traffic management must integrate with adjoining MPs

### Pedestrian Movement / Amenity / Safety

- A safe and accessible pedestrian movement corridor is to be maintained through the MP to Muttonbird Island.
- Public risk related to vehicle and pedestrian traffic and overtopping from storm surge must be managed on the northern breakwater

**Figure 5 Management Precinct 1- Coffs Harbour Port**



#### **LEGEND**

-  Current Marina/Tourist hub
-  Community based commercial
-  Public domain hub/recreation link

-  Recreational Lands
-  Environmental management
-  Pedestrian movements
-  Vehicle access

## **4.1.2 Public Domain/Recreational Link**

### **4.1.2.a *Desired Future Character***

This area is to develop into a significant public recreational domain with strong visual connections to the ocean. The historic jetty provides a thematic guide to landscape elements including public art. Clear view lines from the Jetty Village to the ocean are to be encouraged.

The site is to function to strengthen the connection between the Jetty Strip and the Jetty Foreshores. It also becomes the pivotal access linking the recreational attraction of the Coffs Harbour Jetty and the recreational areas of Jetty Beach and Happy Valley MP's.

Innovative site design will respond to the transitions that exist between the various functions and uses of this part of the MP and adjoining areas.

The recreational lands, extending onto adjoining areas, will incorporate the staging of events, fairs and markets and/or the siting of family oriented tourist attraction/s. The area also provides for formalised car parking.

.A community based commercial footprint provides opportunity for facilities, services and attractions for the visitor and community uses of the area. New structures should provide for storage and meeting facilities for existing community groups reliant on access to Jetty Beach and the harbour waters.

### **4.1.2.b *Land Use / Activity***

- Public recreation including public entertainment, tourist activities and attractions.
- Restaurant, gallery and interpretive centre
- Public art.
- Formalised car parking and overflow parking located out of the view corridor.

### **4.1.2.c *Planning Guidelines***

- The interface with the Marina / Tourist hub should create an attractive entrance to the Port.
- Pedestrian/vehicle link between the Jetty Village, marina / tourist hub, and Jetty Beach must be enhanced.
- Public domain improvements must provide viewing focal points, while maintaining clear views from the Jetty Strip to the ocean.
- The recreational lands should be available for the staging of events, fairs and markets and/or the siting of family oriented tourist attraction/s.
- Ensure allowance for ground level car parking out of the view corridor.
- Includes a parcel of land under the control of the Australian Rail Track Corporation.

### **4.1.2.d *Urban Design guidelines***

#### Urban Form

- The link is to develop as an urban open space linking the two built hubs of the Jetty Village and the Coffs Harbour Port.
- Urban design of the hub is to be inspired by themes of maritime history, Aboriginal stories and connections between the land and the ocean. Water and Dreaming are considered highly suitable themes. Elements may include interactive water features and community art that

reflect these themes. The space is to provide numerous opportunities for community and tourist based recreational activities such as promenading, exhibitions, busking, and small scale concerts.

#### Built Form

- Buildings within this area should minimise impact on the view corridor between the Jetty Village and the ocean.

#### Traffic

- Traffic movement should be kept to one side of the link and out of the identified view corridor.
- Parking should be contained to ground level parking areas out of the view corridor and screened from view from within the link.

### **4.2 Management Precinct 2: South Coffs Island / Corrambirra Point**

Figure 6 provides a schematic layout of the proposed site structure for the South Coffs Island / Corrambirra Point Management Precinct.

#### **4.2.1 Desired Future Character**

This MP should develop as a high quality maritime, recreational and tourist orientated precinct in a rehabilitated natural coastal setting. There should be new maritime facilities both land based and extending into the harbour waters, including additional breakwaters, to provide further safe anchorage and berthing and to facilitate improved launching conditions at the boat ramp. The MP may provide an alternative base to the main Port to berth mini-cruise ships.

The old quarry site provides an opportunity for iconic built forms with design and architectural features that utilise the unique landscape features and celebrate the indigenous values of the site.

The site occupied by the Deep Sea Fishing Club, extended if necessary, could be redeveloped to create a more sympathetic built form, particularly in consideration of this unique location. The functional character of the site should be retained ie a focus on recreational fishing including local, regional and international sports fishing events.

Within the MP facilities could include tourist and visitor accommodation, public entertainment, convention / function centre, restaurants and, cafés and could also include retail and commercial space, including offices, to support maritime and tourist activities if commercially feasible. The site's topography and visual elements are particularly well suited to outdoor entertainment, ie. natural amphitheatre, shelter from southerly winds and access to complimentary facilities. An indigenous cultural centre and gallery could be part of the mix of facilities.

