



# Coffs Harbour City Council

21 July 2016

## ORDINARY MEETING

The above meeting will be held in the Council Chamber, Administration Building, corner Coff and Castle Streets, Coffs Harbour, on:

**THURSDAY, 28 JULY 2016**

The meeting commences at **5.00pm** and your attendance is requested.

## AGENDA

1. Opening of Ordinary Meeting
2. Acknowledgment of Country
3. Disclosure of Interest
4. Apologies
5. Public Addresses / Public Forum
6. Mayoral Minute
7. Mayoral Actions under Delegated Authority
8. Confirmation of Minutes of Ordinary Meeting – 14 July 2016
9. Rescission Motion
10. Notices of Motion - General
11. General Manager's Reports
12. Notices of Motion – Business Services
13. Directorate Reports – Business Services
14. Notices of Motion – Sustainable Communities
15. Directorate Reports – Sustainable Communities
16. Notices of Motion – Sustainable Infrastructure
17. Directorate Reports – Sustainable Infrastructure
18. Trust Reports
19. Requests for Leave of Absence
20. Questions On Notice
21. Matters of an Urgent Nature
22. Consideration of Confidential Items (if any)
23. Close of Ordinary Meeting.

Steve McGrath  
General Manager



**COFFS HARBOUR CITY COUNCIL**  
**ORDINARY MEETING**  
**COUNCIL CHAMBERS**  
**COUNCIL ADMINISTRATION BUILDING**  
**COFF AND CASTLE STREETS, COFFS HARBOUR**  
**28 JULY 2016**

**Contents**

**ITEM                      DESCRIPTION**

**NOTICES OF MOTION - GENERAL**

NOM16/19	TRANSFORMATION TO SUSTAINABILITY (T2S) PROGRAM UPDATE
NOM16/20	VIDEO RECORDING OF COUNCIL MEETINGS

**BUSINESS SERVICES DEPARTMENT REPORTS**

The following items either in whole or in part may be considered in Closed Meeting for the reasons stated.

BS16/27	AUSTRALIA POST - POSTBILLPAY AGREEMENT 2016-2019
BS16/28	CONTRACT NO. RFT-753-TO PLANT AND TRUCK HIRE 2016- 2018
BS16/29	CONTRACT NO. RFT-726-TO PROVISION OF CLEANING AND MAINTENANCE OF COUNCILS BUILDINGS

A portion of these reports are confidential for the reason of Section 10A (2):

- (d) commercial information of a confidential nature that would, if disclosed:
  - (i) prejudice the commercial position of the person who supplied it, or
  - (ii) confer a commercial advantage on a competitor of the council, or
  - (iii) reveal a trade secret.

and in accordance with Section 10A (1) the meeting may be closed to the public

**SUSTAINABLE COMMUNITIES DEPARTMENT REPORT**

SC16/46	CAMPING AREA FOR SELF SUSTAINABLE AND RV VEHICLES - COFFS COAST SPORT & LEISURE PARK
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<b>ITEM</b>	<b>DESCRIPTION</b>
<b>SUSTAINABLE INFRASTRUCTURE DEPARTMENT REPORTS</b>	
SI16/31	DISPOSAL OF EASEMENT FOR MULTIPURPOSE ELECTRICAL INSTALLATION - LOT 703 DP 1182286 COFFS HARBOUR
SI16/32	COFFS COAST REGIONAL PARK TRUST BOARD APPOINTMENTS
<b>TRUST REPORT</b>	
T16/8	WOOLGOOLGA BEACH RESERVE DRAFT PLAN OF MANAGEMENT



## COFFS HARBOUR CITY COUNCIL

### ORDINARY MEETING

14 JULY 2016

**Present:** Councillors D Knight (Mayor), J Arkan, N Cowling, R Degens, K Rhoades, M Sultana and S Townley.

**Staff:** Acting General Manager/Director Business Services, Director Sustainable Infrastructure, Director Sustainable Communities and Executive Assistant.

The meeting commenced at 5.00pm with the Mayor, Cr D Knight in the chair.

We respectfully acknowledge the Gumbaynggirr Country and the Gumbaynggirr Aboriginal peoples who are traditional custodians of the land on which we meet and their Elders both past and present.

The Mayor reminded the Chamber that the meeting was to be recorded, and that no other recordings of the meeting would be permitted.

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#### DISCLOSURES OF INTEREST

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No disclosures of interest tabled.

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#### APOLOGY

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**152 RESOLVED** (Degens/Townley) that leave of absence as requested from Councillor Innes be approved.

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**PUBLIC ADDRESS**

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No public addresses.

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**CONFIRMATION OF MINUTES**

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- 153** **RESOLVED** (Townley/Sultana) that the minutes of the Ordinary meeting held on 23 June 2016 be confirmed as a true and correct record of proceedings.

**GENERAL MANAGER'S REPORTS**

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**GM16/10 LOCAL GOVERNMENT REFORM - JOINT ORGANISATIONS UPDATE**

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**Executive Summary**

On 8 June the Minister for Local Government, the Hon. Paul Toole issued an Overview (attachment 1) and Background Paper (attachment 2) detailing the proposed operational arrangements for Joint Organisations, seeking feedback by 15 July 2016.

Also, Coffs Harbour City Council, in conjunction with the other member Councils of the proposed North Coast Joint Organisation (JO), Bellingen Shire, Nambucca Shire and Clarence Valley Councils, since late 2013 have been pursuing participation in the Pilot JO Program. Council last considered progress on the proposed North Coast JO at its meeting on 11 February 2016, at which time it endorsed the intent of an updated Expression of Interest for submission to the Minister for Local Government when the next opportunity arises.

This report provides an overview of the JOs discussion paper and proposes Council's support of the proposed JO model.

- 154** **RESOLVED** (Arkan/Townley) that Council:
1. Receives and notes the report; and
  2. Provides a brief submission supporting the proposed Joint Organisation model as outlined in the Background Paper

**The Motion on being put to the meeting was carried unanimously.**

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**GM16/11 LOCAL GOVERNMENT ELECTIONS CARETAKER PERIOD POLICY**

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**Executive Summary**

The primary purpose of the Policy is to avoid the Council making major decisions prior to the election that would bind an incoming Council, prevent use of public resources in ways that are seen as advantageous to or promoting the current elected members who are seeking re-election and ensures that council officers act impartially in relation to all candidates.

Implementation of a Caretaker Election Period Policy would provide for better decision- making and greater transparency and accountability in Council as prescribed by s393B *Local Government (General) Regulations 2005*.

- 155 RESOLVED** (Arkan/Sultana) that Council adopts the Local Government Elections Caretaker Period Policy.

**The Motion on being put to the meeting was carried unanimously.**

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**BUSINESS SERVICES NOTICE OF MOTION**

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**NOM16/18 ENVIRONMENTAL LEVY REVIEW**

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- 156 RESOLVED** (Knight/Arkan) that council conduct a full review of the environmental levy program. That a report be brought back to a full council detailing a full review.

**The Motion on being put to the meeting was carried unanimously.**

## **BUSINESS SERVICES DEPARTMENT REPORTS**

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### **BS16/26 CONTRACT NO RFT-755-TO SUPPLY OF ELECTRICAL PRODUCTS AND FITTINGS**

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#### **Executive Summary**

Council called tenders for the Supply and Delivery of Electrical Goods and Fittings Contract No-RFT-755-TO that closed on Tuesday 31 May 2016.

The tender was advertised for a three (3) year period commencing 18 July 2016 to 17 July 2019 with a further twelve (12) months option based on satisfactory supplier performance.

Prospective tenderers were advised that it was Council's preference to award the tender as a single source supplier or alternatively as a panel supplier contract, but Council simultaneously reserved the right to award sections of the contract to individual tenderers.

#### **157 RESOLVED (Degens/Arkan):**

1. That Council accepts the panel tender offers of CNW Pty Ltd and TLE Electrical for the Supply and Delivery of Electrical Goods & Fittings contract number- RFT-755-TO.

The recommendation is on the basis that:

- a) The tender offers are the most suitable and advantageous following the application of Council's Tender Value Selection System.
  - b) The two suppliers have each offered fixed pricing for a twelve (12) month period (with the exception of cable products which have a rise and fall of metals).
  - c) The two suppliers are current reliable suppliers to Coffs Harbour City Council for the supply and delivery of Electrical Goods & Fittings and both have allocated dedicated Account Managers to look after Council.
  - d) A panel contract arrangement will offer Council staff greater flexibility
  - e) By actively going out to tender Coffs Harbour City Council will not breach the Local Government (General) Regulation 2005- Section 7 Tendering, for annual expenditure over \$150,000.00.
2. That provision is allowed for a 12 month extension based on satisfactory supplier performance which may take this tender through to 18 July 2020.
  3. That the contract documents be executed under Council's Seal.

**The Motion on being put to the meeting was carried unanimously.**

## SUSTAINABLE COMMUNITIES NOTICE OF MOTION

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### NOM16/15 SEAWALL WOOLGOOLGA

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- 158 **RESOLVED** (Arkan/Degens) that CHCC staff prepare a report outlining the costs and benefits associated with building a wall along the Woolgoolga beach reserve at the main beach, from the boat ramp to say Holfmier Close, detailing available technology and materials available to build such a wall.

**The Motion on being put to the meeting was carried unanimously.**

## SUSTAINABLE COMMUNITIES DEPARTMENT REPORTS

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### SC16/42 LOCAL GROWTH MANAGEMENT STRATEGY REVIEW - COFFS HARBOUR RURAL LANDS STRATEGY PHASE 1 - DRAFT ISSUES AND OPTIONS DISCUSSION PAPER

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#### Executive Summary

The objective of this report is to seek Council's approval of a draft Issues and Options Discussion Paper (the Discussion Paper) (Attachment 1) for public exhibition. The Discussion Paper will form the basis of Phase 1 of the Coffs Harbour Rural Lands Strategy. Phase 1 involves intensive engagement with the wider community and key stakeholders to better understand the relevant issues for each group and to ensure all matters of interest have been captured.

- 159 **RESOLVED** (Townley/Degens) that Council:
1. Endorse the attached *Coffs Harbour Rural Lands Strategy Phase 1 – Draft Issues and Options Discussion Paper, Background Report and Community Workshop Outcomes* and place on public exhibition for a period of 28 days.
  2. Receive a report back on the *Coffs Harbour Rural Lands Strategy Phase 1 – Draft Issues and Options Discussion Paper*, following the exhibition period.

**The Motion on being put to the meeting was carried unanimously.**



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**SC16/43 COMPLIANCE AND ENFORCEMENT POLICY**

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**Executive Summary**

At its meeting of 14 April 2016, Council considered a report in respect to the proposed adoption of a Compliance and Enforcement Policy and resolved as follows:

*That Council:*

- 1. Approve the public exhibition of the Draft Compliance and Enforcement Policy for a 42 day period.*
- 2. Receive a report back on the Draft Compliance and Enforcement Policy following public exhibition.*

The Compliance and Enforcement Policy was placed on public exhibition in accordance with the above resolution. No submissions were received.

The Compliance and Enforcement Policy provides information for all internal and external stakeholders and interested parties, about Council's position on compliance and enforcement matters in the local government area. The Policy which includes Council's adopted Compliance Response Framework, will provide structure for consistency and transparency in decision making, and facilitate a proportionate approach to compliance and enforcement. It is also intended to assist Council staff to act promptly, effectively and consistently in response to allegations of unlawful activity.

This report seeks Council's adoption of the Compliance and Enforcement Policy.

**160 RESOLVED** (Sultana/Townley) that Council adopt the attached Compliance and Enforcement Policy.

**The Motion on being put to the meeting was carried unanimously.**

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**SC16/44 COMMUNITY CAPITAL INFRASTRUCTURE 2016-2017 GRANTS PROGRAM**

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**Executive Summary**

In the 2016/17 Operational Plan, an amount of \$300,000 was made available to fund community infrastructure projects. Council sought applications from not-for-profit organisations seeking to construct new public facilities or to refurbish existing infrastructure, in consultation with Council.

Seven applications, requesting \$153,535, were received for proposed projects to the value of \$466,394. Council considered all applications for capital funding in accordance with the assessment criteria and three applications are recommended for funding.

**161 RESOLVED** (Sultana/Arkan) that Council:

1. Approve the allocation of Community Capital Infrastructure Grants totaling \$85,500 as follows:

Organisation	Proposed project	Total cost of project	Council funding recommended
Westside Tennis Club Inc	Construction of New Hard Court for Wheelchair Participants & Upgrade of a Sand Court to Synthetic Grass	\$194,029	\$20,000
Coffs Harbour Netball Association Inc	Netball Lighting Upgrade to LED	\$70,500	\$33,000
Coffs City United Football Club	McLean Street Oval Lighting Upgrade (Stage 2)	\$65,795	\$32,500
Total:			\$85,500

2. Approve a second round of funding for the balance of the program's funds of \$214,500 for September 2016.

**The Motion on being put to the meeting was carried unanimously.**

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**SC16/45 COMMITTEE MEMBERSHIP APPLICATION MULTICULTURAL  
REFERENCE GROUP ADVISORY COMMITTEE**

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**Executive Summary**

To recommend to Council the appointment of a community member to the Multicultural Reference Group Advisory Committee.

- 162 RESOLVED** (Sultana/Townley) that Council appoint the following committee member nominee, Sahar Abdelrahman, to the Multicultural Reference Group Advisory Committee.

**The Motion on being put to the meeting was carried unanimously.**

**TRUST REPORT**

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**T16/7 NORTH COAST REGIONAL BOTANIC GARDEN STRATEGIC PLAN  
2017-2020**

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**Executive Summary**

The purpose of this report is to:

1. Detail the outcome of the community consultation in relation to the exhibition of the draft North Coast Regional Botanic Garden Strategic Plan 2017-2020,
2. Report to Council the development status of the draft North Coast Regional Botanic Garden Strategic Plan 2017-2020.
3. Seek approval from Council, in its capacity as the Corporate Manager, for authorisation to conduct an interim implementation of the North Coast Regional Botanic Garden Strategic Plan 2017-2020 for a 12 month period to enable further detailed consultation with the Friends of the North Coast Regional Botanic Garden Incorporated (the Friends) to take place. At the conclusion of this period a report will be returned to Council detailing the outcome of the trial and recommendations in relation to the full adoption of the Strategic Plan with the benefit of lessons learned during the trial.

The North Coast Regional Botanic Garden Strategic Plan was commissioned by Council in its role as Corporate Manager of the Coffs Coast State Park Trust with the aim of setting a renewed strategic direction for the Crown Reserve known as the North Coast Regional Botanic Garden (NCRBG).

**T16/7 - North Coast Regional Botanic Garden Strategic Plan 2017-2020**  
(Cont'd)

The initial draft document was subsequently amended and a second draft prepared. The second draft of the Strategy was placed on exhibition for a period of 28 days. Sixteen submissions were received. A separate Workshop for interested stakeholders was held and further detailed input relating a proposed NCRBG Advisory Committee was compiled. All submissions and input from this process is detailed in the attachments to this report. Following incorporation of submissions a final draft has now been prepared.

Both Council and the Coffs Coast State Park Trust acknowledge the significant role played by the Friends of the NCRBG Inc in the development and management of the NCRBG to date, and the significant benefits of their continued involvement with the NCRBG into the future. During the development of the Strategic Plan, the Friends, who comprise the key stakeholder group of the NCRBG, have expressed concern in relation to the future management direction of the Gardens and the role of the Friends within any new management arrangement. At this point in time it would be correct to say that the Strategic Plan document has not gained the full support of the Friends and is interpreted by them as a potential detriment to their ongoing high level of engagement with the NCRBG and their continuing status as a valued and key stakeholder of the NCRBG.

The Friends have recently lodged a signed copy of a 12 month temporary license with Council. The offered license itself is a modified version of that which was offered by Council to the Friends some two years ago. In its present form the licence does not meet Council's standard minimum requirements and for that reason cannot be consented to. However, the offer by the Friends to enter into a tenure arrangement should be seen as a breakthrough and a sign that there is now a real potential to build a more extensive and mutually beneficial relationship between the Trust and the Friends.

It is proposed that the most appropriate mechanism to achieve this mutually beneficial outcome is to conduct a 12 month trial implementation of the Strategic Plan as an interim document by the Friends in partnership with Council before it is re-presented to Council for final adoption with a lessons learned analysis.

**163 RESOLVED** (Townley/Rhoades) that the Trust

1. Expedite the negotiation of a 12 month temporary license with the Friends of the North Coast Regional Botanic Garden Inc for their continued occupation and use of the North Coast Regional Botanic Garden for their commercial ventures including the kiosk, café, seed bank and their day to day activities within the Garden.
2. Receive a further report on the recommended membership and Terms of Reference of an Advisory Committee for the NCRBG.
3. Appoint members of Advisory Committee
4. The Advisory Committee, together with the Operations Manager and other Council staff as appropriate, review and endorse the Draft North Coast Regional Botanic Gardens Strategic Plan 2017–2020 and develop a list of priorities for action.
5. The Draft plan is then referred back to the Trust for its endorsement.

**The Motion on being put to the meeting was carried unanimously.**

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**REQUESTS FOR LEAVE OF ABSENCE**

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No requests for leave of absence.

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**QUESTIONS ON NOTICE**

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No questions on notice.

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**MATTERS OF AN URGENT NATURE**

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No matters of an urgent nature.

This concluded the business and the meeting closed at 5.24 pm.

Confirmed: 28 July 2016.

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Denise Knight  
Mayor



## NOTICE OF MOTION TO ORDINARY COUNCIL MEETING

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### TRANSFORMATION TO SUSTAINABILITY (T2S) PROGRAM UPDATE

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**Motion:**

Councillor Townley has given her intention to move the following:

“Council staff prepare a report updating progress on T2S including

1. Total costs of all redundancies and associated costs to date
2. Number of staff who have reduced hours or reduced classification of pay scale who are operating on the two-year salary maintenance clause
3. Total cost of this, ie difference between initial salary and new salary point
4. Total costs to date in consultancy associated with T2S
5. Details of all cost savings including annualised savings from new programs and all other savings attributed to T2S
6. Projections of other associated costs and savings associated with T2S.”

**Rationale:**

“These figures were reported in a Council business paper over a year ago and it is timely to have a detailed update prior to the end of term for the current Council.”

**Staff Comment:**

Consistent with the information provided to Councillors at the regular T2S briefings on 25 May 2015, 24 August 2015, 30 November 2015, 10 February 2016, 2 May 2016 and 14 June 2016 staff can prepare a report for Council addressing the majority of questions raised in the notice of motion. It should be noted that in preparing this report care will need to be given to keep the report at a high level and not detail day-to-day management/operational matters. Nevertheless, the report should provide a high level overview of the T2S investments and achievements to date.



## NOTICE OF MOTION TO ORDINARY COUNCIL MEETING

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### VIDEO RECORDING OF COUNCIL MEETINGS

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**Motion:**

Councillor Townley has given notice of her intention to move the following:

"Council staff investigate costs, opportunities and requirements for visual recording of Council meetings in digital format."

**Rationale:**

"Many Councils across Australia now video record Council meetings and store them for online access. This enables many more people to have a first hand accurate view at what transpires at Council meetings. It enables a longer term archive than the voice recorded files which are currently kept by CHCC for three months. Councils such as Eurobodalla have recently implemented this practice and are finding lots of users are viewing the files."

**Staff Comment:**

Enquiries can be made regarding video recording of Council meetings. At present the Code of Meeting Practice allows for audio recordings to be made available to the community. If Council determines to undertake video recording of Council meetings this will require an amendment to the Code of Meeting Practice. These enquiries will form the basis of a report that will come back to Council.



## REPORT TO ORDINARY COUNCIL MEETING

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### AUSTRALIA POST - POSTBILLPAY AGREEMENT 2016-2019

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<b>REPORTING OFFICER:</b>	Group Leader Customer Services
<b>DIRECTOR:</b>	Director Business Services
<b>COFFS HARBOUR 2030:</b>	LC3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour
<b>ATTACHMENTS:</b>	ATT Confidential Postbillpay Agreement

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#### Recommendation:

#### That Council:

1. **With reference to section 55(3)(i) of the Local Government Act resolves because of extenuating circumstances, being the unavailability of competitive or reliable tenderers to renew its agreement with Australia Post to provide over the counter payment services for the receipt and processing of Council water and rate accounts.**
2. **Delegates the General Manager to execute an agreement with Australia Post to continue this payment service for a three-year term until 30 June 2019.**
3. **Notes the associated transaction costs as detailed in the confidential attachment.**

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### EXECUTIVE SUMMARY

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Council recognises that a significant number of ratepayers continue to use 'over the counter' payment services provided by Australia Post (post offices) within both the local region and across Australia.

Australia Post has a network of some 4,406 post offices across Australia, providing a coverage that is unmatched by any other 'over the counter payment' service. It is considered that the service provided by Australia Post is a 'best value' solution for Council in providing an alternative 'over the counter' payment service (for rate and water account payments) especially for those customers living outside of the Coffs Harbour area.

Council has used this service provided by Australia Post since 2001.

A resolution of Council is required to progress the continuation of this service.

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## **REPORT**

### **Description of Item:**

The purpose of this report is to seek Council resolution to provide Council's General Manager delegated authority to renew an agreement with Australia Post to provide an 'over the counter' account payment service (for rate and water account payments) through its network of post offices across Australia for a further three-year term until 30 June 2019.

### **Issues:**

Whilst Council provides a number of account payment options via online and telephone platforms, such as B-Pay, Electronic Fund Transfer (EFT) and credit card payment, approximately 5% (or 45,000 transactions per annum) of all account payments are still made 'over the counter' at Australia Post outlets.

As online channels have a lower transactional cost, when compared to the more traditional 'over the counter' transactions, Council will continue to promote payment methods via online channels; however, at this time Council needs to consider those customers not yet able to use or access online payment methods. It is planned to transition from Australia Post's 'over the counter' account payment service by the end of this agreement term.

### **Options:**

It is considered that the following options are available to Council:

1. Adopt the recommendation provided to Council, which will enable the General Manager to execute an agreement with Australia Post to continue an 'over the counter' payment service for a further three-year term until 30 June 2019.
2. Amend the recommendation provided to Council and then adopt. Depending on the nature of the amendment, this may impact the preferred service to be provided by Australia Post.
3. Reject the recommendation provided to Council; this will result in the cessation of the service currently provided by Australia Post.

### **Sustainability Assessment:**

- **Environment**

There are no perceived current or future environmental impacts.

- **Social**

If this service was to cease it would significantly reduce customer options and levels of service around the availability of 'over the counter' rate and water account payments.

- **Civic Leadership**

The service provided by Australia Post enables customers not familiar with online payment channels the ability to make payments at any Australia Post office around both the local region and across Australia. This is consistent with the Coffs Harbour 2030 Community Strategic Plan strategy LC3.1: Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour.

- **Economic**

**Broader Economic Implications**

The Australia Post service provides the required coverage across not only the local region but Australia for those customers wanting to make 'over the counter' rate and water account payments (other than at Council's Customer Service Centre). If this service was to cease it may result in additional costs to customers as they may either need to travel to Council's Customer Service Centre or send account payments (cheques or money orders) through the post. This cessation would also have an impact on Council in regards to a possible need for additional resources to receipt and process an increased volume of account payments.

**Delivery Program/Operational Plan Implications**

The approximate annual cost of this service is built into the Operational Plan at approximately \$95,000 (including GST).

**Risk Analysis:**

Whilst Council has a focus on promoting online payment methods there remains a recognition that not all customers are in a position to use online platforms. Therefore the service provided by Australia Post provides a required level of service for those ratepayers wanting to make an 'over the counter' account payment – other than at Council's Customer Service Centre.