Within the context of its indigenous significance, the MP should become an important location within the region. A focus on indigenous culture expressed through the function and structures of the precinct would be consistent with the cultural significance of the area. Dual naming of the landscape features would help demonstrate respect for Aboriginal interests.

#### **4.2.2 Land Use / Activity**

The following land uses may be incorporated into future redevelopment proposals of the area:

- Port facilities and services and uses that support a working waterfront eg facilities associated with maritime developments in the harbour waters including boat maintenance, travel lift and hardstand and dry stack boat storage as well as docking/berthing facilities for mini-cruise ship/s and other vessels
- Public recreation including public entertainment, tourist activities and attractions.

- Tourist and visitor accommodation.
- Restaurant.
- Indigenous cultural centre.
- Public boat launching and parking.
- Retail and commercial space to support tourism and marine activities.
- Office space for agencies (where location is critical to service delivery) and small business (connected to maritime activity).
- Open space, car parking and public walkways / scenic viewing.
- Landscaping and bush regeneration to maintain and improve ecological value.
- Fergusons Cottage to be maintained and developed into a museum including caretakers cottage.

#### **4.2.3 Planning Guidelines**

In proposing detail development options within the South Coffs Island / Corambirra Point MP certain physical, social and economic factors will inform and constrain development.

The MP generally has very high significance to the Aboriginal community and in particular Corambirra Point (the small headland between South Coffs Island and Boambee Beach) is a listed site of significance.

Part of the MP is in a highly degraded condition as a result of its quarrying history and ongoing decline in visual amenity, physical condition and ecological value.

The boat launching ramp is affected by ongoing sand infill and wave action, both of which make the launching and recovery of boats difficult and dangerous.

The area also supports maritime-based industrial uses including:

- loading of oversized heat exchangers for export by barge
- passage of trucks carting sand from Boambee Beach
- concrete block fabrication for maintenance of the breakwaters.

Public parking and access to the eastern breakwater, Gallows Beach and Boambee Beach is an important element of the precinct.

The key planning requirements include:

- Views to and from South Coffs Island and Corambirra Point to the hinterland to be protected
- Corambirra Point remains in its natural undisturbed state respecting Aboriginal and ecological values
- Boat launching facilities to be retained and improved including overflow car parking to support recreational fishing events.
- Public access to the southern breakwater, Gallows beach and Boambee Beach must be retained and improved where possible.
- Vehicle access (including industrial vehicles and sand dump trucks) to be managed to avoid conflict between heavy haulage and tourist traffic.
- The interests and legal entitlements of the existing tenants (Deep Sea Fishing Club and WE Smith) must be considered.

- Any development to be sensitive to the ecology of Muttonbird Island Nature Reserve and Solitary Islands Marine Park. This would include ensuring that light pollution does not impact on the shearwater rookery.
- Any development to be sensitive to indigenous cultural values.
- Existing coastal vegetation is to be maintained and where necessary rehabilitated.
- Pedestrian and vehicular access throughout the MP must be retained.
- The ongoing industrial and marine uses of the area must inform detail layout and built character.
- New public access to Howard St, if approved and constructed under other strategic planning proposals would enhance visitation and must also inform final layout and built character.
- Any development must demonstrate how the risks associated with climate change will be managed.
- Proposed uses are to be negotiated in close consultation with the Aboriginal community.

#### 4.2.4 Urban Design Guidelines

##### Height

- Built form should be restricted to heights that are not greater than the existing Deep Sea Fishing Club building and generally not exceed 2 storey above existing ground surface.
- Within the old quarry site no built form is to be higher than the existing cut.
- Soft landscape is to be dominant over built form and hard, non permeable surfaces are to be minimised.

##### Environmentally Sensitive Urban Design

- All development in the MP shall be designed in accordance with the *ESD Design Guide for Australian Government Buildings* and other relevant urban design / energy efficient guidelines.

**Figure 6 Site structure for South Coffs Island/Corrambirra Point**



##### **LEGEND**

- |   |   |   |                |
|---|---|---|----------------|
|  | Environmental management  |  | Vehicle access |
|  | Commercial (Maritime purposes, tourist facilities and services) |   |                |
|  | Pedestrian movements  |   |                |

**Note:** The precinct is recognised as having very high cultural significance to the Aboriginal community

### Built Character

- Any new development is to be of a contemporary form and character that reflects the landscape features and coastal character of the site and its environs.
- All development is to be respectful in its form and character of the Indigenous significance of the place.

### Traffic And Parking

- Parking areas are to be sited to avoid intrusion into view corridors. Large open ongrade parking areas are to be avoided and planting with locally indigenous species is to be used to segregate parking areas and provide visual relief.
- Vehicular traffic movement is to be formalised and rationalised to minimise the movement of traffic across the area and to avoid potential vehicular / pedestrian conflicts.
- Any new built development within the MP is to incorporate internalised parking.

### Pedestrian Movement

- Pedestrian access is to be maintained and upgraded as appropriate.
- Formal walkways and viewing platforms should be provided.

## **4.3 Management Precinct 3: Jetty Foreshore**

### **4.3.1 *Desired Future Character***

Jetty Beach and its associated dunal and parkland system is to remain as a local destination for picnicking, walking, cycling and recreational activities.

As a highly valued recreational resource for the people of Coffs Harbour its future character is to reflect this relaxed function in a natural coastal setting. In this regard, the rehabilitated dunal landscape is to provide the basis for further landscaping and development of a high quality recreational area.

The TS Vendetta site is to be transformed within a community based commercial footprint that provides opportunity for facilities, services and attractions for the visitor and community uses of the area.

Unused railway lands, if and when acquired from the ARTC, would increase the physical area available for enhancing the recreational opportunities and setting.

### **4.3.2 *Land Use / Activity***

Activities to be accommodated within the management precinct include:

- Public recreation including picnic, barbecue and children's play facilities in a series of contained areas that incorporate amenities blocks where necessary and dedicated local parking.
- Open spaces for formal and informal recreational and sporting pursuits including, water sport training, ball games and the like.
- Space for public entertainment and community events.
- Walking and cycling connections north and south along with judiciously located east-west pedestrian accesses to Jetty Beach.
- Private recreation for commercial uses such as kiosks / café's of appropriate scale utilising the TS Vendetta site and possibly also at a second site within the recreational setting. These

facilities are to serve visitors, local picnickers and beach goers, and increase the attraction of the beach edge parklands and contribute to surveillance and community safety.

- Bush regeneration to maintain and improve native vegetation to enhance the bushland setting.

#### **4.3.3 Planning Guidelines**

- Innovative site design and interpretation will respond to the transitions that exist between the Foreshores MP and the Public domain hub / recreation link shown in Figure 6.
- A detailed landscape and development plan, including further public consultation, should precede all landscape and recreation developments. Any vegetation clearance to provide improved beach access and vista should be subject to further detailed planning and consultation.
- Pedestrian access to the beach to be located and designed to retain the visual and ecological values of the rehabilitated dunal system.
- Boardwalk and viewing platforms to be introduced and integrated with pedestrian access through the dune.
- All built form within the MP is to be sympathetic to the foredune vegetation view line west from Jetty Beach.
- Architectural style to reflect the beach side character and native bushland setting.
- Adequate vehicular access and on grade parking to be provided to serve the needs of local users and visitors to the area.
- Naval cadets to be re-accommodated with a suitable venue.

#### **4.3.4 Urban / Landscape Design Guidelines**

##### Built Form

Any proposal for development within the MP is to take account of impacts on views west from Jetty Beach.

##### Built Character

Architectural style is to reflect the heritage features of the Coffs Harbour Jetty, beach side character and bushland setting.

##### Traffic and Parking

- Traffic access is to be restricted to a single north-south connector road.
- Parking is to be provided in discrete parking areas located in close proximity to picnic / play areas behind the dune.

##### Pedestrian Amenity And Movement

- Pedestrian / cycle movement is to be catered for via a formalised north - south pedestrian / cycle way.

## **4.4 Management Precinct 4: Happy Valley**

### **4.4.1 Desired Future Character**

The existing low key informal recreational and ecological character of the MP is to be retained. The Aboriginal cultural values of the area generally and of Happy Valley in particular are to be acknowledged and enhanced through recognition and future use as a gathering place – a point at which interpretive materials and walks may focus.

The public amenity provided by South Park Beach will be retained. Sand nourishment from future sand management systems in the harbour will seek to ensure that the South Park Beach remains in a generally stable and attractive condition.

### **4.4.2 Land Use / Activity**

- Activities are to be limited to walking trails, beach access, low key picnic facilities
- An outdoor area for performance/gathering place in recognition of the traditional gathering place .
- Bush regeneration to maintain, improve and enhance the bushland quality and setting.

#### Planning Guidelines

- Built development, apart from low key public entertainment facilities is to be excluded from the MP.
- Proposed works on or adjoining the site should be undertaken in consultation with the Aboriginal community.

### **4.4.3 Urban / Landscape Design Guidelines**

#### Built Form

- Built form within the MP should not be visible from view lines west from South Park Beach.

#### Built Character

- Architectural style is to reflect the beach side character and indigenous bushland setting.

#### Pedestrian Amenity And Movement

- Beach access is to be provided for pedestrians only via discrete and contained access tracks through the dunal zone.