**Consultation:**

A full review of options around external payment services was carried out in 2013, at that time it was determined that the 'over the counter' service provided by Australia Post was 'best value' in regards to cost and more importantly network coverage - both within the local area and across Australia.

**Related Policy, Precedents and / or Statutory Requirements:**

Council has used Australia Post for over sixteen years in providing this service.

**Implementation Date / Priority:**

Subject to Council approval, the associated agreement will be executed by the General Manager as soon as possible to enable the continuation of the service provided by Australia Post for a further three-year term.

**Conclusion:**

It is recommended, with reference to section 55(3)(i) of the Local Government Act, because of extenuating circumstances, being the unavailability of competitive or reliable tenderers – that Council renew its agreement with Australia Post to provide 'over the counter' services for water and rate accounts payments and that Council delegates the General Manager to execute this agreement for a three-year term until 30 June 2019. It is planned to transition from Australia Post's 'over the counter' account payment service by the end of this agreement term.



## REPORT TO ORDINARY COUNCIL MEETING

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### CONTRACT NO. RFT-753-TO PLANT AND TRUCK HIRE 2016- 2018

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**REPORTING OFFICER:** Section Leader Logistics  
**DIRECTOR:** Director Business Services  
**COFFS HARBOUR 2030:** LC3.1: Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour  
**ATTACHMENTS:** ATT CONFIDENTIAL Tender Assessment RFT-753-TO

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#### Recommendation:

**That Council considers the tenders received for Plant and Truck Hire 2016-2018, Contract No. RFT-753-TO, and adopt the recommendation as detailed in the confidential attachment.**

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#### EXECUTIVE SUMMARY

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Seeking Council's approval to accept tenders for inclusion into a panel contract for the hire of plant and equipment for the 2016/2018 financial years.

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## REPORT

### Description of Item:

In order for Council to undertake its maintenance and major capital works programs it is necessary to compliment Council's plant fleet with specific contract plant as required. The majority of the plant hired through plant contractors is commonly available within the Coffs Harbour Local Government area such as heavy earthmoving plant and trucks. Several major projects are scheduled for 2016/2018 which makes it necessary for Council operations to be able to hire contract plant at competitive market rates to ensure the economical delivery of the works.

Tenders were called and closed on 31 May 2016 to establish a panel of contractors for the hire of equipment, plant and trucks for works undertaken by Coffs Harbour City Council during the 2016/2018 financial years.

In the previous financial year, 2015/2016, Council spent \$3.97M on the hire of external plant. This expenditure was mainly with locally based plant hire contractors.

Tenderers were given two options; to supply Council with plant including an operator or to supply plant only, excluding an operator. Tenderers were required to submit tendered rates for items of plant and in addition any attachments that can be utilised with the specific plant item. Contractors are also required to be registered and accredited with BNG Contractor Services Pty Ltd. Registration with BNG is an online service, where accreditation is based on a set of validation criteria such as business licenses, registrations as well as employee qualifications, licenses, trade certificates, insurances and WHS documentation.

If accepted by Council the Tenderers may not vary the Contract Rates during the first 12 months of the contract. At the end of the first 12 months, contractors on the panel of suppliers may review their hire rates and will be given the option to increase, decrease or maintain the same rates as the previous 12 months.

To achieve best value for Council all contract plant is assessed in accordance with RMS guidelines and rated in order that the most suitable and cost effective item of plant is engaged. This procedure provides transparency ensuring that probity issues are addressed.

Fifty three submissions were received as listed below, each tendering on various items of plant, trucks and equipment.

<b>Contractor</b>	<b>Plant</b>	<b>Float</b>	<b>Water</b>	<b>Truck</b>	<b>Total Plant</b>
A & K McIntyre Pty Ltd				2	2
Accurate Asphalt & Road Repairs (Red Head)					
AMW Transport Pty Ltd				1	1
Aqua Assets P/L ( Hamilton)					
Arbpro Pty Ltd	6			4	10
Atigram Pty Ltd				19	19
Blaizes Earthworx Pty Ltd	1			1	2
Civilnett Pty Limited	4			1	5
Coates Hire Operations Pty Ltd	108		5	3	116
Coffs Coast Civil Pty Ltd	6			3	9

<b>Contractor</b>	<b>Plant</b>	<b>Float</b>	<b>Water</b>	<b>Truck</b>	<b>Total Plant</b>
Coffs Trenching & Pipelines	3			1	4
Conplant Pty Ltd	146	1			147
Crampo's Tippers Pty Ltd				19	19
Cyber Coach t/a Coffs Coast Water Cartage			2	2	4
DJ & CA Atkinson Pty Ltd	1	1			2
Doyle Civil Pty Ltd	14		1	3	18
DT & KB GRAY PTY LTD	1			2	3
Dubs Earthmoving Pty Ltd				2	2
Eastern Dorrigo Slashing	4			0	4
EB & DE Bunt Pty Ltd	4	3	4	24	35
English Cranes Pty Ltd trading as North Coast Cranes	14			2	16
Ernie Burnett Plumbing Pty Ltd	23	5	2	9	39
Espedan Pty Ltd	7				7
Extec Solutions Pty Ltd	6	1	1	4	12
Fortade Earthmoving Pty Ltd	15	3	2	15	35
Hunternet T/A Sharpe Bros (Gosford)					
J&L Bowen	3				3
J&P Cranes (NSW) Pty Ltd TA Coffs City Cranes & Rigging	12			3	15
Jaru Excavations P/L (Upper Orara)					
Jim Hauville plumbing Services	1			1	2
John Lacey Earthmoving Pty Ltd	13	3	1	9	26
KBS Mackay Pty Ltd	5			2	7
Kennards Hire	49			6	55
Kingston Industries TA Tutt Bryant Hire	258	3	5	15	281
M & M Water Carriers Pty Ltd				1	1
Mal Keough Earthmoving Pty Ltd	2			1	3
McIntyre Tippers Pty Ltd				2	2
Mid North Coast Contractors Pty Ltd	7			1	8
Mifsud Excavation & Earthmoving(Coffs Harbour)	4	2			
Mitchbrook Management Pty Ltd	15				15
Northpipe Constructions Pty Ltd	7	2	3	4	16
Peter Rowan Pty Ltd	9	1	2	15	27
Pilbara Truck Hire Pty Ltd			1		1

<b>Contractor</b>	<b>Plant</b>	<b>Float</b>	<b>Water</b>	<b>Truck</b>	<b>Total Plant</b>
PL & CV McNickle PL TA Custom Clearing	6				6
RJ & CM Tate Pty Ltd	2				2
Serendip Holdings (NSW) Pty Ltd trading as Action Hire Vehicles				93	93
Sherrin Rentals Pty Ltd	48		4		52
Stabilcorp Pty Ltd	9			2	11
Stabilised Pavements (Gosford)					
Toward Holdings Pty Ltd TA Brycker Hire	22			3	25
Troy O'Doherty Earthmoving Pty Ltd	6			3	9
Universal Mobile Tower Hire (Pendle Hill)					
<b>TOTAL</b>	<b>841</b>	<b>25</b>	<b>33</b>	<b>278</b>	<b>1176</b>

Two tenders have been received that offer plant that was not requested in the tender documentation. These were received from:

- Aqua Assets P/L (Hamilton)
- Stabilised Pavements (Gosford)

These offers will be noted and filed for possible future reference.

Three nonconforming submissions were received, as follows:

- Accurate Asphalt & Road Repairs (Red Head)
- Hunternet T/A Sharpe Bros (Gosford)
- Universal Mobile Tower Hire (Pendle Hill)

**Issues:**

A number of contractors had not provided sufficient information enabling the assessment of their submission. Council has since received the information and have included them in the panel contract.

The following Companies have been deemed Non-conforming:

- Accurate Asphalt & Road Repairs (Red Head) have included rates outside what is outlined in the tender.
- Hunternet T/A Sharpe Bros (Gosford) have not provided the required standby rates ("B" rate) in their submission.
- Universal Mobile Tower Hire (Pendle Hill) has included a rate for travelling. This is outside what is outlined in the tender.

Jim Hauville Plumbing Services and Juru Excavations Pty Ltd have both submitted identical machines. Juru Excavations Pty Ltd has since informed Council it wishes to withdraw their tender offer to Council.

Coffs Trenching & Pipelines have submitted four identical machines to Doyle Civil Pty Ltd. These companies are currently determining in which company name the units will be made available for hire to Council. It is expected that Council will receive this information and their inclusion in the panel contract is imminent.

**Options:**

Either adopt the recommendation provided to Council or reject the recommendation provided and source alternative means to supplement Council's work program requirements for additional plant.

**Sustainability Assessment:**

- **Environment**

Tendered plant items are assessed to ensure that they comply with RMS Specifications G21 and G22. This compliance addresses adverse environmental issues with the plant such as oil leaks, excessive emissions and noise. Once engaged all plant is required to operate under Coffs Harbour City Council's site rules and in accordance with environmental assessments undertaken on specific projects.

- **Social**

By Council undertaking capital and maintenance works, the community benefits from updated and well maintained assets that contribute to the overall amenity of the Coffs Coast.

- **Civic Leadership**

By utilising local external contractors Council engages businesses that otherwise may have found it difficult to secure the volume of work that is available to them through Council's operations. In frequently engaging plant contractors Council has become a provider within the community supporting a number of businesses and general employment within the local government area.

Contract plant is employed to deliver many of the 2030 objectives where Council's role is that of the facilitator. Most of the themes in the 2030 plan require works on the ground to accomplish the objectives. Contract plant is an economical mechanism to achieve the delivery of these objectives.

2030 objectives include:

- LC 1.3 Promote a safe community
- LE 3.5 Develop and improve infrastructure to provide appropriate access to environmental experiences
- MA 2.1 Ensure adequate maintenance and renewal of roads, footpaths and cycleways
- PL 2.1 Ensure adequate maintenance of open spaces within the LGP to provide "user friendliness"

- **Economic**

**Broader Economic Implications**

The benefits of engaging contract plant flow on to the community and assists in supporting local businesses.

**Delivery Program/Operational Plan Implications**

All plant engagements are funded through capital and maintenance programs approved in the 2016/2018 Operational Plan.

**Risk Analysis:**

When considering the Enterprise Risk Rating Levels the following considerations are applicable:-

*Financial* In accordance with Council's enterprise risk management framework the consequences of not having a contract arrangement when employing plant contractors is high. A panel contract allows an open tendering and assessment process which yields the most economical and low risk option for Council.

*Reputational*: Analysis shows that during times of high demand for plant it is more cost effective to hire the various items of plant and equipment than to purchase additional plant.

*Environmental*: The ability for Council to control the plant engaged on construction and maintenance activities of Council's assets is an important part of Council's responsibility towards the natural environment.

**Consultation:**

The Tender evaluation has included consultation with Council's financial and operational staff.

**Related Policy, Precedents and / or Statutory Requirements:**

The calling, receiving, opening and reviewing of tenders were carried out in accordance with the Local Government (General) Regulations 2005.

Tendering procedures were carried out in accordance with Council policy. Council's Tender Value Selection System was applied during the tender review process to determine the most advantageous offer.

**Implementation Date / Priority:**

The Plant and Truck hire panel contract will take effect from 1 August 2016.

**Conclusion:**

To utilise approved external contractors as required for Council work programs.





## REPORT TO ORDINARY COUNCIL MEETING

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### CONTRACT NO. RFT-726-TO PROVISION OF CLEANING AND MAINTENANCE OF COUNCILS BUILDINGS

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**REPORTING OFFICER:** Team Leader Contracts & Procurement  
**DIRECTOR:** Director Business Services  
**COFFS HARBOUR 2030:** LC3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour  
**ATTACHMENTS:** ATT CONFIDENTIAL Tender Assessment RFT-726-TO

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#### Recommendation:

**That Council considers the tenders received for the Provision of Cleaning & Maintenance of Council Buildings, Contract No. RFT-726-TO, and adopt the recommendation as detailed in the confidential attachment.**

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### EXECUTIVE SUMMARY

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Council called tenders for the Provision of Cleaning & Maintenance of Council Buildings Contract No-RFT-726-TO that closed on Tuesday 5 July 2016.

The tender was advertised for a two year period commencing 1 August 2016 to 31 July 2018 with a further twelve months option based on satisfactory supplier performance.

This contract is divided into five cleaning packages, and prospective tenderers were advised that whilst it is Council's preference to award this tender as a single source supplier contract, Council reserves the right to award each of these packages to individual tenderers.

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## **REPORT**

### **Description of Item:**

Council called tenders for the Provision of Cleaning & Maintenance of Council Buildings, Tender No RFT-726-TO that closed on Tuesday 5 July 2016.

Tenders were evaluated on the following criteria:

- Schedule of rates
- Demonstrated capability and capacity
- Process for attendance for urgent and after hours work
- Demonstrated experience and past performance
- Key personnel

### **Conforming Tenders**

Conforming tenders were received from the following:

1. Advanced National Services
2. SKG Cleaning Services
3. South Pacific Cleaning
4. TJS Service Group

### **Issues:**

The tender is divided into five cleaning packages and prospective tenderers were advised that, whilst it is Council's preference to award this tender as a single source supplier contract, Council reserves the right to award each of these packages to individual tenderers.

The assessment panel identified the following issues to consider:

- To undertake a cost analysis comparison of the recommended tenderer for Package 4 Administration Building with current internal cleaning expenditure.
- Award all recommended cleaning packages to a single source tenderer based on the tender evaluation assessment process.
- Award recommended individual packages to successful tenderers based on the tender evaluation assessment process.

The results and further discussion of the above issues are found in the confidential attachment.

### **Options:**

The options available to Council with respect to this report are:

1. Adopt the recommendation to approve individual suppliers for all five cleaning and maintenance packages based on the application of Council's tender evaluation process.

2. Amend the recommendation to approve a single source supplier for all five cleaning maintenance packages based on the application of Council's tender evaluation process.

#### **Sustainability Assessment:**

- **Environment**

The Provision of Cleaning & Maintenance of Council's Buildings contract has some minor environmental issues as follows:

The successful tenderer is required to have all of their equipment and materials to be of a commercial grade quality. Detergents and disinfectants are to have the lowest pH factor compatible with the use for which they are intended.

All operators are required to have a complete understanding of equipment and materials used to achieve optimum cleaning standards with Council requiring Material Safety Data Sheets for all chemicals used in performing the services before commencement of the contract.

Council has an Environmental Officer on call for all after-hours issues and the approved tenderers will be provided with a daily/weekly list of names of which to contact in regards to environmental problems that may need to be addressed.

- **Social**

There are no adverse social implications involved in this contract.

- **Civic Leadership**

Council has demonstrated leadership within the community by promoting our own procurement policy guidelines and simultaneously meeting Local Government (General) Regulation 2005- Part 7 Tendering Guidelines. The tender is consistent with the Coffs Harbour 2030 Community Strategic Plan. As referenced above, item *LC3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour.*

Council illustrates strong leadership in encouraging local business participation, resulting in permanent and casual employment for Coffs Harbour residents.

- **Economic**

#### **Broader Economic Implications**

Council has demonstrated due diligence in going out to tender and testing the market place for these services.

Based on the current contract rates for the Provision of Cleaning & Maintenance of Council Buildings it is anticipated that if approval is given to the recommendation outlined in the confidential attachment Council can achieve between 11% to 61% annual savings.

#### **Delivery Program/Operational Plan Implications**

The provision of cleaning and maintenance of Council's buildings is budgeted for in Council's Operational Plan.

#### **Risk Analysis:**

All risks have been considered and are outlined in the confidential attachment.

**Consultation:**

Consultation was undertaken with relevant Council staff and stakeholders responsible for building management.

**Related Policy, Precedents and / or Statutory Requirements:**

Tendering procedures were carried out in accordance with Council's own policy and procedures as well as meeting statutory obligations under the Local Government (General) Regulation 2005 - Part 7 Tendering Division 1 Preliminary 163 Section 55.

**Implementation Date / Priority:**

The advertised contract is for a two year period with a further one year option.

**Conclusion:**

Council should consider the recommendation as outlined in the confidential attachment.



## REPORT TO ORDINARY COUNCIL MEETING

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### CAMPING AREA FOR SELF SUSTAINABLE AND RV VEHICLES - COFFS COAST SPORT & LEISURE PARK

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<b>REPORTING OFFICER:</b>	Group Leader City Prosperity
<b>DIRECTOR:</b>	Director Sustainable Communities
<b>COFFS HARBOUR 2030:</b>	LC 3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour PL 2.2 Provide public spaces and facilities that are accessible and safe for all
<b>ATTACHMENTS:</b>	ATT1 Coffs Coast Sport and Leisure Park Master Plan 2016 ATT2 Coffs Coast Sport and Leisure Park Flood Map

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#### Recommendation:

**That Council note that the Coffs Coast Sport and Leisure Park precinct does not offer a viable space for a designated camping ground for RVs and self-sustainable vehicles.**

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#### EXECUTIVE SUMMARY

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At its meeting of 23 June 2016, Council resolved the following:

*That Council bring back a report on the viability of designating a camping area for "self sustainable" vehicles and RVs at the end of Phil Hawthorn Drive (land opposite the go-cart and motorbike track and next to the hockey fields).*

*Could Council also report on the viability of moving the dump point to this location, perhaps in consultation with the CMCA.*

The site in question is part of the Coffs Coast Sport and Leisure Park, which is guided by a plan of management and master plan.

Due to flood levels, the site in question is not appropriate for a designated camping area.

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## REPORT

### Description of Item:

Council has been considering the issue of 'free camping' for RVs and self-sustainable vehicles since early in 2013 and has yet to strategically identify a suitable location for this type of activity, within the appropriate regulations.

At its meeting of 23 June 2016, Council resolved the following:

*That Council bring back a report on the viability of designating a camping area for "self sustainable" vehicles and RVs at the end of Phil Hawthorn Drive (land opposite the go-cart and motorbike track and next to the hockey fields).*

*Could Council also report on the viability of moving the dump point to this location, perhaps in consultation with the CMCA.*

The Coffs Coast Sport and Leisure Park (CCSLP) is zoned RE1 Public Recreation under Coffs Harbour LEP 2013 and is underpinned by a plan of management. The area in question is identified as C6 on the attached *Coffs Coast Sport and Leisure Park Master Plan (ATT1)*. C6 is designated as a car park and is used by the Coffs Harbour Motorcycle Club, Coffs Harbour Kart Racing Club, and as overflow parking for major events held at C.ex Coffs International Stadium and the broader CCSLP precinct.

### Issues:

In times of flood, the area is inundated by floodwaters which travel from west of the highway in an easterly direction across Coffs Coast Sport and Leisure Park and finally into nearby Newport Creek. The depth and extent of flooding can be increased by high tides.

The extent of flooding for a 5 year ARI flood event is illustrated in *ATT2 Coffs Coast Sport and Leisure Park flood map*. (ARI stands for Average Recurrence Interval. It is a statistical estimate of the average number of years between the occurrence of a flood of a given size or larger than the selected event. For example, floods with a flow as great as or greater than the 5-year ARI flood event will occur, on average, once every 5 years. In other words, ARI is another way of expressing the likelihood of occurrence of a flood event.)

A 5 year ARI is a frequent event at the site under investigation and illustrates flood waters over 1.0m across a considerable part of the site.

Owing to the frequency of flooding and the level of flood waters experienced on this site, the following issues would result from being used for RV camping:

The users of the site would be visitors and would not necessarily understand the implications of flooding and how quickly the site can flood.

Flood waters can rise quickly providing little notice to evacuate safely. The risk of being unable to evacuate the site in a timely manner is heightened because there is no manager on the site.

The site has only one access road in and out which is also flood prone and will further heighten the risk of campers being stranded or flooded.

Other features reducing the suitability of the site for a designated camp ground include; it has no amenities present (for example the car park is unsealed and has no lights), and is in a hidden location out of the sight of passing traffic.

There are no other areas within the CCSLP precinct that are vacant or without an agreed future use.

This area (C6) and the broader precinct are not considered suitable as a designated campground, due to both their stated uses under the master plan and plan of management, and the flooding issues.

**Options:**

1. Adopt the recommendation provided to Council.
2. Amend the recommendation provided to Council. A strategic analysis on alternative areas for a designated free camping space within the LGA may be undertaken should Council wish to consider this option further.
3. Reject the recommendation provided to Council.

**Sustainability Assessment:**

• **Environment**

The CCSLP site does not offer a viable option for a designated camping area, due to the flooding levels regularly experienced.

The effect of unregulated camping can have adverse environmental impacts. The degree of impact will depend on the type of camping (eg tent, van or fully self-contained recreational vehicle) and the number of campers. The rules and regulations are designed to minimise such impacts.

• **Social**

The community appears to be divided on whether unregulated camping is a positive or negative social outcome.

• **Civic Leadership**

Civic Leadership is captured in Coffs Harbour 2030 through:

- LC 3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour
- PL 2.2 Provide public spaces and facilities that are accessible and safe for all

• **Economic**

**Broader Economic Implications**

Tourism is one of the most important contributors to the growth and character of the Coffs Coast region comprising Coffs Harbour and Bellingen Local Government Areas (LGAs). The annual economic contribution of tourism to the region is valued at approximately \$490 million. It is estimated that the Coffs Coast receives 1.9 million visitors annually.

**Delivery Program/Operational Plan Implications**

There are no implications resulting from this report.

**Risk Analysis:**

Establishing a designated camp site in a known flood prone area may heighten Council's exposure to liability in relation to flood related damage or loss of property or life of campers.

Lack of enforcement will see a continuation of unregulated camping.

Council risks criticism from competing community interest groups and businesses.

**Consultation:**

Internal consultation has been considered in the preparation of this report.

**Related Policy, Precedents and / or Statutory Requirements:**

Council's approval to allow vehicles to park on Council owned land would constitute the establishment of a camping ground under the Local Government Act and Council would therefore be required to comply with all requirements of the Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005. This regulation specifies the minimum standards and provision of facilities required for safety, privacy and general amenity.

Approval under s68 of the Local Government Act 1993 is also a requirement necessary to operate a primitive camping ground and is based on the operation of the camping ground being able to comply with the requirements of the relevant legislation.

Use of the CCSLP precinct is guided by both the *Coffs Coast Sport and Leisure Park Plan of Management*, and the *Plan of Management for Sports Grounds* which lists camping as a prohibited activity in section 'sports ground use and coordination'.