#### Setting

- The area is to be reinstated as a littoral forest. Picnic shelters and walking paths are to be strategically located to provide low impact access to and through the MP.

## **4.5 Management Precinct 5: Harbour Waters**

### **4.5.1 Desired Future Character**

As a working harbour there will be opportunity for new expanded maritime infrastructure and marina development adjoining the Port and also the opportunity for new maritime infrastructure adjoining South Coffs Island. Such infrastructure includes new and / or reconfigured breakwaters to provide expanded still water inside the main harbour and extended marina berthing capacity. A key feature is new docking facilities for mini-cruise ships which could be incorporated on either side of the harbour depending on engineering and economic feasibility.

The waters of the harbour are maintained in a navigable condition through innovative sand management systems including sand bypass and sand dredging. The sand management system provides for the nourishment of Park Beach to the north but there is also commercial use of the sand that provides an off-set to the cost of extraction

The type and intensity of future use will reflect the working harbour origins of the Jetty Foreshores together with the recreational and tourist character for which it has become known.

Coffs harbour Jetty will be maintained as a National Work to ensure its structural integrity and function as the icon of Coffs Harbour.

### **4.5.2 Land Use / Activity**

- Sand dredging and other sand management systems
- The waters of Coffs Harbour are to be maintained in a navigable condition for small vessels and mini -cruise ships.
- The area adjacent to Jetty Beach is to be maintained for public recreational activities such as swimming and fishing.
- The historic jetty is to be maintained.
- Extension of marina and associated tourist facilities adjacent to the inner harbour breakwaters of the existing port.
- New maritime facilities adjacent to South Coffs Island, including new breakwaters if feasible and marina development.
- Docking/berthing facilities for a mini-cruise ship/s and other vessels.

### **4.5.3 Planning Guidelines**

- Implement measures to ensure maintenance of the Harbour as a navigable port.
- Water quality within the Harbour is to be maintained within acceptable levels for recreational use and ecological viability.
- Environmental management systems to be integrated into design and operations of all maritime facilities.

## **4.6 Other Relevant Lands**

Lands of relevance to the PoM that are not Crown Lands are described and discussed below. These lands are indicated on the Management Precincts Plan (Figure 3).

Future use and management of the Crown lands as described above, have a bearing on these other lands as follows.

### **4.6.1. A. Australian Rail Track Corporation (ARTC) Lands**

The Australian Rail Track Corporation (ARTC) land to the east of the rail line is not subject to this PoM. However, it is to be noted that Lands has intentions to acquire the surplus railway land to provide additional lands to be added to Management Precincts 1, 3 and 4.

### **4.6.2 B. Muttonbird Island**

Muttonbird Island is an iconic element in the landscape of the Jetty Foreshores and greater Coffs Harbour. Impacts on views to and from the island must be considered in any development in MP1. Likewise, high quality, safe and accessible pedestrian access to the island is to be maintained. Impacts of any development on the wellbeing of the local muttonbird population must be addressed particularly light pollution and pests (rodents, cats, rats and foxes).

### **4.6.3 C. Lot 205**

Enclosed by Management Precinct 2 and the railway line Lot 205 is freehold land zoned for residential development and owned by Coffs Harbour Local Aboriginal Land Council. Any development of the site should ideally be consistent with the planning principles and design guidelines in this PoM while recognising the commercial value of the site given its land zoning.

## 5.0 Implementation

### 5.1 Governance

It is incumbent on the reserve managers to implement this PoM, which supersedes the provisions of the Coffs Harbour Coastal Reserves Plan of Management (2000) in respect of the Jetty Foreshores.

Lands shall continue to manage the Port facilities. Council as Trust manager will continue to manage the Crown lands reserved for public recreation.

Crown land within the Jetty Foreshores Precinct will not be sold. Rather the commercial opportunities identified in this plan will become the subject of long term lease. The negotiations of lease conditions with the preferred proponent/s will provide a mechanism for ensuring delivery of outcomes consistent with this PoM.

Revenue derived from commercial leasing shall, as a priority, be directed to infrastructure that supports a working harbour ie sand management and breakwater maintenance.

New and existing commercial tenures will be managed by Lands. Commercial development projects should be delivered by private industry using best practice in terms of innovative and environmentally sensitive urban design, financial modelling, construction management including environmental management systems and ongoing maintenance. The specialist area of maritime development further highlights the need to attract experienced private developers.

In selecting a private industry partner/s Lands must conform with NSW Government procurement policy which provides an established procurement framework to ensure transparency and equity and public competition in the selection process.