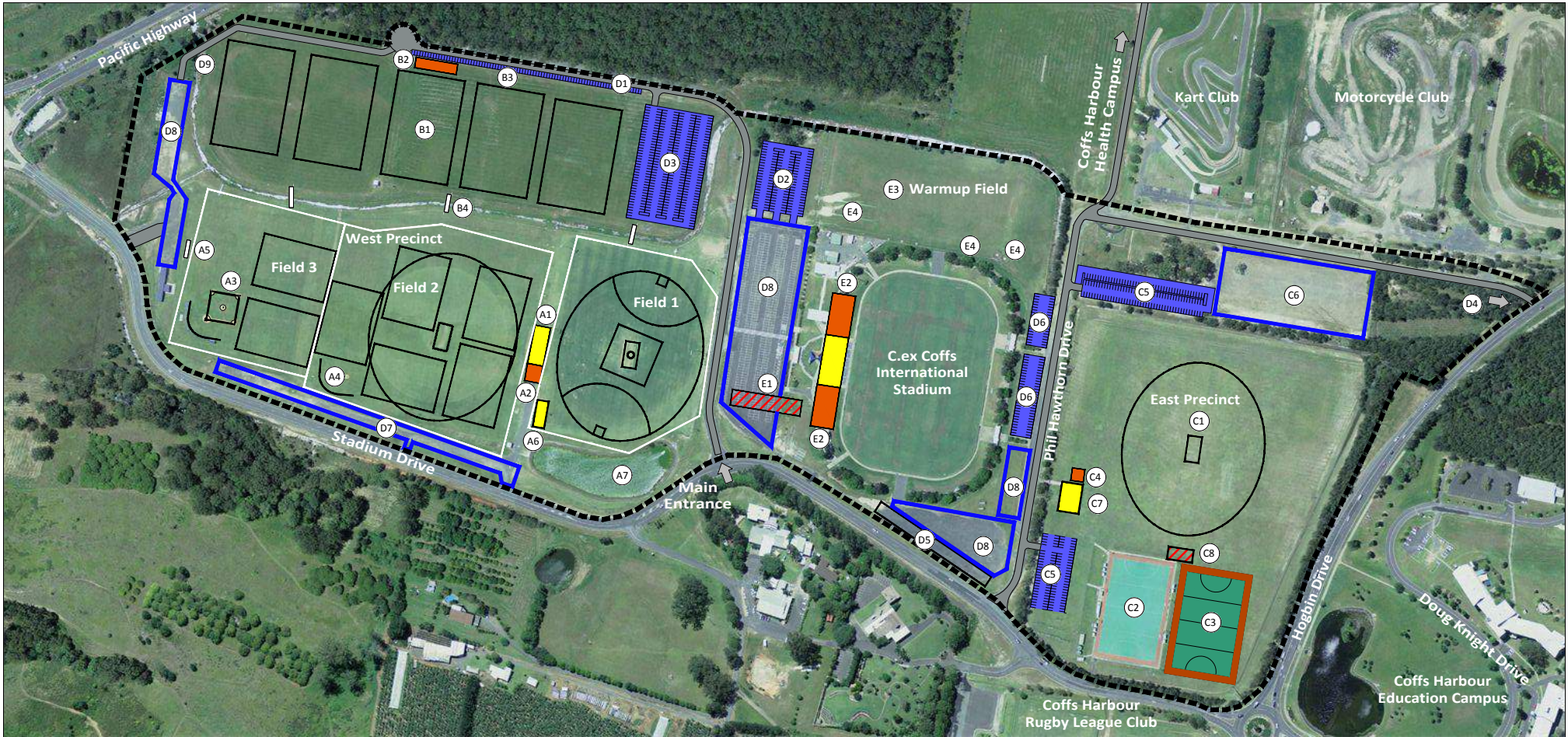
**Implementation Date / Priority:**

There is no implementation date arising from this report.

**Conclusion:**

The Coffs Coast Sport and Leisure Park precinct, under the CCSLP Plan of Management and CCSLP Master Plan, is an area designated for active recreation. Due to the flood levels experienced on this site, this precinct is not suitable as a designated camping area for RV and self-sustainable vehicles.





**A West Precinct (Developed)**

Fields 1,2&3: Multipurpose fields for AFL, Cricket, Baseball, Football, Touch, Oztag & Multipurpose events use. (Layout indicative only)  
 A1 Existing amenities block  
 A2 Extend existing amenities block to provide a permanent canteen facility and storage  
 A3 Existing baseball diamond  
 A4 Future baseball back net  
 A5 Future baseball batting cage  
 A6 Existing cricket nets  
 A7 Existing fenced dam

**B West Multipurpose Precinct (Undeveloped)**

B1 Future rectangular fields (primary use expected to be football and multipurpose events)  
 B2 Future amenities block  
 B3 Future roadside car parking  
 B4 Future footbridges across drain

**C East Precinct**

C1 Multipurpose grass fields for hockey, cricket (future dual synthetic & turf wicket) and multipurpose events use  
 C2 Existing synthetic grass hockey field  
 C3 Future synthetic grass hockey field  
 C4 Future storage for cricket  
 C5 Future car park  
 C6 Retain unsealed car park  
 C7 Existing amenity block  
 C8 Future investigation area for shelter / amenities

**D Traffic Management**

D1 Seal access road to undeveloped fields  
 D2 Future sealed car park extension  
 D3 Future sealed car park  
 D4 Future temporary egress from CCSALP onto Hogbin Drive for major events  
 D5 Future taxi and bus terminus  
 D6 Future hardstand area/car  
 D7 Future car park upgrade  
 D8 Existing car park or hardstand area  
 D9 Future temporary egress from CCSALP to Stadium Drive for major events

**E C.ex Coffs International Stadium**

E1 Investigation area for future Sports Village  
 E2 Expanded grandstand facilities  
 E3 Existing stadium warm up field (fenced)  
 E4 Athletics field event infrastructure

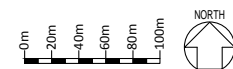
**COFFS COAST SPORT AND LEISURE PARK MASTER PLAN (Final)**

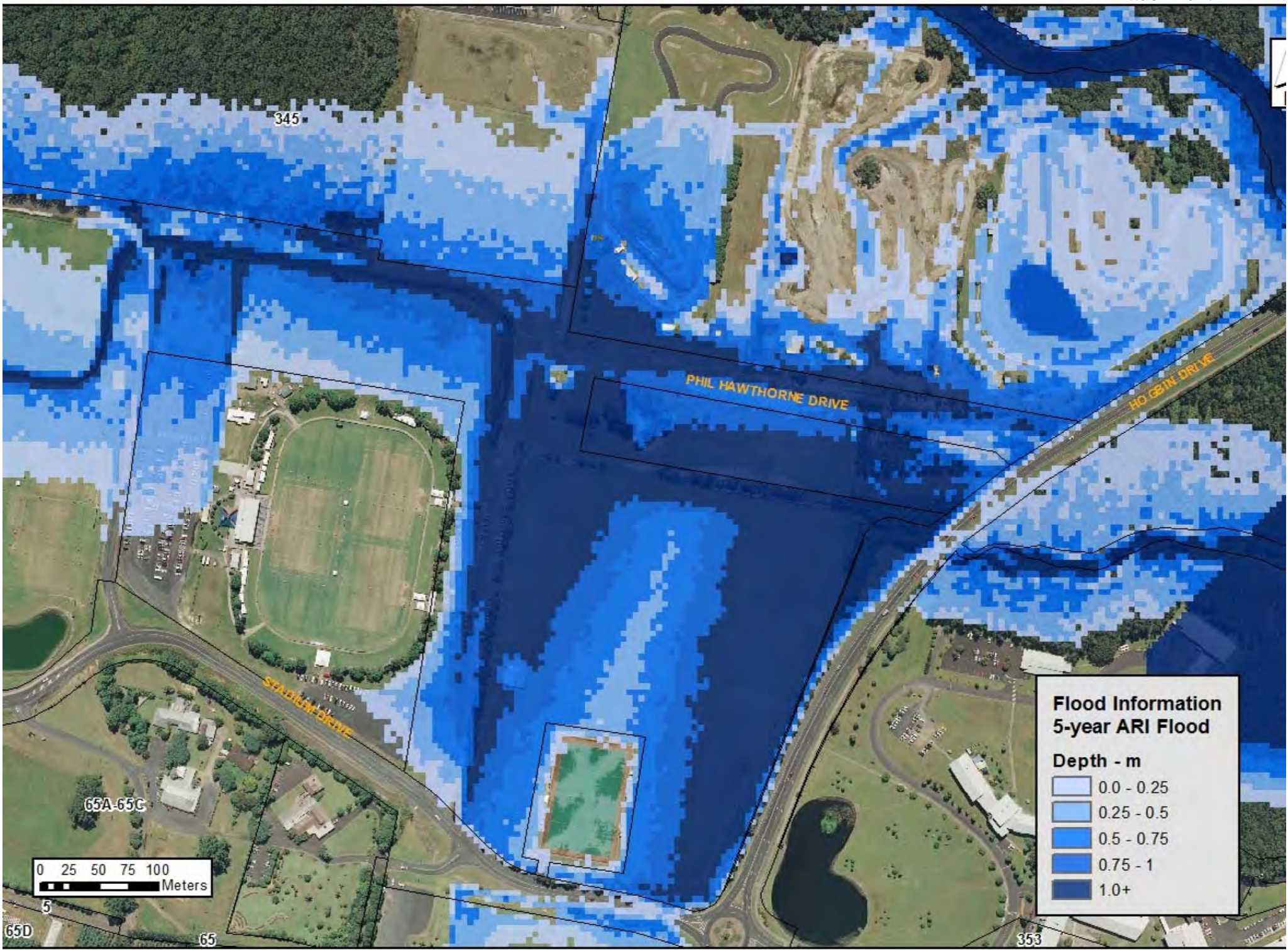
(Excluding Leased Areas)

April 2016 (replaces all previous versions)

**Legend**

- Master Plan Boundary
- Existing Parking
- Future Parking
- Access Roads
- Proposed New Building
- Existing Building or Structure
- Future Investigation Area







## REPORT TO ORDINARY COUNCIL MEETING

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### DISPOSAL OF EASEMENT FOR MULTIPURPOSE ELECTRICAL INSTALLATION - LOT 703 DP 1182286 COFFS HARBOUR

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**REPORTING OFFICER:** Team Leader – Property Development  
**DIRECTOR:** Director Sustainable Infrastructure  
**COFFS HARBOUR 2030:** PL1.2 Provide Infrastructure that supports sustainable living  
and is resilient to climatic events  
**ATTACHMENTS:** ATT1 Plan of proposed easement

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#### Recommendation:

#### That Council:

1. Grant an easement in favour of Essential Energy for a multipurpose electrical installation (“substation”) approximately 7 metres by 4.2 metres over Lot 703 DP 1182286 in the location shown generally in the plan attached to this report.
  2. Accept from the developer of the adjoining site, known as Sunset Ridge Estate an amount of \$500 inclusive of GST as compensation for the grant of the easement.
  3. Accept that all costs associated with the matter will be borne by the developer of the adjoining development known as Sunset Ridge Estate.
  4. Execute any necessary documents under the common seal of Council.
- 

#### EXECUTIVE SUMMARY

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The purpose of this report is to obtain formal Council approval to the grant of an easement in favour of Essential Energy for a multipurpose electrical installation. The installation is required as a result of the Sunset Ridge Residential Estate which is currently being developed and adjoins Council's affected land. Council will grant the easement over its land known as Lot 703 DP 1182286 on the basis it is fairly compensated for the impact to its property.

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## **REPORT**

### **Description of Item:**

Council in recent years purchased Lot 703 DP 1182286 at West Coffs for the purpose of constructing a detention basin for flood mitigation in the West Coffs Residential Release Area.

The adjoining property has approval for development as a residential estate under DA 615/04. The development is currently well underway. The developer wishes to install an electrical multipurpose installation on Council's land in the location shown on Attachment 1 to this report. The easement required to protect this infrastructure will have dimensions of approximately 7.0 metres x 4.2 metres.

The location is considered a practical position for the infrastructure and will have limited impact on Council's land.

Council officers have progressed the proposal on the basis fair compensation of \$500 inclusive of GST is paid to Council and that all costs of creating the easement are covered by the developer.

### **Issues:**

The only issue of consequence is whether the proposed easement will impact adversely on Council's land. In this instance the easement is located adjoining a new road that has been constructed and will have limited, or no impact on Council's land. The proposal will not impact upon Council's ability to construct a detention basin on this land in future.

### **Options:**

Council has two options –

1. To consent to the request for the easement to be located on its land.
2. To refuse consent which will mean the developer will be required to find an alternate location for the installation which may be inferior and impact adversely on the surrounding residential development.

### **Sustainability Assessment:**

- **Environment**

The creation of the easement will in itself have no environmental impact.

- **Social**

There are nil or minimal social impacts.

- **Civic Leadership**

By creating the easement in the proposed location, Council will assist in facilitating orderly urban development. The Coffs Harbour 2030 plan supports improving the infrastructure of the City.

- **Economic**

**Broader Economic Implications**

There will be no broader economic implications.

**Delivery Program/Operational Plan Implications**

There will be little impact on Council's budget as all costs will be covered by the developer and Council will receive an amount of \$500 compensation for the impact on its land. Council's qualified Valuer considers the amount of compensation is fair and reasonable to both parties.

**Risk Analysis:**

The risk in relation to this matter has been assessed as minor and insignificant.

**Consultation:**

This matter has been discussed with Council's Subdivision and Flooding Engineers and there are no objections to the proposal.

**Related Policy, Precedents and / or Statutory Requirements:**

Council has in the past disposed of or sold easements over its land. To facilitate the appropriate documents to transfer the easement a formal resolution of Council is required.

**Implementation Date / Priority:**

The matter will be dealt with immediately following Council's resolution.

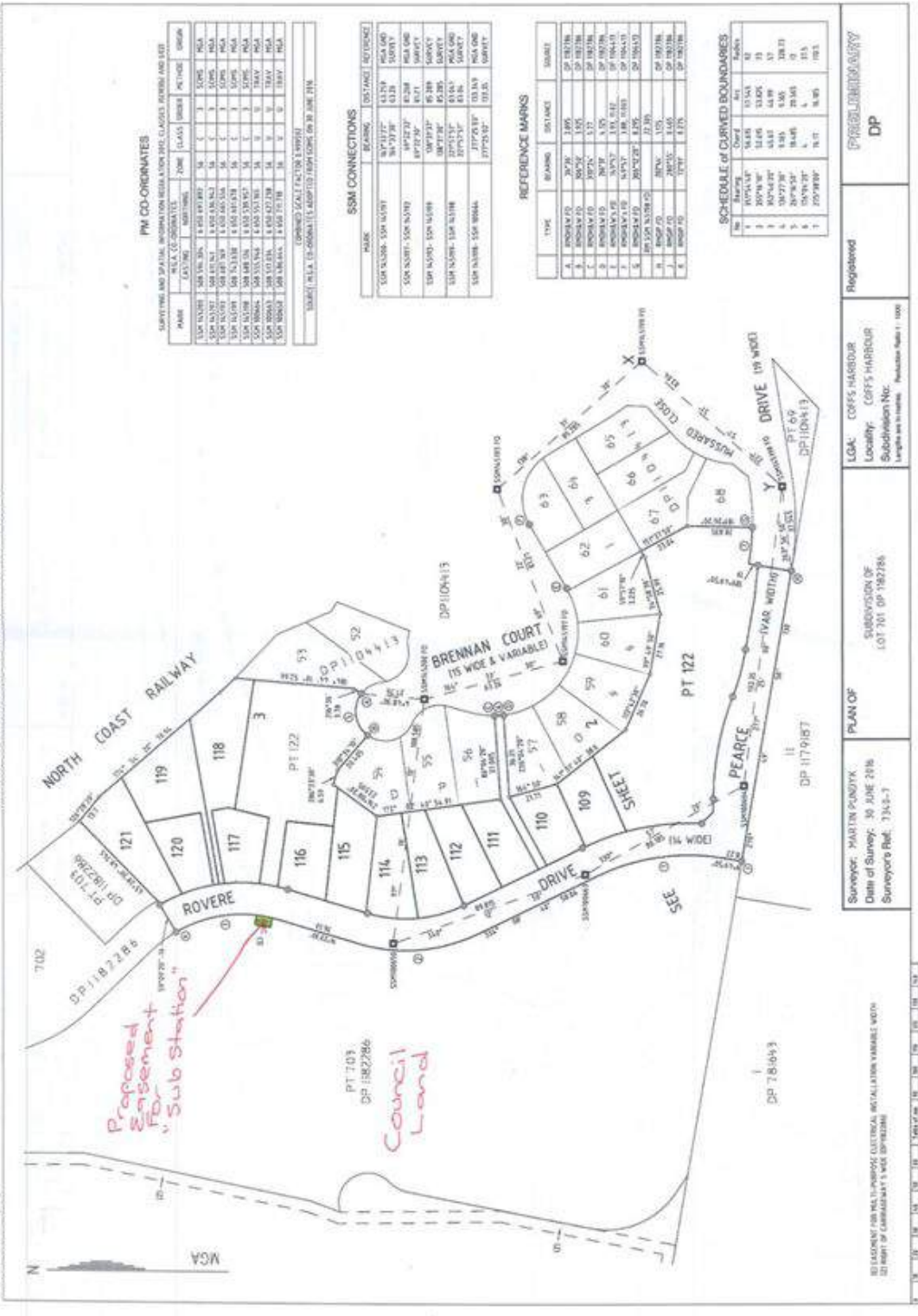
**Conclusion:**

There is no reason for Council not to consent to the grant of the easement. The amount of compensation to be paid by the developer is considered fair and reasonable by Council's qualified Valuer. The grant of the easement will assist with the orderly development of services and infrastructure in the West Coffs Residential Release Area and have little impact on Council's land.

PLAN FORM 2 (A2)

WARNING: CREASING OR FOLDING WILL LEAD TO REJECTION.

Sheet 1 of 3 Sheets



**PM CO-ORDINATES**  
SURVEYING AND SPATIAL INFORMATION REGULATION CLASSIFIED PERMITS AND DEED

MARK	E.L.A. CO-ORDINATE	ZONE	CLASS	HEIGHT	PERIOD	GROUP
100	508 508 000	4	3	508 508 000	10/10/10	100
101	508 508 000	4	3	508 508 000	10/10/10	100
102	508 508 000	4	3	508 508 000	10/10/10	100
103	508 508 000	4	3	508 508 000	10/10/10	100
104	508 508 000	4	3	508 508 000	10/10/10	100
105	508 508 000	4	3	508 508 000	10/10/10	100
106	508 508 000	4	3	508 508 000	10/10/10	100
107	508 508 000	4	3	508 508 000	10/10/10	100
108	508 508 000	4	3	508 508 000	10/10/10	100
109	508 508 000	4	3	508 508 000	10/10/10	100
110	508 508 000	4	3	508 508 000	10/10/10	100
111	508 508 000	4	3	508 508 000	10/10/10	100
112	508 508 000	4	3	508 508 000	10/10/10	100
113	508 508 000	4	3	508 508 000	10/10/10	100
114	508 508 000	4	3	508 508 000	10/10/10	100
115	508 508 000	4	3	508 508 000	10/10/10	100
116	508 508 000	4	3	508 508 000	10/10/10	100
117	508 508 000	4	3	508 508 000	10/10/10	100
118	508 508 000	4	3	508 508 000	10/10/10	100
119	508 508 000	4	3	508 508 000	10/10/10	100
120	508 508 000	4	3	508 508 000	10/10/10	100
121	508 508 000	4	3	508 508 000	10/10/10	100

**SSM CONNECTIONS**

MARK	BEARING	DISTANCE	REFERENCE
100	N 71° 12' E	43.219	100/100
101	N 71° 12' E	43.219	100/100
102	N 71° 12' E	43.219	100/100
103	N 71° 12' E	43.219	100/100
104	N 71° 12' E	43.219	100/100
105	N 71° 12' E	43.219	100/100
106	N 71° 12' E	43.219	100/100
107	N 71° 12' E	43.219	100/100
108	N 71° 12' E	43.219	100/100
109	N 71° 12' E	43.219	100/100
110	N 71° 12' E	43.219	100/100
111	N 71° 12' E	43.219	100/100
112	N 71° 12' E	43.219	100/100
113	N 71° 12' E	43.219	100/100
114	N 71° 12' E	43.219	100/100
115	N 71° 12' E	43.219	100/100
116	N 71° 12' E	43.219	100/100
117	N 71° 12' E	43.219	100/100
118	N 71° 12' E	43.219	100/100
119	N 71° 12' E	43.219	100/100
120	N 71° 12' E	43.219	100/100
121	N 71° 12' E	43.219	100/100

**REFERENCE MARKS**

TYPE	BEARING	DISTANCE	SOURCE
1	N 71° 12' E	43.219	DP 182286
2	N 71° 12' E	43.219	DP 182286
3	N 71° 12' E	43.219	DP 182286
4	N 71° 12' E	43.219	DP 182286
5	N 71° 12' E	43.219	DP 182286
6	N 71° 12' E	43.219	DP 182286
7	N 71° 12' E	43.219	DP 182286
8	N 71° 12' E	43.219	DP 182286
9	N 71° 12' E	43.219	DP 182286
10	N 71° 12' E	43.219	DP 182286
11	N 71° 12' E	43.219	DP 182286
12	N 71° 12' E	43.219	DP 182286
13	N 71° 12' E	43.219	DP 182286
14	N 71° 12' E	43.219	DP 182286
15	N 71° 12' E	43.219	DP 182286
16	N 71° 12' E	43.219	DP 182286
17	N 71° 12' E	43.219	DP 182286
18	N 71° 12' E	43.219	DP 182286
19	N 71° 12' E	43.219	DP 182286
20	N 71° 12' E	43.219	DP 182286

**SCHEDULE OF CURVED BOUNDARIES**

NO.	MARK	BEARING	DISTANCE	REFERENCE
1	100	N 71° 12' E	43.219	DP 182286
2	101	N 71° 12' E	43.219	DP 182286
3	102	N 71° 12' E	43.219	DP 182286
4	103	N 71° 12' E	43.219	DP 182286
5	104	N 71° 12' E	43.219	DP 182286
6	105	N 71° 12' E	43.219	DP 182286
7	106	N 71° 12' E	43.219	DP 182286
8	107	N 71° 12' E	43.219	DP 182286
9	108	N 71° 12' E	43.219	DP 182286
10	109	N 71° 12' E	43.219	DP 182286
11	110	N 71° 12' E	43.219	DP 182286
12	111	N 71° 12' E	43.219	DP 182286
13	112	N 71° 12' E	43.219	DP 182286
14	113	N 71° 12' E	43.219	DP 182286
15	114	N 71° 12' E	43.219	DP 182286
16	115	N 71° 12' E	43.219	DP 182286
17	116	N 71° 12' E	43.219	DP 182286
18	117	N 71° 12' E	43.219	DP 182286
19	118	N 71° 12' E	43.219	DP 182286
20	119	N 71° 12' E	43.219	DP 182286
21	120	N 71° 12' E	43.219	DP 182286
22	121	N 71° 12' E	43.219	DP 182286

**PROFESSIONAL SURVEYOR**  
DP

Registered

LOCAL: COFFS HARBOUR  
Locality: COFFS HARBOUR  
Subdivision No: 100

PLAN OF SUBDIVISION OF LOT 701 DP 182286

Surveyor: MARTIN PUNDYK  
Date of Survey: 30 JUNE 2016  
Surveyor's Ref: 7345-7

REGULATORY JOB NO. 182286/01 ELECTRICAL REGULATION VARIABLE 9870  
IN REPLY TO CARTRIDGE 15 VIDE DP 182286



## REPORT TO ORDINARY COUNCIL MEETING

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### COFFS COAST REGIONAL PARK TRUST BOARD APPOINTMENTS

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<b>REPORTING OFFICER:</b>	Director Sustainable Infrastructure
<b>DIRECTOR:</b>	Director Sustainable Infrastructure
<b>COFFS HARBOUR 2030:</b>	<p>LC 3.1 Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour</p> <p>LC 3.2 Engage the community and other levels of government in securing outcomes</p> <p>LE 3.1 Manage land use to conserve the region's unique environmental and biodiversity values</p> <p>LE 3.2 Enhance protection of our catchments, waterways and marine areas</p> <p>LE 3.3 Recognise Aboriginal land and sea management practices in the development of environmental programs</p> <p>LE 3.4 Create environmental management and restoration programs through partnerships with the community</p> <p>LE 3.5 Develop and improve infrastructure to provide appropriate access to environmental experiences</p> <p>LE 1.1 Identify and promote the region's unique environmental values</p> <p>LE 1.2 Develop programs to actively engage communities on environmental issues and solutions</p> <p>LE 1.3 Promote connections to the environment through learning in the environment.</p>
<b>ATTACHMENTS:</b>	ATT Letter from OEH dated 28 June 2016.

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**Recommendation:**

**That Council:**

- 1. Defer nominating a list of four Councillor nominees from which the Minister of the Environment would choose two nominees for appointment as members of the Coffs Coast Regional Park Trust Board pending the result of the Local Government elections in September 2016.**
- 2. Appoint the Director Sustainable Infrastructure as Council's interim representative to the Coffs Coast Regional Park Trust Board (noting that this is in an advisory capacity with no voting rights) pending the appointment of Councillor members following the Local Government elections in September 2016.**
- 3. Receive a further report reviewing the matter after September 2016.**

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### EXECUTIVE SUMMARY

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Council has recently received correspondence from the Office of Environment and Heritage detailing that the Minister for the Environment has created the Board of the Coffs Coast Regional Park Trust.



## REPORT TO ORDINARY COUNCIL MEETING

The seven-member Board includes two positions reserved for Councillors representing Coffs Harbour City Council. The Minister has proceeded to appoint the five non-Councillor positions.

In the normal course of events the Minister awaits Council to nominate a list of four sitting Councillor nominees from which the Minister will choose and appoint two.

However, in this instance the Minister has offered to defer the appointment of Councillor representatives until after the September 2016 Local Government elections if Council so chooses.

In that case the Minister requests that a senior Council staff member be appointed in the interim as a non-voting advisor and observer for the Board.

This report requests that Council decide upon its preferred course of action and either:

- A. Nominate four Councillors for the Minister's selection of two as members of the Coffs Coast Regional Park Trust Board
  - Or
  - B. Defer nominating Councillors until after the LG elections in September 2016 and appoint a senior staff representative to the Coffs Coast Regional Park Trust Board in the interim.
-



## **REPORT**

### **Description of Item:**

The Minister of the Environment has written to Council advising of the creation of the Coffs Coast Regional Park Trust Board (the Board). The Board consists of seven voting member positions of which two positions are reserved for Councillors representing Coffs Harbour City Council.

The five other voting members have already been appointed and include two Community Members: Rod McKelvey and Garry Dew; two Aboriginal Community Members: Angela Brown and Trevor Wilson; and one OEH Representative: Alan Jeffery.

The standard process for the appointment of Councillor members to the Board is for Council to provide the Minister with four Councillor nominations from which the Minister will select and appoint two Councillors. The Minister has now asked that Council consider the matter.

OEH has advised that given the local government elections are scheduled for September 2016 it may be more effective for all parties if Council withholds its four councillor nominations until the new Council is elected, and appoints a senior staff member to represent it on the Board until that time.

A senior staff member appointed to the Board in the interim period would not have voting rights.

OEH further advises that they perceive there is a need for the Board to meet before the end of August 2016 to address certain important outstanding issues including decisions on funding to contribute to the construction of facilities at Diggers Beach and to progress the draft plan of management for the reserve.

### **Issues:**

The appointment of Councillor Representatives as voting members of the Board is an appropriate method to ensure local community concerns and aspirations become a part of the decision-making for the future management of the Reserve.

The recent hiatus in the provision of management over the Reserve has created a number of pressure points in the form of required works which have not progressed for a significant period of time.

### **Options:**

Options available to Council in this matter are:

1. Nominate four Councillors for the Minister's selection of two as members of the Coffs Coast Regional Park Trust Board.  
Or
2. Defer nominating Councillors until after the LG elections in September 2016 and appoint a senior staff representative to the Coffs Coast Regional Park Trust Board in the interim.  
Or
3. Defer nominating Councillors until after the LG elections in September 2016 and request the Board not make any major decisions until Councillors are appointed post September 2016.

**Sustainability Assessment:**

- **Environment**

There are no environmental as a result of this report.

- **Social**

There are no social issues as a result of this report.

- **Civic Leadership**

Council representation on the board will enable the communities interests, in relation to the CCRP, to be better presented and considered. This is consistent with the *Coffs Harbour 2030 Community Strategic Plan strategy LC3.1: Council supports the delivery of high quality, sustainable outcomes for Coffs Harbour.*

- **Economic**

**Broader Economic Implications**

There are no economic impacts as a result of this report.

**Delivery Program/Operational Plan Implications**

There are no Delivery Program/Operational Plan impacts associated with the implementation of the recommendation.

**Risk Analysis:**

The Board is currently flagged to begin meetings in late August 2016.

Withholding Councillor nominations until the local government elections are completed would see the Board operating without Councillor voting positions being in place. This poses some risk from the Board making potentially long-term binding decisions without appropriate input by Council via its two voting positions.

This risk would be mitigated somewhat by appointing a non-voting senior staff member to the Board in the interim period between August 2016 and the appointment of Councillor representatives sometime after September 2016.

**Consultation:**

External consultation has occurred with officers from OEH.

The matter has been discussed with relevant internal stakeholders.

**Related Policy, Precedents and / or Statutory Requirements:**

Council and NPWS co-manage the CCRP, in accord with an MOU, under the direction of the CCRP Trust Board.

**Implementation Date / Priority:**

The OEH be advised of Council preferred position in relation to Council representation on the Board immediately following the Council resolution.

**Conclusion:**

It is recommended that Council defer nominating Councillors until after the LG elections in September 2016 and appoint a senior staff representative to the Coffs Coast Regional Park Trust Board in the interim. This will ensure Councils interests are represented in relation to the CCRP until such time as the two councilor positions are appointed.

Attachment



**Office of  
Environment & Heritage**  
NSW National Parks & Wildlife Service



DOC16/314033

Mr Steve McGrath  
General Manager  
Coffs Harbour City Council  
Locked Bag 155  
COFFS HARBOUR NSW 2450

Dear Mr McGrath

### **Coffs Coast Regional Park Trust Board Appointments**

I refer to our recent telephone conversation regarding the appointment of members to the Coffs Coast Regional Park Trust Board (the Board). As mentioned the Minister for the Environment, Mark Speakman MP, did not appoint any nominated Councillors to the Board and has sought Council to provide four nominees for the two vacant positions on the Board held for Councillors representing Coffs Harbour City Council (CHCC).

The Minister has appointed five members, including two community representatives, two Aboriginal community representatives, and myself representing the Office of Environment and Heritage (National Parks and Wildlife Service). The names of the five appointed members on the Board are attached.

I understand you will be seeking guidance from Council on whether any new nominees will be provided or whether to delay making nominations to the vacant positions until after Council elections are held in September 2016.

As we also discussed there is a need for the Board to meet soon to address a number of important outstanding issues. In particular decisions on funding to contribute to the construction of facilities at Diggers Beach and the progress of a draft plan of management for the reserve. I propose to re-form the Board with the five appointed members before the end of August 2016. Pending appointment of the two Council representatives I recommend Council identify a senior officer to attend Board meetings. Such an officer would not have any formal voting rights but would participate in the board meetings as an observer and advisor.

Given the hiatus of the Board, I have asked Glenn Storrie to contact Mick Raby so that a meeting of NPWS and CHCC officers can be held, prior to the induction of new Board members, to discuss Board support arrangements and coordination between our two organisations and to prepare for the initial meeting of the new Board.

I look forward to reinvigorating the positive relationship between Council, the community and NPWS over the management of the Regional Park, and to your advice on Council's response to the Minister's request for nominees. Should you need to talk to me further about these matters I can be contacted on 6652 0900.

Yours sincerely

  
**ALAN JEFFERY**  
 Regional Manager, North Coast  
National Parks and Wildlife Service

28 June 2016.

Contact officer: GLENN STORRIE  
66520900

Attachment 1

Appointed Board Members

Garry Dew	Community Representative
Roderick McKelvey	Community Representative
Angela Brown	Aboriginal Community Representative
Trevor Wilson	Aboriginal Community Representative
Alan Jeffery	Office of Environment and Heritage Representative
Councillor	Vacant
Councillor	Vacant

## TRUST REPORT TO ORDINARY COUNCIL MEETING

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### WOOLGOOLGA BEACH RESERVE DRAFT PLAN OF MANAGEMENT

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<b>REPORTING OFFICER:</b>	Manager Holiday Parks & Reserves
<b>DIRECTOR:</b>	Director Business Services
<b>COFFS HARBOUR 2030:</b>	<p>LP 1.1 Promote opportunities around renewable energy, sustainable tourism, sustainable agriculture and fisheries, local produce, creative and clean industries</p> <p>LC 1.3 Promote a safe community</p> <p>LC 2.1 Promote healthy living</p> <p>PL 1.2 Provide infrastructure that supports sustainable living and is resilient to climatic events</p> <p>PL 1.3 Create balanced pedestrian friendly communities with a mix of residential, business and services</p> <p>PL 1.6 Reinforce the unique identity of villages and communities</p> <p>PL 2.2 Provide public spaces and facilities that are accessible and safe for all</p> <p>PL 2.3 Provide safe and accessible play spaces for our children within each community</p> <p>MA 1.3 Promote increased public transport, pedestrian and cycle usage and reduced car usage</p> <p>MA 1.4 Integrate cycle way and footpath networks including linking schools, shops and public transport</p> <p>MA 2.1 Ensure adequate maintenance and renewal of roads, footpaths and Cycleways</p> <p>MA 2.2 Facilitate safe traffic, bicycle and pedestrian movement</p> <p>LE 3.1 Manage land use to conserve the region's unique environmental and biodiversity values</p> <p>LE 3.2 Enhance protection of our catchments, waterways and marine areas</p> <p>LE 3.5 Develop and improve infrastructure to provide appropriate access to environmental experiences</p>
<b>ATTACHMENTS:</b>	<p>ATT1 CONFIDENTIAL Public Exhibition Submissions Summary</p> <p>ATT2A CONFIDENTIAL Public Exhibition Submissions, Part 1</p> <p>ATT2B CONFIDENTIAL Public Exhibition Submissions, Part 2</p> <p>ATT2C CONFIDENTIAL Public Exhibition Submissions, Part 3</p> <p>ATT3 Woolgoolga Beach Reserve Draft Plan of Management July 2016</p>

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**Recommendation:**

**That Council, as Corporate Manager of the Coffs Coast State Park Trust, refers the updated Draft Plan of Management for Part Reserve 63076 for Public Recreation and Resting Place (southern section of Woolgoolga Beach Reserve) to the Minister responsible for Crown Land requesting adoption of the plan.**

## TRUST REPORT TO ORDINARY COUNCIL MEETING

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### EXECUTIVE SUMMARY

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The objective of this report is to provide the Trust with an analysis of the public exhibition of the Draft Plan of Management (DPoM), the subsequent actions undertaken including the Draft Plan of Management and Draft Woolgoolga Town Centre Masterplan Peer Design Review and associated community consultation and to report on the final changes to the Draft Plan of Management.

The purpose is to recommend to the Trust that the updated Draft Plan of Management for Part Reserve 63076 for Public Recreation and Resting Place (southern section of Woolgoolga Beach Reserve) be referred to the Minister responsible for Crown Lands requesting formal adoption of the plan.

Benefits of this resolution include the finalisation and adoption of the updated draft plan, enabling the implementation of the plans, actions and strategies which include:

- improved and expanded public open space
  - improved community facilities and public access
  - improved environmental outcomes
  - a reconfigured and legislatively compliant Holiday Park that continues to meet the social and economic requirements of the Reserve and township
  - provision of certainty for future operations to essential volunteer services such as Woolgoolga Surf Life Saving Club and Woolgoolga Marine Rescue.
-

## REPORT

### Description of Item:

The Woolgoolga Beach Reserve follows the beach from Woolgoolga Headland to Woolgoolga Lake. The reserve contains the Woolgoolga Beach and Lakeside Holiday Parks along with several public recreation areas including the main Woolgoolga Beach Reserve and Woolgoolga Lake picnic area. The reserve is Crown Land with Coffs Harbour City Council being appointed Corporate Manager of the Reserve Trust in July 2002. Since that time, Council has consolidated business activities within the reserve and commenced a strategic planning process.

This updated DPoM is for the southern section of Woolgoolga Beach Reserve. Council, as Corporate Manager of the Trust has previously adopted the Draft Plan of Management for Part of Reserve 63076 for Public Recreation and Resting Place and Reserve 72664 for Public Recreation (northern section of Woolgoolga Beach Reserve). The northern section Plan of Management was formally adopted by the Minister responsible for administering Crown Land in May 2012.

There is no current Plan of Management (PoM) for the Woolgoolga Beach Reserve (southern section). The previous PoM was adopted after community consultation in 1992 but was rescinded by the Department of Lands several years later as there had only been minor implementation of the plans strategies and recommendations. Council commenced a new planning process shortly after being appointed Corporate Manager of the Reserve Trust and on 3 June 2004 resolved to send a new DPoM to the Department of Lands requesting permission to place the plan on public exhibition. The DPoM was forwarded to the Department of Lands requesting approval but no approval was forthcoming due to several Aboriginal land claims over parts of the reserve, which were submitted after the Plan was forwarded to the Department. The land claims remained unresolved for several years and in 2008 Council advised the Department that due to the extended period taken for approval, the Trust was withdrawing their request to place the plan on public exhibition and would be redrafting a new PoM for Woolgoolga Beach Reserve.

In 2010, Council again referred a DPoM to Crown Lands requesting approval to place the plan on public exhibition. Despite wide acceptance of the strategies within the plan by Crown Lands officers, the plan was rejected on the basis that the Woolgoolga Beach Caravan Park was to be reduced in size and the Crown Lands Department were reluctant to approve a plan that resulted in any loss of traditional caravanning and camping sites. Council was requested to revisit the plan and develop an outcome that did not result in the loss of caravan and camping sites.

At this stage, Council decided to split the Woolgoolga Beach Reserve planning process in two and develop a separate plan for the northern and southern sections of the reserve. The northern section was completed first and as previously mentioned, was adopted by the Minister responsible for Crown Land in May 2012.

The southern section DPoM was presented to the Trust on 10 October 2013 and the Trust agreed to send the DPoM to Crown Lands requesting approval to place the plan on Public Exhibition. Approval to exhibit was subsequently provided by Crown Lands.

The DPoM was placed on Public Exhibition from 30 June 2014 to 22 August 2014. During the exhibition period there were a number of information sessions held with stakeholder groups including the community group Save Woopi Beach, Northern Beaches Residents Association, Woolgoolga Chamber of Commerce, Woolgoolga Surf Life Saving Club and guests and residents of Woolgoolga Beach Holiday Park. In addition, a well-attended public information session was held on 9 July 2014.



In total there were 246 submissions from 166 respondents received during the exhibition period. In addition there was one anonymous submission (not considered), one exact duplicate (not considered) and one late submission (comments considered but not included in exhibition numbers). The exhibition period also considered information from the Woolgoolga WOW Ideas Map which, despite not pertaining to the reserve, contained a range of ideas and suggestions directly related to the reserve.

A number of respondents made multiple submissions with the Save Woopi Beach organiser providing 21 submissions on behalf of the group. These submissions included a submission for each individual page on the Save Woopi Beach website and also included a petition (online and hard copy) with 1,420 signatories. The Save Woopi Beach Facebook site also attracted 1,634 friends at the conclusion of the consultation period. The Facebook site currently has 1,952 friends. The Save Woopi Beach organiser also provided a further 10 personal submissions. An additional 19 submissions were received from three other representatives of Save Woopi Beach with a total of 50 submissions received from four Save Woopi Beach respondents.

Twenty-four submissions were received from respondents identifying as members of the Woolgoolga Surf Life Saving Club and three other individuals made 11, 9 and 5 separate submissions respectively. In total there were 119 multiple submissions (two or more per individual/group) from 17 respondents.

All submissions were assessed and are summarised in the spreadsheet in Confidential Attachment 1. Attachment 1 is confidential as it contains personal and private information that is not appropriate to be fully disclosed under the Privacy and Personal Information Protection Act. Each response was assessed to gain an indication of the general sentiment of the submission either for or against the plan. The general sentiment was 172 submissions 'opposed' to some or all of the elements within the plan and 74 submissions 'supported' some or all of the elements within the plan. It should be noted that when multiple submissions (more than one from an individual/group) were consolidated the general sentiment total was 95 'against' some or all elements of the plan and 71 'supported' some or all elements of the plan. This indicates that those opposed to elements of the plan were more likely to provide multiple submissions. The spreadsheet also contains a précis of the submissions content and further analyses key DPoM elements/themes and the indicative level of support for those themes.

A full copy of the individual submissions are a confidential attachment to this report (Attachment 2). They are a confidential attachment as they contain personal and private information that is not appropriate to be fully disclosed under the Privacy and Personal Information Protection Act.

#### **Issues:**

The review of submissions established a range of issues and opportunities that the community identified as important factors to be considered prior to the finalisation of the Plan. This section of the report highlights the key issues identified and outlines how the community feedback has triggered considerable changes to the exhibited plan. The issues, and resultant actions to address the community concerns, are as follows:

##### a) Lack of Community Consultation

###### ***Issue***

A total of 57 submissions (from 29 individuals) identified a lack of community consultation as a concern. Key points were that there had been no prior opportunity for the community to have input into the plan.

**Action**

The development of the DPoM has been an ongoing process over many years and has a long history of stakeholder involvement. Whilst the plan has only been made available to the general public through the public exhibition period, there is a long history of involvement by key stakeholders in the planning for the reserve.

The exhibition period was extended to ensure the community had sufficient time to assess and comment upon the plan and the continued development of the DPoM, post exhibition, has resulted in considerable additional consultation with regards to key issues identified during the public exhibition period. These issues, discussed later in this section, include improved integration of the updated DPoM with the Draft Woolgoolga Town Centre Masterplan, relocating the entry of the holiday park to improve the open space outcomes, associated impacts on Wharf Street, parking issues and heritage investigations into the existing surf club building.

## b) Existing Woolgoolga SLSC Building

**Issue**

The key issue with regards to the existing SLSC building was a desire to have the building retained and heritage listed with 62 submissions from 44 respondents supporting this action. There was strong support for repurposing the building into a café/restaurant or community facility once the Surf Life Saving Club moved out. There were 16 submissions that supported the proposal in the DPoM to remove the surf club building.

**Action**

The exhibited DPoM proposed the removal of the existing Woolgoolga SLSC building and returning the site to open space. The plan worked on the presumption that once the SLSC vacated the site and relinquished their perpetual lease, the site would be incorporated into the Woolgoolga Beach Reserve. However, the lease site for the club is not currently part of the reserve and is administered directly by Crown Lands. The Trust has no responsibility for the care, control and management of the surf club site and it therefore not in a position at this stage to determine its future. The updated DPoM states:

*The existing leased site and building will be vacated by the Surf Lifesaving Club. The future of the Clubhouse and the land will be determined by the Department of Primary Industries, Lands. This will facilitate consideration of the most appropriate long term options for the existing Clubhouse building which include adaptive re-use, relocation of the building to another location or demolition.*

It should be noted that a detailed heritage assessment of the building was undertaken as part of the LGA-wide Coffs Harbour Heritage Study 2015 and reported to Council on 14 April 2016. The detailed heritage assessment concluded that the building was not of State significance, and the final heritage inventory sheet for the building had been amended to reflect this. The report concluded that given the condition of the building, the building's location within the immediate coastal hazard zone, as identified in Council's adopted Coastal Zone Management Plan, and the representations made by the land owner (Crown Lands), it is not recommended to pursue further heritage consideration of the building. However, the following measures should be undertaken to mitigate against the building's loss:

- (a) Undertake an oral history of the Woolgoolga-Grafton SLSC by a professional oral historian;
- (b) Prepare an interpretative strategy that celebrates the surf club history in an appropriate manner; and

- (c) Prepare an archival record of the building prior to any change or demolition of the building in accordance with guidelines for archival records published by the OEH.

Whilst the updated DPoM indicates that the building will be removed, it also states that the design of the public domain and holiday park can be amended to accommodate alternate outcomes for the building.

c) Holiday Park Reduction/Redevelopment

**Issue**

A key issue involved the general loss of available sites for visitors, the financial impact on the town from a loss of visitors, the affordability of holidays after improvements are made and a strong connection between beachfront villas and fencing (see following issues). There were 56 submissions that identified this issue with 46 submissions from 35 respondents against the redevelopment of the park and 10 respondents for the proposed redevelopment. Several submissions called for the immediate or long term removal of the Holiday Park from the reserve.

**Action**

The exhibited plan recommended a reduction in sites from the approved 108 to 75. During the Peer Review it was identified that a Wharf Street entry/exit would be of benefit to the public domain and the community. This recommendation was pursued and resulted in the loss of an additional 2 sites from the updated plan. The updated plan recommends the park be reduced to 73 sites and this change has been approved by DPI Crown Lands who had previously stated that 75 sites was the minimum they would approve. The loss in sites has been offset by achieving an additional 17 sites at the redeveloped Woolgoolga Lakeside Holiday Park.

The reduction in available sites will have an impact upon the peak Christmas period where existing business levels cannot be met. It is expected that this will be off-set during the remainder of the year where improved products and services will drive greater business during off peak periods. The strategy of delivering improved off peak occupancy through improved products and facilities has been successfully employed at all of the Trust's Holiday Parks and business modelling has shown that the reduced park size can continue to meet market demands in all but the peak Christmas period. In addition, the off peak occupancy is predicted to grow to a level where there is a consistently high level of year round occupancy, significantly reducing the existing swing between peak and off peak.

Concerns over the broader economic impact on the township of a reduced park size will be ameliorated as a result of the park providing a more consistent, year round level of business that is not as heavily impacted upon by seasonality. The Christmas period will certainly deliver a reduced number of visitors to the township but this is expected to be offset by higher occupancies outside these times.

Affordability concerns will be addressed through standard yield management strategies where the market will determine the level of cost incurred. Improved products, facilities and services may result in some cost increases for users. However, it is understood that many target markets are cost sensitive and this will be managed accordingly.

The removal of the holiday park from the reserve was not considered as a viable option for the Trust and was not supported by DPI Crown Lands.

## d) Beachfront Cabin Locations

**Issue**

Forty submissions from 32 respondents objected to beachfront villas with 4 submissions supporting the concept. Key concerns were inconsistent planning principles and regulations used, proximity to beachfront, caravanners missing out on premium sites and 'exclusivity'. The Woolgoolga WoW Ideas Map also highlighted concerns over the villa locations. A number of submissions seemed to have an impression that the villas were to be 'absolute beachfront'. This impression was not assisted by a group's publishing of misleading imagery showing villas on the fore dune, of a size and scope that was not reflective of the actual plan.

**Action**

The siting of the villas within the updated plan shows that the villas to the south-east progressively shift back from the beachfront, in comparison with the exhibition draft, providing additional public open space. This was as a result of the entry/exit being relocated to Wharf Street and in response to the community submissions. The siting of the villas is integral to the financial viability of the reduced park size. The villas will generate a substantial level of revenue compared to caravan sites and are positioned accordingly.

## e) Fencing the Holiday Park

**Issue/s**

There were 33 submissions from 28 respondents against the 'fencing' of the holiday park. The exhibited plan recommended the installation of a low fence which was supported by 8 respondents. Again, the issue of fencing the holiday park was inflamed by the publishing of imagery that showed a dominating 1.5m screened chain link fence along Beach and Wharf Streets and information that public access would be prohibited.

**Action**

The updated plan is very clear that the delineation between the holiday park and reserve will be by low bollard fencing and low landscaping with public access still maintained into and through the holiday park.

## f) Marine Rescue/SLSC Relocations

**Issue**

The relocation of Marine Rescue to an alternate location outside the reserve and the development of a surf club on the vacated site received general support with 64 submissions supporting the relocation of the surf club and 39 submissions supporting the relocation of Marine Rescue. Twenty two submissions from 11 respondents objected to the relocation of the surf club with several providing alternate locations including in front of the Woolgoolga Pool and directly behind the current surf club within the holiday park boundary. Sixteen submissions from 8 respondents objected to the relocation of Marine Rescue.