It is expected that detailed planning, design and consultation regarding commercial development will occur once a successful proponent/s is selected and the terms of a lease/s are negotiated. It is expected that such projects will become Major Project/s under the provisions of Part 3A Environmental Planning and Assessment Act and require the approval of the Minister for Planning. Public consultation will occur as part of that approval process.

The Crown Lands Act provides that the Minister may grant a lease over existing reserved lands including those managed by a Trust, where it is in the public interest and where the Trust has been consulted. Council therefore should remain a key stakeholder in all matters pertaining to commercial development.

However interpretation of any aspect of this PoM, if and when required, will be determined by the Minister administering the Crown Lands Act at his sole discretion.

The Trust will continue to manage the operational planning and service delivery functions to manage the Crown lands reserved for public recreation including maintenance and replacement of existing facilities on an as needs basis.

An Operational Plan for the public domain is shown as Appendix 2. This plan, extracted from the Coffs Harbour Coastal Reserves Plan of Management (2000), enables the Trust to maintain the public domain consistent with its wider responsibilities for other coastal Crown lands under its control. The Trust may amend the Operational Plan at its discretion after consultation with Lands.

Funding for operational works will continue to be sourced from the Trust with contributions from Council's recurrent revenue and grant funding as available.

## 5.2 Project Management

The implementation of the commercial aspects of the PoM requires a project management approach.

The aim of the project will be to implement the PoM which includes commercial developments and community benefits that reflect the values, vision, planning principles and design guidelines expressed in the PoM.

Given the commercial opportunities that have been identified Lands will seek suitable industry partners to assist it to plan and deliver the project objectives.

The PoM will be the key document against which Lands will evaluate a proponent's understanding of Lands' intended outcomes for each management precinct. The PoM will provide a major determinant against which any final development proposals will be evaluated.

Delivery of social, environmental and economic benefits will be an important element of the project. Lands will preference proposals that demonstrate a strong commitment to incorporating design and construction of public works and improvements, and other community benefits, in their proposal/s.

## 5.3 Project Objectives

Specific project objectives are listed below.

- a. Creation of a sustainable working harbour including
  - I. Solutions to the sand infill problem of the harbour with emphasis on safe navigable entrances to the outer harbour, the inner harbour and the boat ramp
  - II. Expanded and improved maritime infrastructure including expanded berthing capacity and support services, while retaining berths and services for the fishing fleet
  - III. Asset management of public maritime infrastructure and other public domain works
- b. Expanded tourism opportunity including tourist and visitor accommodation and tourist attraction/s
- c. Enhanced public domain including
  - I. Connectivity between the Port area and the Jetty Strip precinct west of the railway
  - II. upgraded and new facilities to support passive recreation, family activities, fun and entertainment
  - III. Enhanced public access to the foreshores and harbour waters
  - IV. vehicle/pedestrian access and car parking
- d. Quality development and built form with attention to environmentally sensitive design,
- e. Respect for stakeholder and community interests including
  - I. cultural heritage and Aboriginal interests
  - II. Support for local community groups – sporting, recreational and landcare
  - III. existing tenants interests including their legal entitlements
  - IV. consultation processes that engage key stakeholders and the wider community
- f. Value for money expressed in terms of financial return, risk sharing and commitment to community benefits and public works
- g. Employment opportunity with targeted outcomes for Aboriginal persons

Lands recognise that the extent to which these project objectives can be delivered by industry will clearly be dependent on the size, scale, and nature of the proposed product mix and its viability. Lands will seek to ensure commercial proposals deliver on these objectives as far as practicable but will negotiate as it sees fit to achieve an optimum set of outcomes.

A range of sub-projects will be managed by Lands in consultation with relevant stakeholders including:

- Negotiation with ARTC for acquisition of surplus rail lands
- Negotiations with the Pet Porpoise Pool about potential relocation into the Jetty Foreshores
- Tenure over Fergusons Cottage and State Heritage listing of the site
- Change of current land zonings commensurate with the future development and use proposed in this PoM
- Transfer of management responsibility for the Happy Valley MP to the control of the Coffs Coast State Park Trust
- Negotiations with existing lessees regarding future commercial terms
- Due diligence and strategic planning in relation to sand management options
- Due diligence and strategic planning in relation to climate change and risk management strategies
- Communications with stakeholder groups and the wider community

#### **5.4 Reporting and Evaluation**

In establishing a project management approach Lands will establish an internal reporting framework consisting of periodic reporting from the designated project manager against an approved project plan.

The project objectives and strategies contained in this PoM will provide the frameworks for qualitative reporting on performance.

The Trust will maintain a separate business planning and reporting process to satisfy the requirements of the Crown Lands Act and Council. The Minister may direct certain reporting from the Trust or may conduct an audit of the Trust if and when it is deemed necessary.