**Action**

The relocation of Marine Rescue has proceeded as it is not contingent upon the adoption of the updated DPoM. A Heads of Agreement and Memorandum of Understanding documents have been signed by all relevant parties, progressing the option for Marine Rescue Woolgoolga to relocate to the Arrawarra Headland Research Station on Arrawarra Headland. Draft licences have been developed and agreed to between Council, the University of New England, Marine Rescue NSW and DPI Crown Lands. Concept plans have been developed for the site and will be subject to community consultation and planning approvals in the coming months.

Council has previously resolved to request that it be appointed Corporate Manager of the Arrawarra Headland Research Station Reserve and the Coffs Coast State Park Trust has resolved that the reserve be incorporated into the Coffs Coast State Park. These processes are currently being finalised by DPI Crown Lands.

The updated DPoM proposes that the Woolgoolga Surf Life Saving Club relocate to the site vacated by Marine Rescue. The Surf Life Saving Club are in a position to submit a development application once Marine Rescue disclaim their existing lease over the site. Again, this process is not contingent upon adoption of the updated DPoM and will be subject to all relevant planning controls. However, it is essential that the strategy for relocating the surf club is considered as part of this updated DPoM.

g) Lack of Integration with Town Centre Strategy

**Issue**

The DPoM public exhibition process identified community concern with regards to the lack of integration between the Woolgoolga Beach Reserve DPoM and the Draft Woolgoolga Town Centre Masterplan. Fourteen submissions were received expressing concern over the lack of integration of the plans.

**Action**

There has been a substantial time delay since the public exhibition of the DPoM due to the additional planning and consultation being undertaken. Feedback from the DPoM community consultation resulted in an informed decision to revisit both planning documents, the DPoM and the Draft Woolgoolga Town Centre Masterplan, and subject them to a Peer Design Review. The Peer Review was undertaken by consultants Lat27 Pty Ltd. The aim was to undertake an independent Peer Design Review to test overall design principles and findings of both projects, centered on the Beach/Wharf Street interface relating to streetscape, urban design and traffic/parking. The independent Peer Design Review also aimed to provide recommendations for amendments to the draft documents and for finalising outstanding matters contained within the implementation component of the Draft Masterplan. To inform the peer Design Review, sub-consultants Ardill Payne and Partners were engaged to undertake traffic and parking analysis of the DPoM study area and B2 Local Centre Business Zone.

The Peer Design Review was completed in August 2015. The review identified a number of issues that should be resolved within both the updated DPoM and the Draft Masterplan in and around the Beach Street town centre. These issues include a current disconnect between the beach and the town centre, limited pedestrian connectivity and priority, and the need to protect the village atmosphere whilst simultaneously promoting the business centre.

A key change recommended in the Peer Design Review report to Council included the relocation of the entry to the Woolgoolga Beach Holiday Park from Beach Street to Wharf Street. This recommendation was based on the associated long term benefits for the Woolgoolga town centre, such as reduced traffic impacts on shared zones, removal of an intersection from Beach Street, increased parking along Beach Street, less queuing on Beach Street, improvements to pedestrian experience along Beach Street and improvements to safety and efficiency for vehicles entering/exiting the holiday park into lower order streets. It also recognised public benefits including improved pedestrian and visual connectivity between the beach and town centre.

Following on from the Peer Design Review report to Council, two additional reports were provided as a result of additional community consultation regarding the Wharf Street entry and final design for the amendments to Wharf Street. Council resolved

to adopt the Wharf Street entry/exit option 2 and resolved to request that the Coffs Coast State Park Trust amend the DPoM to reflect this. The DPoM has been updated accordingly.

h) Erosion Control/Coastal Processes

**Issue**

There were 44 submissions regarding coastal processes and the lack of erosion control measures.

**Action**

The exhibited plan referenced the Coffs Harbour Coastal Processes and Hazard Definition Study and the Coffs Harbour Coastal Zone Management Plan and derived the coastal process strategies within the plan from these documents. The updated DPoM still reflects the outcomes of the Study and Management Plan but also adds an action to investigate and consider future coastal erosion measures. This allows the plan to proceed in line with adopted strategies whilst enabling future consideration of erosion protection at Woolgoolga Beach.

i) Surf Patrol Deck

**Issue**

There were 41 submissions in favour of a new 'patrol deck' to be positioned overlooking the beach. Many submissions were from Woolgoolga SLSC members and included a pro-forma design concept. There were two submissions against this item.

**Action**

The 'patrol deck' has been retained in the amended concepts but the location has been altered to the site of the existing surf club pending outcome of the SLSC building. Future detail design will be done in consultation with the surf club and community.

j) Community Open Space

**Issue**

There were 27 submissions from 18 respondents opposing strategies regarding the public open space. Key points raised included too much hard stand/path ways, no public access to holiday park, general impact upon look and feel of township, general loss of open space, retaining the holiday park in lieu of open space and poor use of available space. Twelve submissions supported the strategies mainly around the provision of additional open space.

Other open space concerns included closing the boat ramp or limiting public access, the proposal to include a permanent stage for community events within the reserve, the provision of fitness equipment within the reserve, disabled access, the lack of existing and ongoing maintenance of reserve assets.

**Action**

The updated DPoM has consolidated the reserve path network and reduced path widths to ensure greater open space is available. As a result of the Peer Design Review, the holiday park entry has been relocated to Wharf Street providing greater community access and more expansive open space. Several of the proposed villas have been positioned further away from the beachfront providing more open space and the proposed surf club location has also been amended to the south east. Reserve parking has been modified and consolidated to reduce hard stand areas. The playground and public amenities have also been relocated on the concept plans

to provide greater availability of open space. The proposed stage has been removed and the path system has been reconfigured to improve connectivity and opportunities for commercial/community use such as markets. It should be noted that the concept drawings within the updated DPoM will be subject to further detailed design and community consultation.

Several submissions expressed concern over the boat ramp being closed or public access being limited once the surf club relocates. Closing or limiting access to the boat ramp is not a strategy of the plan.

The exhibited plan proposed a stage for community events. This has been removed from the updated plan after concerns raised during the community consultation.

Requests were made for the inclusion of fitness equipment within the reserve. The concept plans indicate the inclusion of fitness nodes that will be further developed during the detailed design process.

Requests were also made through the community consultation to ensure improved disabled access. These considerations will be finalised during the detail design process for any on ground works and will comply with the relevant statutory requirements.

The community consultation process also yielded a variety of suggestion for inclusion that were not considered or were not within the scope of the plan. These included the development of ocean baths adjacent to the boat ramp, provision for caravan parking in Woolgoolga, the provision of 'free camping' within the reserve and Woolgoolga, and a water splash park for the reserve. Issues outside the scope of the plan such as caravan parking have been forwarded to the Town Centre Strategy team. Other items such as the water splash park are considered a possibility but are outside the timeframes and indicative budget of the updated DPoM.

The implementation of the plan and associated assets will be included in Council's Enterprise Asset Management System to ensure an appropriate level of ongoing asset management and maintenance is achieved. The concerns over existing maintenance are more in relation to the age and degradation of existing assets which will be addressed through the implementation of the plan.

#### k) Parking

##### **Issue**

There were 61 submissions regarding parking issues and represented a wide cross section of ideas and concerns. The parking issue was quite polarising with many parking options within the plan having opposing views. There were a number of submissions opposing the removal of parking near the playground which were offset by others who supported the concept. Likewise, some submissions expressed concern over the formalising of parking in Hoffmeier Close whilst others saw this element as essential. Other concerns and/or suggestions included ensuring informal boat/trailer parking adjacent to new surf club, concerns over loss of parking in Wharf Street, potential for overflow parking on Lake Road, angle parking on Beach Street, too much hard stand in the reserve, and general concerns over provision of parking throughout the town centre.

##### **Action**

Parking near the existing playground is to be removed to provide greater availability of public open space. Concerns over the loss of parking in close proximity to the playground and public toilets will be offset by relocating the playground and public amenities closer to the proposed angle parking in Beach Street. Existing Wharf St

parking will be retained with minor loss of parking that will be compensated in the new Beach Street parking and formalised parking in other Wharf Street locations. Proposed parking off Hoffmeier Close, adjacent to existing surf club, will no longer proceed in lieu of formalised parking being constructed further north along Hoffmeier Close, located where the informal parking currently exists. Surf club/boat ramp parking has been rationalised whilst still allowing for informal boat/trailer parking on the grassed area adjacent to Carrington/Beach Streets. The continuation of planning for the town centre also has a key goal of ensuring the parking requirements of the town are considered.

l) Holiday Park Office and Residence

**Issue**

There were 23 submissions regarding the manager's residence and reception building with 22 opposing the concept in the DPoM which retained the facility in its current location. Concerns expressed included the need for demolition and replacement with a smaller facility in the current location, removal of the building and rebuilt smaller facility in other areas of the park, concerns that the existing building would be enlarged and general comments about the need for the entry to be elsewhere. There were a number of submissions that supported the concept of having the existing building renovated to house public amenities and a restaurant/café on the second floor.

**Action**

The relocation of the park entry and exit to Wharf Street, as per the Peer Design Review, provided the opportunity to redefine the purpose of the existing building. Several options were considered, including repurposing the building to a public amenity and restaurant; however, the final outcome as presented in the updated DPoM is to demolish the facility to enable greater use of the space for public recreation and to improve the visual amenity of the reserve.

m) Wharf Street Exit

**Issue**

The exhibited plan proposed to have an 'exit only' boom gate installed on Wharf Street as a measure to reduce the number of vehicles crossing the 'pedestrian boulevard' and public open space on Beach Street. There were 20 submissions opposed to this strategy with 3 submissions supporting.

**Action**

Council has requested the Trust to amend the entry and exit for the holiday park to Wharf Street. The updated DPoM has been amended to reflect the request from Council as it provides substantial benefits for the public open space and has been tested through several rounds of community consultation.

n) Impacts on the Business Community

**Issue**

There were 21 submissions that expressed concern over the DPoM's impact on the business community. Points raised included general impact of the entire plan on the town economy, loss of business due to the reduced holiday park, removal of parking in Wharf Street and impact on businesses in Wharf Street, affordability of the holiday park and loss of patronage and flow on business to the town as a result, and the impact of the plan on the future development of the village. There were several submissions regarding the potential for further business opportunities within the reserve, mainly around the lack of provision for cafes/restaurants and the need for a café in the new surf club.



**Action**

Since the exhibition period the DPoM has been subject to a Peer Design Review in conjunction with the Draft Woolgoolga Town Centre Masterplan. Part of the review included strong consideration of the long term economic benefit of the two plans to the township and the community.

Permanent commercial opportunities for cafes and restaurants within the Reserve were not considered an appropriate strategy as they impact upon the available open space and, given the proximity of the Beach Street/Wharf Street business area, it was deemed more appropriate to have the reserve complement these existing businesses rather than to provide for direct competition. As such, creating connectivity between the town and the reserve was considered a higher priority in the development of the plan over the creation of commercial opportunities within the reserve.

Concerns over the broader economic impact on the township of a reduced holiday park size will be ameliorated by the holiday park providing a more consistent, year round level of business that is not as heavily impacted upon by seasonality. The Christmas period will deliver a reduced number of visitors to the township but this is expected to be offset by higher occupancies outside these times.

There were several submissions relating to the inclusion of a café/restaurant in the proposed surf club. This is a strategic and operational matter for the surf club to consider as they progress their development plans and establish a long term strategy for the club.

## o) Pedestrian Boulevard and Path Network

**Issue/s**

There were 22 submissions from 16 respondents against various elements of the pedestrian boulevard and path network within the reserve with 13 submissions in support. Key points raised included opposition to the creation of a 'boulevard' connecting the town centre to the beach, opposition to the number of paths and the size and scope of the paths, disabled access, excessive hardstand areas, location of paths including Solitary Islands Coastal Walk too close to the fore dune and interaction of vehicles and pedestrians on the 'boulevard'.

Concerns were also raised over the future of the pedestrian access way between Hoffmeier Close and Wharf Street and the potential for its closure.

The implementation of the Solitary Islands Coastal Walk was also strongly supported but concerns were raised over the location of the walk in relation to the dune system.

**Action**

The path network has been significantly amended as a result of the community feedback with a reduction in the size and scope of paths on the concept plans. The hardstand areas have been reduced to provide improved open space outcomes. The Solitary Islands Coastal Walk has been moved back from the fore dune and the layout of the path network provides improved pedestrian and cycleway connectivity whilst also facilitating the path network use for markets and community events.

The pedestrian boulevard is retained but has been amended to provide a connective spine between the town and the beach. The drawings within the document are concepts and will require further detail design and community consultation prior to installation.

Concerns over the pedestrian/vehicle interface within the reserve have been removed with the relocation of the holiday park entry to Wharf Street.

The Wharf Street to Hoffmeier Close pedestrian access will be retained and further improvements to the access will be undertaken at the end of the economic life of the adjoining maintenance shed which acts as a physical and visual impediment.

The Solitary Islands Coastal Walk connection through the reserve has been retained but location of the path has been amended on the concept drawings and final locations will be established during the detail design phase.

p) Other Issues

Concerns were raised that the DPoM process did not comply with the requirements of the Crown Land Trust Managers Handbook, particularly in relation to the public consultation. DPI Crown Lands have been heavily consulted during the development of the plan and the process has been supported by Crown Lands' officers. DPI Crown Lands have raised no concerns over the process undertaken by the Trust and during recent consultation, Crown Lands have been supportive of the outcomes of the consultation period and resultant changes to the updated DPoM.

Concerns were also raised that incorrect information was provided to Councillors and the community at the commencement of the exhibition period. There was also concern expressed that some information in the DPoM and initial media releases were incorrect. Some minor errors were identified and were immediately actioned and communicated via a fact sheet and amendments to the exhibited DPoM.

Several submissions raised concerns over the level of detail in the plan with regards to landscape and design elements. The goal of the updated DPoM is not to provide high levels of detail but to establish the vision, values and uses of the reserve and to provide concepts of proposed actions. The detailed design and final costing for individual elements of the updated plan have been scoped but are yet to be finalised. The landscape and design plans will be subject to further community consultation prior to implementation and detailed costings will be established at this stage.

**Other Matters:**

a) Incorporation of the Woolgoolga Beach Reserve into the Coffs Coast State Park

A recommendation of the DPoM that was placed on public exhibition was the incorporation of the Woolgoolga Beach Reserve into the Coffs Coast State Park Trust. This strategy was also contained in the adopted Plan of Management for Part of Reserve 63076 for Public Recreation and Resting Place and Reserve 72664 for Public Recreation (Northern section of Woolgoolga Beach Reserve). As this was an adopted strategy under that Plan of Management, the former Woolgoolga Beach Reserve Trust and the Coffs Coast State Park Trust resolved to enact this strategy and the Woolgoolga Beach Reserve was officially gazetted as part of the Coffs Coast State Park Trust on 11 March 2016.

There were several submissions expressing concern over the strategy to consolidate the Trusts, primarily around taking money out of Woolgoolga to improve Coffs Harbour assets. However, given the relatively of income generated to reserve assets to maintain, it is more likely that, if anything, the reverse would be correct.

b) National Stronger Regions Fund Application

An application has been made to the National Stronger Regions Fund for improvements to the public domain at the Woolgoolga Beach Reserve. Improvements include pedestrian pathways, new amenities block, and a relocated and upgraded playground. The concept drawings for the public open space contained within the revised plans reflect the information provided in support of the application. If successful in the grant application, the implementation of these works are not contingent upon the adoption of the updated DPoM; however, the project would benefit from the clarity provided through an adopted plan.

The updated DPoM has been redrafted based upon the community consultation and Peer Design Review and is provided as Attachment 3.

**Options:**

1. Adopt the recommendation provided to the Trust, therefore enabling the strategies and actions within the updated plan to provide the opportunity for:
  - Improved and sustainable resource management;
  - Protection of the resources of the reserve;
  - Respect for and conservation of the cultural and historic heritage of the site and the land;
  - Enhanced environmental and social outcomes;
  - Meeting the needs of residents and visitors through the provision of additional and improved facilities;
  - Improved facilities and access for people with disabilities;
  - Better capacity to address changing community and environmental requirements;
  - Maintaining and improving the financial performance of the Woolgoolga Beach Holiday Park by improving the road and site layout, increasing site areas and improving the range and quality of cabin accommodation;
  - Increased local economic activity as a consequence of increased, year round visitation;
  - An appropriate balance between responsible land management and the continuation of commercial enterprise on public land;
  - A reduction in the area of the holiday park while maintaining the essential character and long term viability of the reserve, including the Woolgoolga Beach Holiday Park;
  - Implementation of a process to facilitate the relocation of the Woolgoolga Marine Rescue to Arrawarra and the development of new premises by the Woolgoolga Beach Surf Life Saving Club when the land is vacated;
  - The development of a pedestrian avenue to link the Woolgoolga Town Centre to the beachfront;
  - Provision of a safe pedestrian access route along the Woolgoolga Headland to link with the Solitary Island Coastal Walkway; and
  - Integration with the Town Centre Strategy.
2. Amend the recommendation provided to the Trust and then adopt. Depending on the nature and extent of any amendments to the updated DPoM the opportunities identified above may be affected.

3. Reject the recommendation provided to the Trust. However, a DPoM is a requirement of the Crown Lands Act, which the Trust is required to prepare for recommendation to the Minister responsible for Crown Land for adoption.

### **Sustainability Assessment:**

- **Environment**

The updated DPoM establishes management strategies and actions to preserve and enhance the natural environment within the reserve whilst facilitating improved public access where appropriate.

The enhancement of the tourist facilities within the reserve has the potential to increase visitor numbers to the locations, increasing the environmental impacts upon the reserve. The implementation of the environmental management strategies will assist in ameliorating these impacts. Improved operational revenues from increased tourist activity will also be used to fund environmental protection and enhancement works within the reserve.

- **Social**

The improvements to the reserve will create a stronger community connection with the reserve. Providing more open space for the public, along with improved recreational infrastructure, is predicted to have positive social outcomes for the Woolgoolga community.

The reduction in size of the Woolgoolga Beach Holiday Park will have moderate impact upon holiday makers during peak season. The reduced number of camping sites and cabins will result in the inability to cater for current visitor loads for a three week period during the Christmas holidays. Current visitor numbers can be maintained for the remainder of the year with potential for off season visitor growth in the future. The reduction in site numbers will have a negative social impact upon some clients over the Christmas period but it is anticipated that this impact can be reduced through early communication with clients and a regular natural attrition rate amongst holiday makers over the Christmas period.

- **Civic Leadership**

The Coffs Coast State Park Trust assists Council in working towards achieving the outcomes set down in the Coffs Harbour 2030 Community Strategic Plan. Relevant strategies are:

- LP 1.1 Promote opportunities around renewable energy, sustainable tourism, sustainable agriculture and fisheries, local produce, creative and clean industries
- LC 1.3 Promote a safe community
- LC 2.1 Promote healthy living
- PL 1.2 Provide infrastructure that supports sustainable living and is resilient to climatic events
- PL 1.3 Create balanced pedestrian friendly communities with a mix of residential, business and services
- PL 1.6 Reinforce the unique identity of villages and communities
- PL 2.2 Provide public spaces and facilities that are accessible and safe for all

- PL 2.3 Provide safe and accessible play spaces for our children within each community
- MA 1.3 Promote increased public transport, pedestrian and cycle usage and reduced car usage
- MA 1.4 Integrate cycle way and footpath networks including linking schools, shops and public transport
- MA 2.1 Ensure adequate maintenance and renewal of roads, footpaths and Cycleways
- MA 2.2 Facilitate safe traffic, bicycle and pedestrian movement
- LE 3.1 Manage land use to conserve the region's unique environmental and biodiversity values
- LE 3.2 Enhance protection of our catchments, waterways and marine areas
- LE 3.5 Develop and improve infrastructure to provide appropriate access to environmental experiences

- **Economic**

**Broader Economic Implications**

The improvement to the holiday park is predicted to have positive impacts upon revenue generation. The reduction in size of the Woolgoolga Beach Holiday Park will be offset by the provision of improved products which, in the short term, have a similar, if not greater earning potential that those currently offered. Long term the improvements to the parks will result in an increase in funds available to reinvest in the reserve system.

Improvements to the public open space will act as a catalyst for greater community involvement within the reserve which will have positive impacts upon surrounding businesses along with business opportunities within the reserve.

**Delivery Program/Operational Plan Implications**

The Delivery Program will be impacted upon by the accelerated implementation of the updated DPoM. The changes to the park entry and associated capital project timetable will mean that public domain improvements within the reserve will need to be funded by Council. An application to the National Stronger Regions Fund has been made to offset the costs of the early stage public domain improvements. In addition the change to the entry to the holiday park has triggered the need for improvements to the Wharf Street precinct which will need to be funded by Council. Trust funds cannot be used for the Wharf Street entry and improvements. All works within the holiday park will be funded through Trust revenue and/or Crown Land Public Reserves Management Fund loans.

**Risk Analysis:**

The development of a DPoM for the reserve is a risk management tool within itself. Expert consultants, Council staff, key stakeholder groups and the broader community have been involved extensively in its development over an extended period of time.

**Consultation:**

The DPoM for Woolgoolga Beach Reserve (Southern section) has undergone significant consultation over a number of years. Consultation has been undertaken with the broader community during the DPoM exhibition period and subsequent consultations on the park entry options. DPI Crown Lands have been closely consulted on all aspects of the plan along with relevant Council officers. Consultants have been engaged to undertake a Peer Design Review of the DPoM and the Town Centre Strategy. There has also been ongoing consultation with stakeholders, including Woolgoolga Marine Rescue, Woolgoolga Surf Life

Saving Club, the Northern Beaches Residents Association and Woolgoolga Chamber of Commerce.

**Related Policy, Precedents and / or Statutory Requirements:**

Coffs Harbour City Council is Corporate Manager of the Coffs Coast State Park Trust under the Crown Lands Act. The Trust is required to refer the DPoM to the Minister responsible for Crown Lands for adoption.

**Implementation Date / Priority:**

The updated DPoM will be referred to the Minister directly following the Trust's resolution to do so.

**Conclusion:**

The updated DPoM for Woolgoolga Beach Reserve (southern section) has been a long time in development as a result of ongoing consultation and refinement, including the Peer Design Review. The updated plan has considered and acted upon outcomes of the community consultation with considerable changes being made to the DPoM placed on public exhibition that reflect the community's input.

The concepts within the updated plan create the basis for the future development of the community open space and the holiday park. Further community consultation will be undertaken in the development of the detailed design for improvements to the reserve, further enabling the community to have input into the final location and design of community assets.

It is recommended that the Trust refer the updated DPoM for Part Reserve 63076 for Public Recreation and Resting Place (southern section of Woolgoolga Beach Reserve) to the Minister responsible for Crown Land requesting adoption of the plan.

**DRAFT PLAN OF MANAGEMENT**

for

**Part of RESERVE 63076 for**

**PUBLIC RECREATION and RESTING PLACE**

**(southern section of Woolgoolga Beach Reserve)**



for the

**COFFS COAST STATE PARK TRUST**

and



**Department of  
Primary Industries  
Lands**

June 2016

**DRAFT PLAN OF MANAGEMENT**

**for**

**Part of RESERVE 63076 for PUBLIC  
RECREATION and RESTING PLACE**

**for the**

**COFFS COAST STATE PARK TRUST**

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**June 2016**

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**1 PREAMBLE****1.1 INTRODUCTION**

This Draft Plan of Management has been prepared in accordance with the relevant provisions of the *Crown Lands Act 1989* to provide a framework for the future management, use and development of the southern part of the reserved Crown Land known as the Woolgoolga Beach Reserve and includes the Woolgoolga Beach Holiday Park. The Crown land which is the subject of this Draft Plan is part of Reserve 63076 for Public Recreation and Resting Place notified on 27<sup>th</sup> November 1931. Coffs Harbour City Council was appointed as corporate manager of the Reserve Trust on 19<sup>th</sup> July 2002 and is responsible for the care, control and management of the land. The land is identified in Figure 01.

This Crown land comprises a resource in a unique coastal setting and provides community facilities, holiday accommodation and recreation opportunities for the enjoyment of the community.

**1.2 BACKGROUND TO THIS PLAN OF MANAGEMENT**

This reserve includes the Woolgoolga Beach Holiday Park and Woolgoolga Lakeside Holiday Park as well as other substantial areas of coastal reserved lands that were formerly managed by a community trust. The Woolgoolga Beach Plan of Management (1992 Plan) was adopted by the then Minister for Conservation and Land Management on 23<sup>rd</sup> March 1992 and addressed a range of planning issues including development as well as management initiatives. The 1992 Plan was cancelled by the Minister on 31<sup>st</sup> October 1996 and is no longer a binding statutory document.

A Plan of Management which covers the northern, Lakeside section of the Reserve was adopted by the Minister for Trade and Investment on 29 November 2013. The decision to prepare this Draft Plan of Management reflects an ongoing requirement to ensure the assets of the entire Reserve are managed in a manner that will result in the optimum benefit to the community. A key aim of this Plan is to address regulatory and environmental requirements as well as commercial considerations. In particular, the management of the Woolgoolga Beach Holiday Park must be integrated with the wider land management responsibilities of the Trust to create a balanced approach to the operation of commercial activities within a very significant area of public open space.

**1.3 PURPOSE OF THIS DRAFT PLAN OF MANAGEMENT**

The purpose of this Draft Plan of Management is to establish objectives, environmental and management strategies and actions and identify the means the Trust will employ in the future management of the Reserve. The Plan of Management outlines a management direction for the next 8 to 10 years for the part of Woolgoolga Beach Reserve shown in Figure 01 in accordance with the requirements of the *Crown Lands Act 1989*.

Implementation of this Plan of Management will lead to:

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- Improved and sustainable resource management;
- Protection of the resources of the Reserve;
- Respect for and conservation of the cultural and historic heritage of the site and the land;
- Enhanced environmental and social outcomes;
- Meeting the needs of residents and visitors through the provision of additional and improved facilities;
- Improved facilities and access for people with disabilities;
- Better capacity to address changing community and environmental requirements;
- Maintaining and improving the financial performance of the Woolgoolga Beach Holiday Park by improving the road and site layout, increasing site areas and improving the range and quality of cabin accommodation;
- Increased local economic activity as a consequence of increased visitation;
- An appropriate balance between responsible land management and the continuation of commercial enterprise on public land;
- A reduction in the area of the Holiday Park while maintaining the essential character and long term viability of the Reserve including the Woolgoolga Beach Holiday Park;
- Implementation of a process to facilitate the relocation of the Woolgoolga Marine Rescue to Arrawarra and the development of new premises by the Woolgoolga Beach Surf Life Saving Club when the land is vacated;
- The development of a pedestrian avenue to link the Woolgoolga Town Centre to the beachfront;
- Provision of a safe pedestrian access route along the Woolgoolga Headland to link with the Coastal Walkway; and.
- Integration with the Town Centre Strategy

**1.4 BASIS FOR MANAGEMENT**

The management of the Woolgoolga Beach Reserve is to be in accordance with the objects and principles of Crown land management described in Sections 10 and 11 of the *Crown Lands Act 1989* and the land management provisions of Part 5 of the Act. The land will therefore be used and managed in accordance with the following:

- The Plan of Management applying to the land;
- *Crown Lands Act 1989*;
- Crown Lands Caravan Parks Policy and Policy Guidelines;
- *Environmental Planning and Assessment Act 1979* and any planning instrument permitting the use of the land for a specified purpose or otherwise regulating the use of the land;
- *Threatened Species Conservation Act 1995*;
- *Environmental Protection and Biodiversity Conservation Act 1999*;
- *Local Government Act 1993*;
- *Residential (Land Lease) Communities Act 2013*;
- *Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005*; and
- other applicable statutory controls.

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**Attachment 3****1.5 PUBLIC EXHIBITION OF THE DRAFT PLAN OF MANAGEMENT**

The draft version of this Plan of Management for the Woolgoolga Beach Reserve was exhibited for 8 weeks commencing 30<sup>th</sup> June and concluding 22<sup>nd</sup> August 2014 in accordance with the requirements of Part 5 of the Crown Lands Act 1989 and the Crown Lands Regulation 2006. A public Information session was facilitated by Council on 9<sup>th</sup> July 2014. Meetings involving Council Officers were held during the exhibition period with;

- Save Woopi Beach;
- Northern Beaches Residents Association;
- Woolgoolga Chamber of Commerce;
- Woolgoolga Surf Lifesaving Club; and
- Holiday Park residents and guests.

A total of 246 submissions from 166 respondents were received in response to the public exhibition of the Draft Plan. A number of respondents made multiple submissions with some duplication of issues across those submissions. 24 submissions were received from the same person. A number of organisations made submissions including Woolgoolga Beach Surf Lifesaving Club, Northern Beaches Residents Association, Save Woopi Beach and the Woolgoolga and Northern Beaches Chamber of Commerce.

One petition was received from Save Woopi Beach via Change.org. with a total of 1,420 signatories (1,274 online and 146 hard-copy) with a majority from Woolgoolga and Coffs Harbour area. The strong themes in the petition were related to saving the Surf Club, the significance of the relaxed beachside feel and ambiance of the township and a preference for no change. In addition, Save Woopi Beach established a Facebook page which had 1,634 friends when the period for submissions closed. Consideration has also been given to 126 relevant comments submitted on the Woolgoolga Ideas map set up by Council as part of the Woolgoolga WOW Town Centre Masterplan process. Fourteen submissions advocated the integration of the planning processes for the Town Centre and the Reserve. Submissions were ranked on general sentiment with 172 opposed to some or all elements of the plan and 74 in favour of some or all elements of the plan. Issues that were raised in more than twenty submissions are listed in the table below along with the number of submissions in agreement or disagreement with respect to the particular issue.

Issue Categories	Number of Submissions	
	Agree	Disagree
Proposal for new Surf Club premises	64	22
Remove the existing Surf Club Building	16	62
The consultation process was inadequate	57	2
Redevelop/reduce the Holiday Park	10	46
Relocate Woolgoolga Marine Rescue	39	16
Install beachfront cabins	4	40

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Failed to address Erosion Control/Coastal Processes	44	
Proposed patrol deck for Surf Lifesaving	41	2
Do not fence the boundaries of the Holiday Park	33	8
Improve facilities in community open space	27	12
Remove parking from within the Reserve	6	27
Create additional parking	13	16
Relocate the Holiday Park office and residence	22	1
Develop a Wharf St exit from the Holiday Park	3	20
There may be adverse impacts on local business	21	
Pedestrian boulevard/ paths	22	13

Some of the issues raised in a number of submissions were based on incorrect information. For example, many people opposed the “proposed fencing of the caravan park” when in fact such was not proposed in the Draft Plan of Management. Similarly, concern with respect to the installation of cabins was encouraged by the preparation and distribution of imagery that showed inaccurate, poorly scaled artist’s impressions that did not reflect what was proposed in the Draft Plan of Management. These factors may have also had an influence in relation to the submissions that simply voiced an overarching objection to the entire document.

As a result of the exhibition of the Draft Plan, the Woolgoolga WOW Town Centre Masterplan Process (refer to Section 3.12.8) and the Woolgoolga Design Review (refer to Section 3.12.9) and community consultation with regards to Holiday Park entry options, a range of changes have been made to the Draft Plan of Management. The revised proposals for Woolgoolga Beach Reserve are described in Section 7 of this document.

## **1.6 OBJECTIVES FOR THIS PLAN OF MANAGEMENT**

The objectives for this Plan of Management are to:

- Identify the resources and values of the Reserve;
- Recognise the role of the Reserve in providing for the recreational and open space requirements of the community;
- Establish a vision and strategic direction for the future management and improvement of the Reserve;
- Propose initiatives that address the legal and policy parameters relevant to the management of the Reserve;
- Develop an approach to the ongoing management of the Reserve that is integrated with the requirements of the Coffs Harbour Coastal Reserves Plan of Management and the Coffs Harbour City Council Open Space Strategy 2010;
- Provide for management actions that will protect, conserve and enhance the natural, cultural, scenic, social, recreational and economic values of the Reserve;



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- Preserve the financial contribution the Woolgoolga Beach Holiday Park makes to the management of the Reserve and to the local community; and
- Allow for a staged improvement process that is achievable in terms of planning and financial constraints.

At a fundamental level the Plan of Management will address the following key issues in relation to all aspects of the proposed initiatives and actions:

**Social equity** – decision making that leads to greater access to and delivery of services and facilities;

**Environmental sustainability** – using only the resources that are required to deliver facilities and services and improving overall physical amenity while reducing detrimental impacts on natural assets;

**Economic prosperity** - promoting the development of jobs, business improvement and market growth in a sustainable manner; and

**Corporate governance** – managing assets and resources in a way that is accountable, transparent, responsive, efficient, equitable and addresses relevant regulatory and statutory requirements.

**2 DESCRIPTION OF THE RESERVE****2.1 LOCATION AND CONTEXT**

Woolgoolga is situated on the Mid North Coast of NSW, approximately 25 km north of Coffs Harbour, 55km south of Grafton and 3 km east of the Pacific Highway.

With a population of around 5,000 people Woolgoolga has long been enjoyed for its relaxed seaside ambiance and moderate climate and is a popular holiday destination. Development of community and urban services has been in part enabled by the economic contribution of tourist activity. Direct expenditure on the town's tourism products including accommodation stimulates and supports other services that provide for a strong and balanced local economy.



The Reserved land to which this Plan of Management applies adjoins and extends to the north of the Woolgoolga Town Centre. The land is used for a variety of recreational, day use, holiday and commercial purposes and is a valuable social, recreational, tourist and economic resource for the Woolgoolga community and the local government area. The land has significant scenic and environmental values and includes, beach, headland and dunal areas, some of which support valuable flora and fauna communities.

**Attachment 3****2.2 LAND STATUS – see Figure 01**

The section of the Woolgoolga Beach Reserve addressed by this Draft Plan of Management has a total area of approximately 17.28 hectares and represents the southern part of Reserve 63076 for Public Recreation and Resting Place notified on 27th November 1931. The land adjoins the Woolgoolga Lakeside section of the reserve in the north and extends south to Woolgoolga Headland. Reserve 83057 for Future Public Requirements has also been included because it adjoins and for practical purposes is managed by the Coffs Coast State Park Trust (previously Woolgoolga Beach Reserve Trust). The following table provides a detailed description of the subject land.

<b>Land Description</b>	<b>Area</b>
<b>Reserve 63076 for Public Recreation and Resting Place</b>	
Lot 7026, DP 1056171	1,300 m <sup>2</sup>
Lot 7030, DP 1055286	800 m <sup>2</sup>
Lot 236, DP 752853	411 m <sup>2</sup>
Lot 2, DP 726466	427 m <sup>2</sup>
Lot 7033, DP 1055705	2.05 ha
Lot 7040, DP 1056980	300 m <sup>2</sup>
Lot 7041, DP 1056979	1,500 m <sup>2</sup>
Lot 265, DP 1101355	844 m <sup>2</sup>
Lot 266, DP 1101355	1.699 ha
Part Lot 277, DP 726463	2,213 ha
Lot 7300, DP 1129142	1.36 ha
Lot 7028, DP 1054581	1.25 ha
Part Lot 15, Sec 3, DP 759113	1,803 m <sup>2</sup>
Lot 7027, DP 1054660	5.75 ha
Lot 7029, DP 1114099	1.19 ha
Lot 7038, in DP 1054658 (also covered by Reserve 83057 for Future Public Requirements)	3,980 m <sup>2</sup>
<b>Reserve 83057 for Future Public Requirements</b>	
Lot 7039 in DP 1056980	approx 3,272 m <sup>2</sup>
Part Lot 277, DP 726463	approx 3,050 m <sup>2</sup>
<b>TOTAL AREA</b>	<b>17.28 ha(approx)</b>

**Attachment 3****2.2.1 Leases and Licenses**

A number of current leases and licenses authorise activities within the Reserve.

**Woolgoolga Marine Rescue Inc** (WMR) occupies its premises by way of a lease from the Reserve Trust over Lot 265 in DP 11011355 which covers an area of 842.9 square metres. The WMR's stated purpose is "to protect and preserve lives at sea". Originally known as the Volunteer Rescue Organisation this group was established by members of the Woolgoolga community at a public meeting in August 1965. Initially a radio base station was set up in the caravan park office with two privately owned fast boats and a first aid attendant on call to provide assistance for craft that may have encountered difficulties. The first rescue was successfully carried out in July 1966 and in the intervening years countless numbers of people have received the benefit of the service. Financial support of the organisation is largely generated by a monthly market which is held in the Reserve on the open area to west of the WVSR headquarters.

The following table provides a brief description of other existing tenures;

<b>Tenant/licensee</b>	<b>Purpose</b>
R Williams	Residential Tenancy for Caretakers Residence Woolgoolga Beach Holiday Park
Marine Rescue Woolgoolga	Clubhouse and Markets – Woolgoolga Beach Reserve
Kaur, Surinder (Bollywood Beach Markets)	Markets – Woolgoolga Beach Reserve
WASP Boardriders Inc	Woolgoolga Beach – Surf Competitions
Mojosurf P/L (Mojosurf & Aussie Surf Adventures)	Woolgoolga Beach – Surf School
Emerald Surf Pty Ltd trading as Solitary Islands Surf School	Woolgoolga Beach – Surf School
Girlfit P/L	Commercial fitness activity
Coffs Coast Health Club Toormina Pty Ltd trading as Coffs Coast Health Club	Commercial fitness activity
K L Dallas trading as Skee Kayak Centre	Kayak and stand up paddle board school
Woolgoolga Surf Life Saving Club	Container Site adjacent to Surf Club premises

**2.2.2 Woolgoolga Surf Club**

The Woolgoolga Surf Life Saving Club premises are located on an in-holding under a special lease in perpetuity (SL 55/18 Grafton) over Reserve 93122 for Future Public Requirements. This land is not presently part of the Woolgoolga Beach Reserve, however, access to the clubhouse is provided through the Reserve.

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The future of the Club premises is a relevant issue for planning the improvement of the public domain areas of the Reserve and the adjoining Holiday Park. This was a matter addressed in the 1992 Plan of Management and has always been identified as a significant consideration in relation to the future management of the Woolgoolga Beach Reserve. Current predictions with respect to coastal erosion and recession and emerging policy with respect to climate change and sea level rise indicate a redevelopment of the existing premises of the Surf Life Saving Club is unlikely to be an appropriate planning and design response. This has been confirmed by findings and recommendations in the recently completed Coffs Harbour Coastal Processes and Hazard Definition Study and the Coastal Zone Management Plan. In addition, the Surf Lifesaving Club has determined that the existing premises do not have the capacity to adequately support the ongoing operational requirements of the Club. Proposals have been considered for the renovation and extension of the existing building but this has not produced of a viable solution. As a consequence, there is a need to identify a suitable site for the development of appropriate premises to accommodate the long term operational requirements of the Woolgoolga Surf Life Saving Club.

The most recent development with respect to this matter is a proposal for the Woolgoolga Marine Rescue to relocate to Arrawarra as part of Coffs Harbour City Council's plan for the improvement of boating safety and facilities for the Northern Beaches of the local government area. Formal agreements (Memorandum of Understanding and Heads of Agreement) have been executed between the University of New England, Marine Rescue and Coffs Harbour City Council. As this initiative is implemented, Arrawarra will become a focal point for recreational fishers. This will enable the Woolgoolga Surf Life Saving Club to come forward with a plan for the development of new premises.

These changes have the potential for a significant beneficial impact on the character of the beachfront reserve while providing a long term solution that satisfies the requirements of both organisations. This will allow the existing Surf Club premises to be vacated and facilitate consideration of the options for the existing Clubhouse building. The existing Surf Club premises are not on land that forms part of Reserve 63076 for Public Recreation and Resting Place. As a consequence, the future of the building will be subject to other relevant planning processes with a range of options to be considered including adaptive re-use, relocation of the building to another location or demolition.

It should be noted that a detailed heritage assessment of the building has been undertaken and reported to Coffs Harbour City Council. The detailed heritage assessment concluded that the building was not of State significance, and the final heritage inventory sheet for the building had been amended to reflect this. The report concluded that given the condition of the building, the building's location within the "immediate" coastal hazard zone, as identified in Council's adopted Coastal Zone Management Plan, and the representations made by the land owner (Crown Lands), it is not recommended to pursue further heritage consideration of this building, however, the following measures should be undertaken to mitigate against the buildings loss:

- (a) Undertake an oral history of the Woolgoolga-Grafton SLSC by a professional oral historian.
- (b) Prepare an interpretative strategy that celebrates the surf club history in an appropriate manner
- (c) Prepare an archival record of the building prior to any change or demolition of the building in accordance with guidelines for archival records published by the OEH.

Therefore, while the future of the Clubhouse building will have a significant impact on the management of Woolgoolga Beach Reserve, this is an issue that will not be determined through this Plan of Management. Having said this, the strategies and actions proposed in the Plan have the capacity to accommodate a range of outcomes with respect to the future of the clubhouse. The final decision with respect to this matter will be a matter to be determined by the New South Wales Department of Primary Industries, Lands.

### **2.3 LOCAL HISTORY**

Prior to European settlement, the area in and around Woolgoolga was occupied for thousands of years by the Gumbaynggirr people, which were one of the largest coastal Aboriginal nations. They inhabited land from the Nambucca River in the south through to the Clarence River in the north and west to the Northern Tablelands camping, hunting and foraging in areas largely defined by the natural features and resources of the land. A midden at Woolgoolga Lake suggests there was significant Aboriginal occupation of the area with the headlands, beaches, estuary and creeks providing an abundant source of food. The name Woolgoolga is derived from the Gumbaynggirr word for the Lilly Pilly. The commencement of European settlement in the area in the 1840's brought significant change with the farming, fencing and subdivision of the land. Today the Garby elders are entrusted with the task of maintaining and passing on traditional knowledge to future generations.<sup>1</sup>

By the 1870's there were substantial impacts from European settlement. Access was opened up from the north via the Clarence River Valley and proclamation of Woolgoolga as a town appeared in the NSW Government Gazette in 1888. The earliest interest in the area had been for grazing but a focus on timber getting in the valuable north coast hardwood forests in the late 1800's and early 1900's resulted in the establishment of sawmilling operations at Woolgoolga Beach.

The isolation of the settlement created a heavy reliance on shipping for transport and lead to the successive construction of three jetties to facilitate the transport of timber and agricultural produce. The largest of these jetties, which was built with government funding, had its land base at the present site of the surf club and was around 450 metres in length. This gave Woolgoolga the status of a port with a capacity to service the requirements of the timber, sugar and banana industries. For a period of 50 years this was the stimulus for the growth and development of the town, however, improvements to the port facilities at Coffs Harbour eventually made the jetty redundant and lead to its demolition in the 1950's. The mooring buoys on the corner of Wharf and Beach Streets have been a local landmark since 1958 and are a reminder of the maritime history that is associated with Woolgoolga.

Prior to the reservation and gazettal of the land for the purposes of public recreation and resting place in 1931 much of the main beach park and adjacent areas close to the jetty were used for industrial and commercial purposes. Timber getting activities and tram and railway lines and then roads linked this area to the Woolgoolga village and the hinterland. Old plans of the reserve show a tram line leading from the Esplanade (now Hoffmeier Close) north to a storage depot. This area is now dissected by Lake Road and on the north eastern side supports regenerating dune vegetation.

<sup>1</sup> Fact Sheet 1, Gumbaynggirr Nation, Arrawarra Sharing Culture

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The removal of the jetty had a substantial impact on the town's economy and in the following years tourism was more actively promoted. The key attraction was the safe beach and when a camping reserve was established on the site it proved to be very popular. The area that was formerly the head of the jetty became the site for the Surf Life Saving Club which traces its beginnings back to 1932. The first Surf Carnival was held on Boxing Day of that year. The present clubhouse was constructed in the 1950's and officially opened in October 1959 with various alterations and minor additions to the building since that time.

The commercial and industrial activities continued alongside the use of the beachfront areas for recreational pursuits. Aerial photographs dating back to 1943 show clearings behind the beach for camping and day visitation.

In the late 1960's the development of the caravan park at Woolgoolga Beach was formalised with the addition of improved facilities and the area was set aside more specifically for campers and caravanners. The development of facilities in the Woolgoolga Lakeside Caravan Park occurred in the late 1950's.

Thus Woolgoolga Beach Reserve comprises a number of public reserves that were gazetted at different times and for a variety of public purposes. This occurred as land use requirements and the public interest changed over time. The creation of the Reserve demonstrates the foresight of early planners, officers of the Crown, interested community members and visitors in ensuring the Woolgoolga peninsular area was held in trust for the community as public land.

**3 STATUTORY FRAMEWORK****3.1 INTRODUCTION**

This Draft Plan of Management has been prepared in accordance with the *Crown Lands Act 1989*, to provide a framework for the future management, use and development of the Woolgoolga Beach Reserve. Other legislation including environmental planning policies as well as guidelines and strategies also require consideration especially where any new development proposals are contemplated.

**3.2 CROWN LANDS ACT 1989**

The objectives and principles of Crown land management are listed in Sections 10 and 11 of the *Crown Lands Act, 1989* and form the starting point for the preparation of Draft Plans of Management. The principles of Crown land management are that:

- Environmental protection principles be observed in relation to the management and administration of Crown land;
- The natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible;
- Public use and enjoyment of appropriate Crown land be encouraged;
- Where appropriate, multiple use of Crown land be encouraged;
- Where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity; and
- Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State consistent with the above principles.

The *Crown Lands Act 1989* and existing policy for the management of Crown land encourages the appropriate commercial use of Reserved Crown land. Appropriate commercial activity can not only meet the needs of public users of a reserve but also generate the financial means required to manage and improve the Crown Reserve system generally. It should be noted that it is a specific requirement of the Act that the proceeds of commercial undertakings on reserved Crown land be spent on the management of reserved Crown land.

Part V of the Act provides that a Council may be appointed as a corporation to manage a Crown reserve. Some of the main provisions of Part V of the Act as they relate to a Council's on-going management are:

- With the Minister's consent, Council as trustee may sell, lease, license or grant an easement or license etc. over part or the whole of a reserve;
- The Act does not prescribe the length of leases or licenses of reserved land;
- The Minister may direct how the proceeds of sale, lease or license is applied;
- If a reserve trust is acting in good faith in its management of the affairs of the reserve trust the liability of its members is safeguarded; and
- The Minister responsible for the Crown Lands Act or the reserve trust (with the agreement of the Minister) may prepare a Plan of Management for the reserve.



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Reserve trusts have a statutory responsibility to manage land in the public interest and to achieve the Principles and Objects of Crown Land Management as defined by the Act. The focus of a reserve trust's activities in relation to land under its control is generally defined by the public purpose(s) of the reservation. Where a Plan of Management has been adopted by the Minister for Lands the trust is required to implement the actions described in the Plan. In the absence of a Plan of Management the detail of how a reserve is developed and used is a matter for the trust provided always its actions are consistent with the purpose of the reservation and in conformity with the relevant requirements of the Act. Money generated from commercial activities on the reserve must be spent on the management or development of the reserve although the Minister may direct that money is applied for the improvement of other reserves.