Amendment of this PoM may be undertaken and indeed may be required by the Minister to cater for the changing expectations and requirements of government and / or the community and to ensure the PoM remains useful and relevant. Review should occur at least at five year intervals.

## References

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Disclaimer: The references listed are unpublished works and have arisen from previous planning effort by NSW Department of Lands and/or Coffs Harbour City Council.

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# Appendix 1

**Table outlining the relationship of this Plan of Management with the NSW State Plan, the Principles of Crown Land Management and the NSW Coastal Policy.**

Planning Principles	State Plan Priorities and Targets	Principle of Crown Land Management	NSW Coastal Policy
Strengthen the Foreshore Precinct identity as an outstanding destination	<p>Increase tourism in NSW</p> <p>Maintain and Invest in Infrastructure</p> <p>More people using parks, sporting and recreational facilities and participating in the arts and cultural activity</p>	That public use and enjoyment of appropriate Crown land be encouraged	<p>Providing for appropriate public access and use</p> <p>Providing for ecologically sustainable development and use of resources</p>
Deliver an enhanced working harbour with an international port for small vessels	<p>Increase tourism in NSW</p> <p>Maintain and invest in Infrastructure</p> <p>Jobs closer to home</p> <p>Increased business investment in rural and regional NSW</p>	<p>Where appropriate, multiple use of Crown land is encouraged</p> <p>That Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State</p>	Providing for ecologically sustainable development and use of resources
<p>Enhance the recreational functions and amenity</p> <p>Establish and maintain landscape as the dominant element over built form</p> <p>Improve public facilities and public foreshore access</p>	<p>Maintain and Invest in Infrastructure</p> <p>Improved health through reduced obesity</p> <p>More people using parks, sporting and recreational facilities and participating in the arts and cultural activity</p>	That public use and enjoyment of appropriate Crown land be encouraged	Providing for appropriate public access and use
<p>Enhance environmental quality</p> <p>Establish ecological integrity as a component of local character</p> <p>Environmentally Sensitive Urban Design</p>	<p>Better environmental outcomes for native vegetation, biodiversity, land, rivers and coastal waterways</p> <p>Cleaner air and progress on greenhouse gas reductions</p>	<p>That environmental protection principles be observed in relation to the management and administration of Crown land</p> <p>That the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible</p> <p>Where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity</p>	<p>Protecting, rehabilitating and improving the natural environment of the coastal zone.</p> <p>Recognising and accommodating the natural processes of the coastal zone</p> <p>Providing for ecologically sustainable development and use of resources</p>
<p>Incorporate and re-affirm the Aboriginal meaning of place.</p> <p>Promote and incorporate the settlement history of the Jetty Foreshore Precinct</p>	<p>Increased participation in volunteering, sports, cultural and artistic activity, especially for people from low income, non English speaking and aboriginal communities</p> <p>More people using parks, sporting and recreational facilities and participating in the arts and cultural activity</p>	That public use and enjoyment of appropriate Crown land be encouraged	Providing for appropriate public access and use
Ensure economic feasibility	<p>Maintain and Invest in Infrastructure</p> <p>Increased business investment in rural and regional NSW</p>	<p>Where appropriate, multiple use of Crown land is encouraged</p> <p>That Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State</p>	Providing for ecologically sustainable development and use of resources

## Appendix 2

### Operational Plan for the Management of Crown Land Reserved for Public Recreation at the Coffs Harbour Jetty Foreshores Precinct

#### Introduction

Coffs Harbour City Council is the appointed corporate manager of the Coffs Coast State Park Reserve Trust which is responsible for the care, control and management of the Crown lands subject of the Coffs Harbour Jetty Foreshores Plan of Management, excluding the Coffs Harbour Port area and submerged lands of the harbour.

The Trust also has wider responsibilities for Crown lands incorporated in the Coffs Coast State Park.

The objectives and strategies listed below have been extracted from the Coffs Harbour Coastal Reserves Plan of Management (2000) and enable the Trust to maintain the public domain at the Jetty Foreshores Precinct consistent with its wider responsibilities for other coastal Crown lands under its control.

#### Implementation & Review

This plan will extend also to the Happy Valley management precinct upon the appointment of the Trust to manage that area.

The Trust may amend this Operational Plan at its discretion after consultation with the Minister administering the Crown Lands Act.