**3.2.1 Crown Lands (General Reserves) By-law 2006**

The By-law provides a regulatory framework for the general conduct of the affairs of Reserve Trusts including meeting procedures, maintenance of records and accounts and general provisions in relation to the use of the reserve. Division 1 of the By-law has provisions with respect to public access, fees and charges, permitted and prohibited conduct and penalties that may be applied in the event of a breach. Schedule 1 of the By-law lists the reserves to which the By-law applies and Woolgoolga Beach Reserve is included in the schedule.

**3.3 ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979**

The *Environmental Planning and Assessment Act 1979 (EP&A Act)* provides the statutory basis for the development consent process in New South Wales. Section 79C of Part 4 of the *EP&A Act* outlines the factors that a Council must consider when assessing a Development Application. These include:

- any environmental planning instrument;
- any draft environmental planning instrument that has been placed on public exhibition and details of which have been notified to the consent authority;
- any development control plan;
- the Regulations;
- the likely impacts of the development, including environmental impacts on both the natural and built environment, and social and economic impacts on the locality;
- The suitability of the site for the development;
- any submissions made in accordance with the Act or the Regulations; and
- the public interest.

The Act has a range of other provisions that may take effect depending upon the nature of a development proposal and the issues that may be encountered. In recent times the Act has also been amended by the introduction of a new Part known as Part 3A (this is discussed further below) as well as new provisions dealing with methods of assessment and consent authorities.

**3.4 RELEVANT ENVIRONMENTAL PLANNING INSTRUMENTS****3.4.1 NSW Coastal Policy 1997**

The *NSW Coastal Policy 1997* was released by the New South Wales Government to replace the 1990 Coastal Policy. The stated purpose of the Policy is:

*The main challenge for the Government and the community in the coastal zone is to provide for population growth and economic development without putting the natural, cultural and heritage values of the coastal environment at risk. In recognition of this challenge, the Coastal Policy incorporates the principles of ecologically sustainable development (ESD) into coastal planning. ESD aims to ensure that development occurs in such a way that the ecological processes on which life depends are maintained.*

The definition of the coastal zone takes in areas within one kilometre of the ocean, as well as an area of one kilometre around coastal lakes, lagoons, islands, estuaries and rivers. The Policy addresses a number of key coastal themes including:

- population growth in terms of physical locations and absolute limits;
- coastal water quality issues, especially in estuaries;
- disturbance of acid sulfate soils;
- establishing an adequate, comprehensive and representative system of reserves;
- better integration of the range of government agencies and community organisations involved in coastal planning and management;
- indigenous and European cultural heritage; and
- integration of the principles of ESD into coastal zone management and decision making.

The Policy sets out a hierarchy of goals, objectives and strategic actions which include an emphasis on improving water quality and maintaining public access to the coastline.

The Coastal Policy proposes a range of management planning approaches including catchment management plans be implemented in consultation with relevant agencies to ensure sustainable development and use of natural resources occurs in harmony with the protection of the environment. A Plan of Management under the Crown Lands Act 1989 is one of the most valuable management tools available to implement the Policy.

**3.4.2 State Environmental Planning Policy No. 21 – Caravan Parks**

In 1986 the Government made changes to the prevailing legislation to allow both short-term and long-term accommodation to occur in caravan parks by way of moveable dwellings. This brought about a wider definition for caravan parks.

*State Environmental Planning Policy No. 21 – Caravan Parks (SEPP 21)* was prepared in order to ensure that this wider meaning applied to all relevant planning instruments whether existing or proposed. In essence the SEPP stated that where caravan parks are a permissible land use they will take on this wider meaning.

In addition, the Policy makes development consent mandatory for all new caravan park proposals regardless of local instruments. Councils are also required to have regard to the impact of new long and/or short-term dwelling sites on residential and tourism land uses and operations in their local area.

A key element of the Policy is found in Clause 8, sub-clause (4A). The clause removes the effect of any other environmental planning instrument and the need for a development application with respect to the installation of moveable dwellings on land approved for use as a caravan park.

### **3.4.3 State Environmental Planning Policy No 44**

*State Environmental Planning Policy No 44 – Koala Habitat Protection* seeks to protect koala habitat by requiring a plan of management for all developments in core koala habitat and by encouraging core koala habitat to be included in environment protection zones in LEPs. The adoption of a Comprehensive Koala Plan of Management that covers the entire Coffs Harbour Local Government Area implements a consistent approach and replaces the requirement under SEPP 44 for proposed developments in the LGA to address koala issues in individual plans.

### **3.4.4 State Environmental Planning Policy No .71**

*State Environmental Planning Policy No 71 – Coastal Protection (SEPP 71)* was introduced in October 2002 as part of the NSW Government's Coastal Protection Package. SEPP 71 applies to the coastal zone of the State as defined in the Coastal Protection Act 1979. The Policy gives statutory force to some of the elements of the *NSW Coastal Policy 1997* and makes the Minister for Planning the consent authority for certain developments. The Policy also defines a category of sensitive coastal locations. Finally, the Policy identifies master plan requirements for certain developments in the coastal zone.

While the policy primarily comes into consideration when a development application is submitted for determination the objectives and general principles established in the SEPP should be recognised as relevant to any coastal planning exercise. The objectives of SEPP 71 are:

- a) *to protect and manage the natural, cultural, recreational and economic attributes of the New South Wales Coast, and*
- b) *to protect and improve existing public access to and along coastal foreshores to the extent that this is compatible with the natural attributes of the coastal foreshore, and*
- c) *to ensure that new opportunities for public access to and along coastal foreshores are identified and realised to the extent that this is compatible with the natural attributes of the coastal foreshore, and*
- d) *to protect and preserve Aboriginal cultural heritage and Aboriginal places, values, customs, beliefs and traditional knowledge, and*
- e) *to ensure that the visual amenity of the coast is protected, and*
- f) *to protect and preserve beach environments and beach amenity, and*
- g) *to protect and preserve native coastal vegetation, and*
- h) *to protect and preserve the marine environments of New South Wales, and*
- i) *to protect and preserve rock platforms, and*

- j) *to manage the coastal zone in accordance with the principles of ecologically sustainable development (within the meaning of section 6(2) of the Protection of the Environment Administration Act 1991), and*
- k) *to ensure that the type, bulk, scale and size of development is appropriate for the location and protects and improves the natural scenic qualities of the surrounding area, and*
- l) *to encourage a strategic approach to coastal management.*

Clause 8 of the Policy establishes a list of the matters that a consent authority must take into consideration in assessing developments in the coastal zone.

### **3.4.5 State Environmental Planning Policy – Major Development and State Environmental Planning Policy (State and Regional Development) 2011**

*State Environmental Planning Policy (Major Development) 2005* commenced on 29<sup>th</sup> July 2005 and underwent a substantial revision which came into effect on 1<sup>st</sup> July 2009. Further amendments were made in 2011. The purpose of the Policy was to identify projects to which the development assessment requirements under Part 3A of the Act should apply and to set out the functions of Regional Planning Panels in determining specified development applications.

The changes which occurred in 2011 relate to the removal of Part 3A from the *EP&A Act* and consequently the SEPP now only contains some basic transitional provisions related to that previous regime. *State Environmental Planning Policy State and Regional Development (SRD) 2011* commenced when Part 3A of the Act was repealed.

Among other things this Policy establishes what types of development constitute State Significant Development (SSD), State Significant Infrastructure (SSI) as well as Regional Development (in conjunction with Schedule 4A of the EP&A Act).

A review of the Policy highlights that for tourist caravan park development to be classified as State Significant Development the site has to be classified as a sensitive coastal location, the capital investment value (CIV) of the work must be \$10 million or more and the facility must be considered to be a tourist related facility which is other than a 'commercial premises'.

The capital investment value for a project is determined to be the cost of establishment of the facility. In the case of a caravan park this value excludes components such as cabins. The facility comprises the creation of the infrastructure which includes the short term dwelling sites and all services but cabin accommodation is viewed as 'discretionary spending' as the sites can be utilised with or without cabins.

It is also possible that the proposed development work could constitute Regional Development. This occurs by way of Schedule 4A of the *EP&A Act* coupled with the provisions of the SEPP. The Schedule indicates that development with a capital investment value of more than \$20 million is classified as Regional Development and is determined by a Joint Regional Planning Panel. Similarly, a Crown Development (a particular type of development) having a capital investment value of more than \$5 million is classified as Regional Development and is determined by a Joint Regional Planning Panel.

The development program proposed as part of this Plan of Management for the Woolgoolga Beach Holiday Park does not fall within the various provisions of the *State and Regional Development SEPP* outlined above.

### **3.4.6 State Environmental Planning Policy (Infrastructure) 2007**

*State Environmental Planning Policy (Infrastructure) 2007* provides that certain types of works do not require development consent under Part 4 of the *EP&A Act*. However, it does not prevail over *SEPP 14 – Coastal Wetlands*, *SEPP 26 – Littoral Rainforests* or *SEPP State and Regional Development* where there are inconsistencies. Further, the Infrastructure SEPP does not remove the requirement to obtain consent from the Minister in relation to State Significant Development.

Clause 20 of *SEPP (Infrastructure)* provides that a range of works are “exempt development” when carried out on behalf of a public authority. These works are itemised in Schedule 1 of the SEPP and include paths and ramps for disabled access, fencing, small decks, prefabricated sheds of up to 30 m<sup>2</sup> in area, retaining walls up to 2m in height, landscaping including paving and access tracks, minor external and internal alterations to buildings, open car parks (size is not specified) and demolition of buildings covering an area of up to 100m<sup>2</sup>.

Clause 65 (2)(d) of the Policy provides that in respect of land reserved within the meaning of the *Crown Lands Act 1989*, development can be carried out without consent by or on behalf of the Director-General of the Land and Property Management Authority, a trustee of the reserve or the Ministerial Land Corporation, or an administrator of the reserve if the development is for purposes of implementing a plan of management adopted for the land. It should be noted that where this occurs, a review of environmental factors (REF) under Part 5 of the Act is usually undertaken.

Clause 65 (3) of the Policy provides that development for any of the following purposes may be carried out by or on behalf of a council without consent on a public reserve under the care and control or vested in Council;

- (a) roads, cycleways, single storey car parks, ticketing facilities and viewing platforms;
- (b) outdoor recreational facilities, including playing fields, but not including grandstands;
- (c) information facilities such as visitors’ centres and information boards;
- (d) lighting, if light spill and artificial sky glow is minimized in accordance with *AS/NZS 1158: 2007 Lighting for Roads and Public Spaces*;
- (e) landscaping, including irrigation schemes (whether they use recycled or other water)
- (f) amenity facilities;
- (g) maintenance depots;
- (h) environmental management works.

Pursuant to the provisions of Clause 66(2) a number of additional works may be able to be undertaken as exempt development on a Crown reserve where a plan of management has been adopted.

Clearly the provisions of this SEPP are relevant to the future implementation of this Plan of Management as

well as to the Trust's ongoing management of the Reserve lands.

### **3.4.7 Coastal Reforms**

The Department of Planning together with the Office of Environment and Heritage has drafted a new coastal management framework. The proposed framework has been formulated to respond appropriately to existing and emerging coastal challenges and opportunities and seeks to enable communities to live and work on a healthy coast now and into the future. A suite of documents including the following has been released for public consultation and comment;

- a draft bill for a new Coastal Management Act
- a draft Coastal Management Manual for use by coastal managers in councils
- a draft explanatory paper for a new Coastal Management State Environmental Planning Policy.

The consultation period ran until 29 February 2016 and the government sought input and feedback from coastal stakeholders, the general public, and interested community groups. A report on the outcome of the consultation is yet to be provided.

### **3.5 COFFS HARBOUR LOCAL ENVIRONMENTAL PLAN 2013**

The *Coffs Harbour Local Environmental Plan 2013* (LEP 2013) was made on 27 September 2013. It has replaced (repealed) *Coffs Harbour City Local Environmental Plan 2000* and *Coffs Harbour City Centre Local Environmental Plan 2011*. LEP 2013 is made up of a written document and maps and is designed in accordance with requirements of the State Government's Standard Instrument template. See Figure 02 on page 28 for areas covered by the relevant land-use zones and Appendix 2 for the respective land-use zone provisions.

Under the Plan a majority of the reserve is covered by Zone RE1 Public Recreation which allows "caravan park" as a land-use that is permissible with consent. An area in the south west corner of the Woolgoolga Beach Holiday Park is Zone R1 General Residential which also allows "caravan park" as a land-use that is permissible with consent. The land which is the current site of the Woolgoolga Surf Life Saving Club is zoned RE 2 Private Recreation. The southern section of Woolgoolga Beach which is part of the reserve is zoned W2 Recreational Waterways.

Clause 5.10 deals with Heritage Conservation with specific items listed and described in Schedule 5 of the LEP. There are no listed heritage items within Reserve 63076 for Public Recreation and Resting Place, however, the buoys on the corner of Wharf Street and Beach Street which are located in the road reserve immediately adjacent to the Holiday Park are listed in Schedule 5 of LEP 2013.

Pursuant to Clause 7.4 of the LEP the entire reserve is identified as "biodiversity" on the Terrestrial Biodiversity Map. The objective of this clause is to maintain terrestrial biodiversity by protecting native fauna and flora, protecting the ecological processes necessary for their continued existence and encouraging the conservation and recovery of native fauna and flora and their habitats.

Between March and May 2015, Council publicly exhibited a Planning Proposal that looks to include a Coastal Planning clause and associated mapping in LEP 2013. The entire reserve falls within the mapped

area and is therefore affected by the proposed clause. The objective of the clause is to ensure development in the foreshore area will not impact adversely on natural coastal processes or adversely affect the significance and amenity of the area.

### **3.6 COFFS HARBOUR DEVELOPMENT CONTROL PLAN 2015**

This Development Control Plan applies to all land that is covered by LEP 2013. The Plan supplements the provisions of the LEP by way of more detailed planning and design guidelines. The DCP is made up of eight themed parts which outline development guidelines relevant to each component.

The objectives of the DCP address environmental, social and economic sustainability and civic leadership with a view to ensuring development assessment meets the aims of the Coffs Harbour 2030 Plan and is transparent, consistent and accountable.

Chapter D5 establishes a number of Tourist Development Controls. Chapter E2 of the DCP includes provisions relating to coastal hazards. The chapter is currently deferred pending the outcome of the Planning Proposal referenced in Section 3.5 above. The proposed chapter contains detailed mapping and development controls that will apply to proposed development located seaward of any Hazard Line shown on the associated mapping.

### **3.7 LOCAL GOVERNMENT ACT 1993**

While *the Local Government Act 1993* contains a range of provisions that have relevance to the management and improvement of the Reserve, an aspect of particular importance is the approval requirements for the operation of caravan parks that flow from Section 68 of the Act.

Section 68 of the Act requires the owner or manager of a caravan park to seek an approval from Council to operate a caravan park and, in certain circumstances, the prior approval for the installation of moveable dwellings. Council can impose conditions on the operation and structure of a caravan park. The current Section 68 Approval to Operate for Woolgoolga Beach Holiday Park is included at Appendix 1.

#### **3.7.1 Local Government (Manufactured Homes, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005.**

This Regulation contains standards for the development and operation of caravan parks and addresses technical planning and design standards with respect to site types, setbacks from roads, boundaries and facilities, site coverage, road dimensions, provision of amenities, installation of moveable dwellings and the like.

Clause 74 of the Regulation provides that the prior approval of a council is not required for the installation of a relocatable home or an associated structure on a dwelling site within a caravan park so long as it is designed and constructed in accordance with the requirements of the regulations. This exemption is modified by Clause 75 which requires prior approval of Council for installation of or modification to a relocatable home, rigid annex or associated structure on flood liable land.

**3.7.2 Changes to the Planning and approval Process for Manufactured Homes and Estates, Caravan Parks and Camping Grounds.**

In 2015, the Department of Planning in consultation with the Office of Local Government prepared a Discussion Paper to seek feedback on proposed improvements to the existing planning and approval framework which has remained relatively unchanged for over 20 years. The Discussion Paper was made available for public comment from 2 November 2015 to 14 December 2015.

The proposed improvements aim to:

- simplify and streamline the planning and approval process;
- balance short-term tourist accommodation needs and long-term residents' needs; and
- improve the design, location and amenities of future developments.

The key objective of the review is to simplify the approvals pathway, reduce red tape and respond to the changing nature of these industries. The existing controls rely on a "dual system". The discussion paper proposes that the current dual system of consents and approvals is streamlined and incorporated into the planning system. This approach will mean unnecessary controls from the existing framework will be removed without compromising important outcomes such as the provision of a variety of residential accommodation options and maintaining building and safety requirements. This will reduce duplication, and simplify approvals and compliance processes. At this stage the government has not introduced draft legislation, however, action will be required in the near future as the existing Local Government Regulation (see 3.7.1 above) is scheduled to be automatically repealed in September 2016.

There will be no impact on residents living in existing manufactured homes and estates, caravan parks, and camping grounds. Tenancy and management issues are set out in the laws administered by Department of Fair Trading and described briefly in Section 3.9 below.

**3.8 RURAL FIRES ACT 1997 – refer to Figure 02.**

Amendments to the *Rural Fires Act 1997* have led to the mapping of bush fire prone lands and a requirement for development proposals to respond to the requirements of the "*Planning for Bushfire Protection 2006*" Guidelines. In addition, the Act now defines a number of different land uses including tourist accommodation within the category of "special fire protection purpose". Development proposals coming within this category need to respond to a more restrictive set of requirements in the guidelines.

Bushfire Prone Land mapping found on the Coffs Harbour City Council web site indicates that the vegetated area running north-south along the Lake Road peninsula and portions of the Lakeside Holiday Park is designated as fire prone land. Where this designation occurs and a proposed development is for a special fire protection purpose, a bushfire safety authority must be obtained from the Rural Fire Service. This is achieved by way of a report prepared by a bushfire specialist that usually accompanies and is assessed as part of the development application.





**LAND USE ZONING - COFFS HARBOUR LEP 2013**  
 REPRODUCED FROM LAND ZONING MAP - SHEET LZN\_005F

**ZONING - COFFS HARBOUR LEP 2013**

- R1 - GENERAL RESIDENTIAL
- RE1 - PUBLIC RECREATION
- RE2 - PRIVATE RECREATION
- W2 - RECREATIONAL WATERWAYS
- SECONDARY KOALA HABITAT



**BUSHFIRE PRONE LAND**

**BUSHFIRE PRONE LAND**

- CATEGORY 1
- CATEGORY 2

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**3.9 RESIDENTIAL (LAND LEASE) COMMUNITIES ACT 2013**

The Government has replaced the Residential Parks Act 1998 with a new Act which responds better to the needs of both home owners and operators. The Residential (Land Lease) Communities Act 2013 commenced on 1st November 2015. The Act provides appropriately for home owners while recognising the needs of operators to develop and sustain efficient and effective business operations. Key reforms include:

- new rules of conduct for operators and sanctions for non-compliance;
- mandatory education for all new operators;
- a community-based approach to dealing with increases in site fees;
- improved processes for making, amending and enforcing community rules;
- new arrangements for disclosure of information to prospective home owners; and
- new rules to clarify and streamline the process for owners selling their home on site.

**3.10 THREATENED SPECIES CONSERVATION ACT 1995**

The *Threatened Species Conservation Act 1995* is the main legislation protecting threatened species of fauna and flora in NSW. The Act and the *Threatened Species Conservation Regulation 2002* contain a comprehensive framework for listing threatened species. Individual species, populations and ecological communities may be listed under the legislation once a point is reached where there is an identifiable level of endangerment including “vulnerable”, “endangered” and “critically endangered”. The legislation also has a role in improving the identification, conservation and recovery of threatened species and reducing the threats faced by those species.

**3.11 POLICIES AND GUIDELINES**

The following non-statutory policies and guidelines are relevant to the implementation of this Plan of Management. It is expected that the management of the Reserve will review policies and guidelines as they are updated or changed and will modify operational and development activities accordingly.

**3.11.1 Sea Level Rise**

In September 2012 the NSW Government made a number of significant changes to way in which the planning and development on the coast is managed. As part of the reform package the 2009 NSW Sea Level Rise Policy Statement was withdrawn with a view to providing greater flexibility in considering local conditions in the determination of future hazards and preparing coastal management plans. The key components of the first stage of the NSW Government’s coastal reforms have;

- Removed the recommendations in regard to statewide sea level rise benchmarks;
- Given support to local councils in the determination and adoption of projections with specific relevance to the local conditions;
- Provided clarity with respect to the preparation and issue of Section 149 planning certificates; and
- Made it more straightforward for landholders to install temporary works to reduce the impacts

of erosion.

Coffs Harbour City Council has developed a range of policies and programs that allow for ecologically sustainable growth in coastal areas while addressing the risk to life and property from coastal hazards and flooding. This Plan of Management will provide a planning framework for the next five to ten years for Woolgoolga Beach Reserve and it is anticipated that as the accuracy of sea level rise projections improve over time the Plan may need to be reviewed. Most of the existing infrastructure of the Reserve and the Holiday Park has a short to medium term design life or remaining life. New development will be engineered to meet the requirements of the Council's planning and regulatory controls with respect to coastal development.

### **3.11.2 Crown Lands Caravan Park Policy**

The Crown Lands Caravan Parks Policy was issued in 1990 by the former Department of Lands. The primary impetus for the creation of the Policy was to address issues of long-term residency, the numbers of holiday vans and to improve the appearance and management of caravan parks. The Policy establishes policies, objectives and strategies relevant to the future management and development of caravan parks on Crown land in NSW.

The objectives of the Crown Lands Caravan Parks Policy are:

- a. to develop a caravan park and camping ground system on Crown land which meets the needs of the community and provides a range of facilities for short-term use, long term use and camping.*
- b. to manage caravan parks on Crown land in an environmentally acceptable manner, to provide for the protection of important scenic, natural and cultural resources consistent with the objects and principles of the Crown Lands Act, 1989.*
- c. to ensure that caravan parks and camping grounds on Crown land are managed in a way that provides appropriately for the recreational and social needs of the community.*
- d. to encourage the entrepreneurial management of caravan parks on Crown lands in order to provide the community with an appropriate standard of facility and the government with an optimum financial return for the land it provides.*

It is clear, particularly from objective (d) above, that the intent of the Crown Land Caravan Parks Policy is that there will be a commercial orientation in the management of Crown caravan parks. However, this objective is one of a set of objectives of equal weight and therefore matters of environmental and community need must be addressed alongside financial considerations.

### **3.12 LOCAL PLANS, POLICIES AND STRATEGIES**

Coffs Harbour City Council has a range of other controls, policies, guidelines and strategies in place. These take the form of masterplans, studies, management plans, development guidelines and the like. Depending upon the proposed activities, works or development proposals that emerge in the Reserve over time a number the following documents are among those that may require consideration;

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- Coffs Harbour 2030 Plan is a strategic plan for the entire local government area which has an emphasis on sustainability and the value of the area's natural environment and its significance to the community;
- Council's Delivery Program and Operational Plan, which sets overall objectives and performance targets for activities, budgets and other issues relating to open space and recreation management;
- Coffs Harbour Coastal Reserves Plan of Management (2000)
- Coffs Harbour Recreation and Open Space Strategy;
- Coffs Harbour Regional Vegetation Management Plan and the Coffs Harbour Vegetation Study 1996;
- Class 5 Vegetation Mapping, 2012;
- Coffs Harbour Koala Plan of Management 1999;
- Coffs Harbour Waterways Catchment Management Committee Strategic Plan 1997;
- Coffs Harbour Biodiversity Action Strategy 2012- 2030;
- Coffs Harbour Heritage Study 2015 - this document was publicly exhibited from 4 February to 6 March 2015. The document was reported to Coffs Harbour Council in April 2016. Parts 1 and 2 of the final document were adopted by Council. Council noted the findings of Parts 3-5 of the document and is proceeding to undertake further heritage analysis of certain sites, for possible consideration for future statutory heritage listing.
- Bushfire Management Plans;
- Council policies (facilities for people with disabilities, dogs, horses, vehicles on beaches, etc.); and
- Social and cultural plans.