#### Management Strategies:

##### *Vegetation and Habitat Management*

Objective	Strategy
To minimise disturbance to native vegetation	<ul style="list-style-type: none"><li>• Development of an Integrated Recreation, Landscape and Vegetation Management Plan</li><li>• Use appropriate siting for recreation facilities and walkways</li><li>• Manage pedestrian, horse and vehicle access</li><li>• Implement fire management strategies</li><li>• Address unauthorised damage to vegetation</li><li>• Implement public education and awareness about the State Park and its management</li></ul>
To manage natural vegetation while providing for the recreational and visual amenity of the area	<ul style="list-style-type: none"><li>• Implement and consult with Community Care Groups on continue weed control, planting and natural regeneration programmes in high priority areas consistent with Integrated Recreation, Landscape and Vegetation Management Plan:<ul style="list-style-type: none"><li>- Community Care group projects</li><li>- Bitou Bush Control programme</li><li>- Headland vegetation restoration</li><li>- Littoral rainforest restoration</li><li>- Bushland adjoining recreation areas, viewing locations and other high profile locations</li><li>- Special management areas</li></ul></li><li>• Monitor and evaluate bush care activities.</li></ul>

### **Unauthorised Occupation and Camping**

Objective	Strategy
To ensure public areas are utilised for purposes consistent with the PoM and Operational Plan	<ul style="list-style-type: none"> <li>Review policy in respect of unauthorised overnight stays eg recreational vehicles and camping</li> <li>Implement compliance activities to enforce policy</li> <li>Issue licenses and permits as appropriate</li> <li>Regulation and prevention under Local Government Act 1993 and the Crown Lands Act 1989</li> </ul>

### **Fire Management**

Objective	Strategy
To minimise fire hazard to private property and appropriately manage bush land areas	<ul style="list-style-type: none"> <li>Provide and maintain adequate fire control access</li> <li>Provide and maintain fuel free and fuel reduced zones where necessary. Minimise disturbance to natural vegetation</li> <li>Exclude fuel reduction burning except in special circumstances (eg flora management)</li> <li>Prepare a specific plan for the use of fire for flora management</li> <li>Maintain a record of fire history</li> </ul>

### **Coastal Erosion**

Objective	Strategy
To manage coastal erosion and storm damage while allowing for natural coastal process	<ul style="list-style-type: none"> <li>Protect and maintain dunal vegetation</li> <li>Adapt beach access construction to accommodate storm erosion where possible</li> <li>Close access and repair damage as necessary after storm events</li> </ul>

### **Seaweed Management**

Objective	Strategy
To maintain the role of seaweed in the marine ecology while providing for the recreational amenity of high use beaches	<ul style="list-style-type: none"> <li>Leave seaweed to normal tidal movements where ever possible</li> <li>Relocate seaweed away from high use beaches as follows: <ul style="list-style-type: none"> <li>Removed only from main use or patrolled areas of Jetty Beach and southern section Park Beach</li> <li>move seaweed from beach to base of dunal system</li> <li>in exceptional circumstances, where seaweed quantities are too large to dispose on site, stockpile seaweed for removal by contractor licenced by NSW Fisheries</li> <li>Notify Marine Park Authority (for areas within Marine Park) and NSW Fisheries (for other areas) 24 hours prior, or as soon as practicable, to moving seaweed from intertidal areas.</li> </ul> </li> <li>All works in intertidal zone carried out under letter of authority from NSW Fisheries.</li> </ul>

### **Heritage**

Objective	Strategy
To protect and enhance Aboriginal cultural values	<ul style="list-style-type: none"> <li>Protect significant sites when developing walking tracks and other facilities,</li> <li>Ensure access to significant sites for Aboriginal use</li> <li>Facilitate appropriate interpretation of significant sites (eg. signs, guided tours, educational material)</li> <li>Implement strategies through ongoing consultation with Aboriginal groups and Council's Aboriginal Consultative Committee and the National Parks and Wildlife Service</li> <li>Contribute to management of fergusons Cottage and implementation of any adopted heritage maintenance strategy for the site.</li> </ul>
To protect and enhance European values and heritage sites	<ul style="list-style-type: none"> <li>Consultation with stakeholders</li> <li>Protect sites of heritage significance <ul style="list-style-type: none"> <li>Historic Jetty</li> <li>Maritime infrastructure</li> </ul> </li> <li>Provide appropriate interpretation of significant sites (eg. signs, guided tours, educational material)</li> </ul>

### **Recreational Facilities**

Objective	Strategy
To maintain and upgrade designated recreation areas to cater for a range of passive recreation activities.	<ul style="list-style-type: none"> <li>• Development of an integrated recreation, landscape and vegetation management plan</li> <li>• Provide and maintain recreation facilities within existing areas. The recreation areas are to provide over time:               <ul style="list-style-type: none"> <li>- picnic tables, shelters and electric BBQs, public toilets, playground, cycle ways, public entertainment areas, showers, bins, lighting, shade tree planting (using predominantly local native species) viewing platforms (where appropriate), off street parking, fencing to protect natural vegetation, signage</li> </ul> </li> <li>• Construct and maintain facilities and grounds in accordance with CHCC's Picnic Area, Playground and Parkland Plans of Management.</li> <li>• Maintain connectivity and visual link between recreational areas and beach</li> </ul>

### **Litter and Beach Cleaning**

Objective	Strategy
To reduce the incidence of litter and improve recreational amenity of the Coastal Reserves and beaches	<ul style="list-style-type: none"> <li>• Install and maintain litter bins in convenient locations. Monitor bin use and modify servicing and bin provision as required. Encourage the community to provide information on litter collection requirements to assist Council.</li> <li>• Operate beach cleaning machine at major patrolled beaches during swimming season and at other times when litter requires removal (Note: beach cleaning machine does not remove seaweed)</li> <li>• Include litter reduction in public education programmes</li> </ul>

### **Coastal Views and Visual Amenity**

Objective	Strategy
To protect and enhance the visual amenity of the coastline.	<ul style="list-style-type: none"> <li>• Select materials and designs for buildings, furnishings, signs and pathways which are compatible with the natural environment, create a unified theme for the Coastal Reserves and reinforce local character and design themes. Consideration is to be given to adjoining Marine Park and National Park areas.</li> <li>• Locate facilities, access ways and signage to minimise impact on visual amenity while being clearly visible</li> </ul>
To enhance opportunities to enjoy coastal views from designated recreation and public viewing areas	<ul style="list-style-type: none"> <li>• Provide viewing platforms and well located paths and seats to allow enjoyment of views while protecting the natural environment</li> <li>• Carry out limited strategic pruning and planting of low growing species adjoining public recreation areas and major public viewing locations to frame specific ocean and feature views in consistent with Integrated Recreation, Landscape and Vegetation Management Plan. This is to be carried out in Council approved locations only. Selective planting is to comprise endemic coastal species only. Unauthorised vegetation pruning, poisoning or removal on coastal reserves is prohibited.</li> </ul>

### **Signage**

Objective	Strategy
To provide signs which identify prohibited activities, safety warning and reserve information in accordance with best practice guidelines	<ul style="list-style-type: none"> <li>• Design combination signs in accordance with State Wide Best Practice Guidelines to convey appropriate information for each site (eg prohibited activities, advisory information, and contact numbers for reporting problems) and CHCC regional image.</li> <li>• Minimise the number of signs used by combining information</li> </ul>

### **Pedestrian and Cycle Access**

Objective	Strategy
To provide cycle access to facilitate local cycleway/walkway links	Construct and/or maintain shared cycleway/walkway access in areas where appropriate

### Access for Boats, Vehicles and Dogs

Objective	Strategy
To provide adequate access to foreshore and beaches for vehicles and dog exercising	<ul style="list-style-type: none"> <li>• Vehicle access to maintain to current constructed roadways and car parks.</li> <li>• Dogs are permitted on the southern end of Park Beach. Dogs are prohibited on Jetty Beach Harbour and Jetty Beach reserve picnic area</li> </ul>
To retain and enhance existing boat access facilities	<ul style="list-style-type: none"> <li>• Retain existing boat access facilities maintain and upgrade as required in accordance with relevant Authority guidelines.</li> </ul>

### Regulation of Activities

Objective	Strategy
To discourage inappropriate behaviour and activities and reduce the incidences of anti social behaviour	<ul style="list-style-type: none"> <li>• Implement public education programme</li> <li>• Exercise powers under Crown Lands Act or Local Government Act to issue on the spot fines or prosecute where appropriate</li> <li>• Select and install vandal resistance materials and design when developing facilities</li> <li>• Determine and implement suitable measures to address</li> <li>• problems specific to particular areas eg: alcohol restrictions, lighting, hours of use (picnic areas, facilities) location and design of facilities and landscaping (eg. improve visibility), modify activities which are prohibited or permissible</li> <li>• Ensure prohibited activities are adequately signposted</li> </ul>

### Business Planning and Management

Objective	Strategy
To ensure the public domain is improved and managed in an economically, socially and environmentally sustainable manner.	<ul style="list-style-type: none"> <li>• Prepare a Development Plan for the public domain detailing recreation, landscaping and infrastructure facilities.</li> <li>• Establish a capital works programme, with concurrence Lands, for the public domain to implement the Development Plan to ensure improvements compliment the commercial aspects of the precinct.</li> <li>• Prepare a maintenance programme for the public domain including capital improvements, and consult Dept of Lands with a view to agreeing a funding model, including revenue generated through the State Park and Commercial activities within the precinct.</li> <li>• Manage use of the public domain under appropriate license conditions including sustainable fee structure that reflects any commercial use</li> </ul>