The following sub sections provide a brief outline of some key documents that have specific relevance.

**3.12.1 Coffs Harbour 2030 Plan, 2009**

Coffs Harbour 2030 Plan is a strategic plan for the community of Coffs Harbour. It establishes the Vision for Coffs Harbour and sets out to identify the goals and strategies to achieve the Vision. The Vision is stated as: *"Coffs Harbour is a model of sustainable living. We value, respect and protect our natural environment and acknowledge that it sustains us and future generations. We work together to live sustainably. We have respect for, and learn from, our diverse communities of many ages and cultures. We are healthy, caring and actively engaged in our communities. We move around safely, easily and sustainably. Our economy is strong and diverse and our businesses are leaders in innovation and sustainability. We value all people and use the goodwill in our community to build a better future for our children. We think globally and act locally."*

The 2030 Plan is modelled around five key themes, three of which have relevance to Woolgoolga and therefore this Plan of Management. The relevant themes are: Learning and Prospering; Places for Living; and Looking after our Environment.

In summary, **sustainable tourism** is identified in the Plan as a key market with capacity to supply rewarding employment opportunities that will underpin a strong and diverse local economy through sustainable business models and practices. Innovative and sustainable building design is seen as central to a built

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environment tailored for sustainable living. It is envisaged that the creation of urban spaces and the development of inviting harbour and foreshores will result in a strong sense of community, identity and place and as well as being a focal point for the city and people. The plan aims to protect and expand public spaces and facilities that are accessible, safe and child friendly. The reduction of the city's ecological footprint and responsible management of the natural assets will be achieved through the implementation of land use policies and practices that endeavour to conserve and restore the region's unique environment and biodiversity values.

**3.12.2 Coffs Harbour City Council Open Space Strategy 2010 – “Connecting Parks and People”**

With over 250 public reserves managed by Council, the Open Space Strategy aims to guide the planning, development and management of the public open spaces and detail Council's intent in relation to the protection, development and management of its open space network.

It is considered that the extensive and diverse array of open space is an asset of the Coffs Harbour community that enhances the lives of all residents but is also seen as valuable to the wider community of NSW. As stated in the City's 2030 plan, it is the vision of the City that the creation of open spaces and the development of inviting harbour and foreshores will result in a strong sense of community, identity and place and as well as being a focal point for the city and people.

The plan proposes the introduction of a *Capital Works Prioritisation Framework* that will assist the Council to assess, evaluate and prioritise nominated open space improvement projects against a set of weighted recreation needs and benefits criteria as well as its 'readiness to proceed'.

The Strategy endeavours to respond to the impact of high visitation to foreshore areas and an increasing community expectation on the quality and design of public areas, changes in population distribution and the resulting changes in the use of open spaces and influence of environmental changes which have or will impact on the natural environments.

The Open Space Strategy aims to achieve the following outcomes;

- Keep pace with the open space demands of a growing city;
- Improve community health & wellbeing;
- Provide for social and family recreation;
- Provide a diverse, equitable and accessible network of open space and opportunities;
- Protect biodiversity and key habitats;
- Respond to forecast climate change;
- Provide sustainable and cost effective management;
- Promote partnerships and community engagement; and
- Optimise sporting opportunities.

In relation to Woolgoolga (identified as Precinct 2), the following actions are identified;

- Investigate a new location for an upgraded Skate Park in Woolgoolga.

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- Improve swimming and non-motorised water craft opportunities at Woolgoolga Lake.
- Provide for events including theatre, music and arts in public open space at appropriate times.
- Create a connected open space network that can fulfil a range of functions including social and family recreation.
- Pursue, where practical, the dedication of key lands as public open space performing habitat and/or corridor functions that will add value to existing open space, in conjunction with any residential development of lands identified in Council's current urban growth strategies.
- Consult with LPMA/Reserve Trust regarding consideration of the addition of Woolgoolga Beach Reserve to the Coffs Coast State Park.
- Develop a Master Plan for the Woolgoolga Beach Reserve and embellish to a **District Social Family Space** through redesign and provision of facilities for wider age ranges, paths, picnic facilities, car parking & amenities.
- Work with relevant agencies to effect road closure at Lakeside reserve and reclassification to Public Reserve. Upgrade to a **local Social Family Recreation (SFR) space**, with improved play space, picnic facilities and landscaping. Investigate options for redressing erosion problems. Rationalise and improve car parking.
- Formalise walkway around Woolgoolga Headland, as part of Solitary Islands Coastal Walkway.

The attributes of a **District Social Family Space** are:

- Meeting place; shade and shelter, seating and drinking water, access to nature, all accessible to people with a disability.
- Some areas to have picnic/BBQ, toilets, additional facilities might include skate facilities, free access tennis & basketball courts etc.
- Some to have irrigated green lawns, formed path (not necessarily sealed) and lights and rubbish collection system.
- Mix of 4 or more recreation activity areas catering for broad cross sections of the community;
- Incorporation of natural features for play.
- Inclusive of people with disabilities;
- Car parking provided in addition to on road parking;
- "Play" provisions also apply;
- Preferably minimum size 2 hectares. Provision of toilets;
- Integration with existing walkways/cycle ways and link to off road trail networks.

While there are some additional facilities proposed for the Woolgoolga Beach Reserve the area adjacent to the Town Centre already has a majority of the characteristics and the facilities identified in the Strategy as being the attributes of a "District Social Family Space". A key focus for the ongoing improvement of the space will be improvements to the facilities and accessibility for people with disabilities.

**3.12.3 Coastal Zone Management**

Council has completed all three stages of the coastal zone planning process. The relevant documents are;

- **Coffs Harbour Coastal Processes and Hazard Definition Study.** The Study provides a technical assessment of the possible threats posed by climate change, extreme weather and sea level rise. The study uses the NSW Government's scientific guidelines and forecast sea level rise and investigates the coastal processes occurring along the Coffs Harbour LGA coastline and the extent of the coastal hazards that are likely to arise from these processes. The Study identifies the likelihood of either coastal erosion or coastal inundation during extreme weather at three different timescales - 'immediate', in the year '2050' and in the year '2100'. At each of these timescales, maps and hazard lines have been developed for the LGA that show erosion or inundation on the basis of 'almost certain', 'unlikely' and 'rare'; and
- **Coffs Harbour Coastal Zone Management Plan.** This Plan provides strategic guidance on coordinated, integrated and ecologically sustainable development of the coastline affected by coastal hazards. The Plan also establishes strategies for the protection of fragile coastal environments into the future. The Plan forms the basis for future management and strategic land-use planning of the coastal zone in the Coffs Harbour local government area to enable growth and development that minimises risk to the natural, cultural and heritage values of the coast.

Consultation was undertaken with the community during March 2012, including at Woolgoolga, to present the benefits and trade-offs that are relevant to the planning options and to establish an understanding of the community's preferences for the actions that have been proposed.

**3.12.4 Class 5 Vegetation Mapping, 2012**

In December 2012 Council adopted the Class 5 Vegetation mapping layer (Version 1.1 2012) and associated documents which detail and illustrate the vegetation communities of the Coffs Harbour local government area. For the first time, all Coffs Harbour vegetation communities have been consistently classified and mapped across the entire local government area. This will provide information on the type and extent of vegetation communities in the Council area and enable the identification of threatened ecological and vegetation communities that are under-represented in the reserve system. It will also facilitate comparisons of vegetation community distribution and extent across the local government area.

The development of the 'Class 5' vegetation map is a multi-agency initiative supported by Coffs Harbour City Council, the Office of Environment Heritage and the Northern Rivers Catchment Management Authority. It is anticipated the fine-scale vegetation map will be adopted by a range of end-users and natural resource managers and be considered the 'benchmark' for vegetation assessment in Coffs Harbour.

Large areas of rainforest and wet sclerophyll forest are mapped in the west and south of the local government area across the fertile areas of the eastern Dorrigo Plateau, escarpment ranges and the upper reaches of the Orara and Bucca valleys. In contrast, much of the sandstone and coastal landscapes in the north support large stands of dry sclerophyll forest, heathlands and forested wetlands. Overall, the variety

of soil moisture gradients, geologies and altitudes support a diverse array of vegetation communities. The coastal areas have the most complex vegetation patterns with this being reflected in the number of communities mapped in those areas.

### **3.12.5 Coffs Harbour Coastal Reserves Plan of Management 2000**

This Plan was prepared to guide the future management, use and development of coastal Crown reserves for which Coffs Harbor City Council is the appointed Corporate Manager of the Reserve trust. The Plan incorporates and supplements the existing Plan of Management for the Woolgoolga Lake Reserve and provides guidance with respect to the management of the estuary, dune system and headland. The Plan specifically excludes Woolgoolga Beach Reserve because it was managed by a Community Trust at the time the Plan was prepared. However, many of the proposed strategies and management actions included in the Plan are relevant with some having a direct impact on land that is covered by this Plan.

### **3.12.6 Koala Plan of Management 1999**

The Koala Plan of Management was adopted in 1999 and aims to provide a consistent approach to koala management and planning throughout the Coffs Harbour City local government area. The Plan is a Comprehensive Koala Plan of Management pursuant to the provisions of SEPP 44. The Plan reduces the requirements in relation to assessments of koala habitat for new development proposals. Koala habitat has been defined and mapped in the Plan and specific management and planning guidelines established. Land within the Reserve on the western side of Lake Road has been identified and mapped as secondary koala habitat and development and management activities within the reserve must recognise the provisions and guidelines established in the Plan. Refer to Figure 02 on page 27 for area of secondary koala habitat.

### **3.12.7 Woolgoolga Town Centre Study 1996**

While this particular study was prepared some 15 years ago it has been a significant influence in determining the way in which Woolgoolga has developed over the past 10 years. A number of conclusions from the study have been reflected in Council's planning framework and have had an impact on development proposals and facilitated improvements to the commercial, traffic, residential and open space environments of Woolgoolga.

With respect to the Woolgoolga Beach Reserve the Town Centre Study strongly advocated the preservation and improvement of the facilities and opportunities the Reserve provides for residents and visitors. In particular, the study identifies the critical importance of tourism for the economic well-being of Woolgoolga and the significant role of caravan parks in the provision of tourist accommodation. While the study raised the possibility of relocating the Woolgoolga Beach Holiday Park to increase the supply of public open space it also outlined the negative impacts that could be associated with such a step. The Masterplan presented in the Study recommended a number of initiatives which impact on the Reserve and the facilities it provides including;

- The creation of a "pedestrian avenue" through the Reserve to link the Town Centre to the beach and form a "vista". This proposal required a reduction in the area of the Holiday Park and



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was in part predicated on a view that a new caravan park could be developed nearby to address the identified need to preserve the total provision of tourist accommodation; and

- Creation of a “market square” related to the area currently used by the WVSR for its monthly markets.

**3.12.8 Draft Woolgoolga Town Centre Masterplan**

In 2013 Coffs Harbour City Council commenced a Masterplan project to review and update the 1996 Woolgoolga Town Centre Study. The aim was to provide the strategic vision and implementation plan to guide development and investment in Woolgoolga for the next 20 years. Since 1996 Woolgoolga has undergone a number of changes and challenges with significant controversy over the location of a new major chain supermarket, the potential loss of trade with the construction of the Pacific Highway Bypass, and a tight economy. The project was focused on exploring opportunities and constraints to deliver:

- improved connections between the three business centres for pedestrians, vehicles, cyclists and public transport;
- better defined roles and points of difference for the three business centres;
- appropriate commercial and activation opportunities for commercially vibrant and attractive business centres;
- connections between the Town Centre and the beach / headland;
- welcoming gateways with a clear sense of arrival and orientation for tourists;
- opportunities for visitor destinations, activities and accommodation; and
- clear directions for urban built form and for desired future character.

In May 2014 the first consultation stage of the new Town Centre Masterplan was completed. Ideas raised in the first round of community consultation were reported to Council at its meeting of 8 May 2014.

Comments that were received relating to Woolgoolga Beach Reserve were recorded and passed on for consideration in relation to the finalisation of the Draft Plan of Management for the Reserve.

**3.12.9 Woolgoolga Design Review**

In January 2015 Council appointed consultants to undertake an independent review of the progress of the Town Centre Masterplan and its relationship to the issues addressed in this Draft Plan of Management. It had been recognised that there was an overlap between the documents and that there was an opportunity to insure the proposals for the Town Centre and the Beach Reserve were in harmony with one another, particularly with respect to the Beach Street and Wharf Street interfaces. The following objectives were adopted to guide the Design Review;

- Provide a peer review of the draft Plan of Management and preliminary draft Town Centre Masterplan within the engagement study area, taking into account exhibition and community feedback to date and Council’s Design Team comments;
- Examine whether there is scope to amend the Plan of Management and the Part B Implementation Strategy of the Masterplan to better realise community expectations, whilst at the same time recognising the requirements of Crown Lands for the Reserve;

**Attachment 3**

- Workshop with Council staff and Plan of Management consultants to make recommendations for a revised plan of the Plan of Management and Masterplan Part B Implementation Strategy within the engagement study area;
- Assist Council with preparation of a revised plan (with possible alternative options) for the engagement study area;
- Provide a Parking Analysis for inclusion in the Masterplan and to inform a review of the Woolgoolga Car Parking Developer Contributions Plan 2004; and
- Facilitate engagement with Councillors, stakeholders and community to achieve broad community and business acceptance of the revised Plan of Management and streetscape plans within the peer review study area.

The peer review exercise has specifically excluded any decisions with regard to the future of the Woolgoolga Surf Club building.

The recommendations that have emerged from the Review with respect to the proposals for the future improvement and management of the Woolgoolga Beach Reserve are outlined and discussed in Section 7 of this document.

**3.13 OTHER STATUTORY AND POLICY DOCUMENTS**

There are a number of other documents that are relevant to the ongoing management of the reserve or that have been considered in the preparation of this Plan including;

- *Marine Park Act 1997;*
- *Fisheries Management Act 1994;*
- *Water Management Act 2000;*
- *Native Vegetation Conservation Act 1999;*
- *SEPP No.14 – Coastal Wetlands;*
- *Environmental Conservation and Biodiversity Protection Act 1999;*
- Due Diligence Code of Practice for the Protection of Aboriginal Objects in New South Wales;  
and
- *Disability (Access to Premises - Buildings) Standards 2010, Disability Discrimination Act 1992.*

**3.14 SUMMARY**

The management, operation and development of the Woolgoolga Beach Reserve are subject to a number of statutory controls. It is a fundamental requirement of this Plan of Management that the Reserve Trust Manager will comply with the requirements of applicable legislation and regulations and seek to implement approvals and consents.

Government Departments and agencies also maintain policy and guideline material that may be relevant.

**4 EXISTING SITUATION****4.1 DEVELOPMENT AND FACILITIES**

There is a range of improvements located throughout the Reserve which have a significant capital value and contribute positively to the community's use and enjoyment of the Reserve. The following provides a summary of the nature and purpose of those improvements. For the purposes of this Draft Plan of Management the Reserve will be referred to in terms of five management units shown in Figure 03 on page 42;

- Headland;
- Woolgoolga Beach Public Open Space;
- Woolgoolga Beach Holiday Park;
- Dune System; and
- Lakeside.

**4.1.1 Headland**

The Woolgoolga Headland is at the south eastern extremity of the Reserve. The Headland is an exposed environment and supports dwarf heath vegetation communities. It is valued for its visual quality and prominence on the coastal landscape and for providing open and elevated locations with panoramic coastal views. The narrow section of the Headland on the northern side of Pollack Esplanade is part of Reserve 63076 for Public Recreation. While the area of land is small, there are a number of management issues to be addressed including erosion control, protection and restoration of native vegetation and the appropriate design and location of viewing facilities, signs and pedestrian access. The area is primarily accessed for walking despite the lack of suitable infrastructure. The Solitary Islands Coastal Walk (SLCW) is planned to be formalised in this location and final plans and funding are in place for commencement of the works in mid-2016.

**4.1.2 Woolgoolga Beach Public Open Space**

The southern end of Woolgoolga Beach and the adjoining areas of public open space are a major recreational focus for Woolgoolga and Coffs Harbour residents and visitors to the region. The beach is a dynamic natural system, subject to wave action, tidal influences and sand migration. Woolgoolga Beach also forms an important part of the marine fish habitat. Management issues relating to the beach include sometimes overlapping responsibilities of multiple management authorities, beach erosion, seaweed removal, bait collection, surf lifesaving and water safety, boat launching and boating safety, litter and access for dogs, horses, boats and vehicles.

The Public Open Space provides an expansive natural setting for a range of recreational pursuits and commercial activities and supports a range of regular community events including monthly markets and a local food festival. Sustainable management and development of the facilities and services in the Public Open Space is essential for the community and the tourist use of the area contributes to the local economy.

**Attachment 3**

The Public Open Space provides a range of facilities that support access to the beach and the ocean and is the focal point for the link between the town centre and the beachfront. There is a variety of day use and recreational facilities located in the areas which adjoin Holiday Park and the main commercial area of the town including;

- Barbecue and picnic shelters;
- Public toilets and beach showers;
- Numerous seats and picnic tables;
- A children’s playground;
- A public boat launching ramp;
- Car and boat trailer parking areas;
- Information signage for the Solitary Islands Marine Park; and
- A fish cleaning table.

The Coffs Harbour City Council Open Space Strategy 2010 has defined this part of the Woolgoolga Beach Reserve as a **District Social Family Space** and requires the development of a Masterplan and redesign which will propose facilities for wider age ranges, paths, picnic facilities, car parking & amenities. These objectives are consistent with and complement the longstanding proposal for the development of a “pedestrian avenue” to create a “vista” and a link from the town centre to the beachfront.

The area leased by Woolgoolga Marine Rescue supports a substantial brick building with tiled roof. The building provides garaging for rescue craft and equipment, offices and a hall. The hall is used for Woolgoolga Marine Rescue meetings and fund raising events and can be hired by members of the community. A small two storey section on the north eastern corner of the building houses communication equipment. Marine Rescue also has tenure over an adjacent area which is used to run monthly markets.

The Woolgoolga Surf Life Saving Club is adjacent to the Holiday Park beach access at the southern end of Hoffmeier Close. The land is leased Crown land and not part of Woolgoolga Beach Reserve. Access to the clubhouse is provided through the Reserve and the Holiday Park and must be adequately maintained. In a practical sense the site of the clubhouse is an integral part of the beachfront public domain. The Coffs Harbour Coastal Processes and Hazard Definition Study indicates the building is vulnerable to the immediate impacts of beach erosion and coastal recession. When this is considered in conjunction with emerging policy in relation to sea level rise and climate change it can be concluded the existing location of the clubhouse will not be an appropriate long term planning and design response. In its present form the building does not adequately address requirements in relation to fire safety and accessibility, nor does it fulfil the current and future operational requirements of the Club. It is therefore an appropriate time to bring forward consideration of viable long term options for this essential community organisation.

#### **4.1.3 Woolgoolga Beach Holiday Park – refer to Drawing WB - 01**

Woolgoolga Beach Holiday Park occupies an area of 1.7125 hectares within Reserve 63076 and is managed by Council as Trustees of the Reserve. The Park is on the southern end of Woolgoolga Beach, north of the main public parking area and boat ramp and adjacent to the shops and cafes on Beach and Wharf Streets. The Park’s Beach Street frontage is lined with mature Norfolk Island Pines. The boundaries of the Holiday

**Attachment 3**

Park have been established for operational purposes and to define the limits of the Park within the larger Reserve. There is no perimeter fencing on either of the frontages to Beach or Wharf Streets although some denser vegetation provides screening for Park guests on Wharf Street.

The Holiday Park is a long-standing component of the character of the Woolgoolga Town Centre. With three quarters of the boundaries being unfenced it is an area that is freely accessed by the public. Thus long-term residents, campers, caravanners and other holiday makers who stay in the Holiday Park are in constant contact with local residents and other visitors. While this may give the Park a unique character it presents a range of management challenges particularly with respect to security.

The operational approval for Woolgoolga Beach Holiday Park is issued pursuant to Section 68 of the Local Government Act 1993 and provides for the following sites;

Long Term	Short Term	Campsites	Total
8	97	0	<b>105</b>

The current allocation of operational sites in use within the Park is as follows;

Long Term	Short Term and Campsites				Total
	Powered	Cabins & Park Vans	Holiday Van	Unpowered	
6	85	16	0	0	<b>107</b>

The entry to the Holiday Park is taken from Beach Street with the Reception Area, Office, Manager's Residence and a public parking area all situated within the entry precinct. The Park entry does not provide an attractive sense of arrival with large areas of hard surface and poor delineation between public day-use areas and the Holiday Park. The Park is well maintained and the principal buildings and infrastructure are in good serviceable condition, however, the style of buildings (amenities and office/residence) could not be regarded as complementary to the coastal context of the Park and tend to dominate the landscape.

There are 15 cabins and 1 park van of varying age and condition located throughout the Park. These units provide self-contained accommodation of reasonable quality, however, only a small proportion of the accommodation stock could be regarded as matching the quality and potential of the location. The cabins and sites along the northern boundary of the Park have a prime beach-front position with a northerly aspect and coastal views. A proportion of the short-term powered sites are of a good standard, however, the open boundaries of the Park mean there is limited privacy. Landscaping provides little or no shade. A number of the powered sites have very small areas and are accessed from narrow dead end roads. The long term residential sites are scattered in the western precinct of the Park with the sites and moveable dwellings generally maintained to a high standard.

A large amenities block of brick construction is centrally located providing toilet, shower and laundry facilities. A camp kitchen is located adjacent to this facility. The barbecues, picnic shelters and children's playground in the adjoining public open space supplement the facilities provided within the Park.

Aspects of the existing design and layout of the Holiday Park roads and sites are only able to continue on the basis of exemptions from current regulatory requirements. In particular:

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- Setbacks of dwelling sites from Park boundaries do not comply with regulatory requirements. On Beach Street there are 9 sites that extend to the Park boundary;
- A substantial proportion of sites within the Park are very small in relation to the average size of contemporary caravans, recreational vehicles and tents – a number of sites are smaller than the minimums required by regulation while others fall well short of current industry standards for a short term powered site; and
- 21 powered sites and 9 cabins sites are accessed from 4 metre wide dead end roads. These roads are used for two-way traffic, however, the minimum width for a two-way road under the current regulation is 6 metres.

In practice these deficiencies, which include some instances of regulatory non-compliance, produce a situation where not all sites in the Park can be used. In peak periods it is impossible to provide parking for every site. As a result, guest vehicles are parked outside the Park which in turn contributes to traffic congestion in the town centre. There are also limitations on the capacity to install new market appropriate cabin accommodation. These factors have a significant impact on the commerciality of the Park and the contribution it makes to the local economy. As a consequence, retaining the status quo is not a viable long term strategy for the Holiday Park.

**4.1.4 Dune System**

The coastal dune system is formed from mobile marine sands and creates a barrier that protects inland vegetation and land uses from salt spray, storms, wind and wave action. The soils in the management unit are mapped as acid sulfate class 4. Dunal vegetation stabilises dunal sands and forms specialised plant communities. These communities include the frontal dune complex and hind dune woodlands.

There are two informal fenced picnic areas located on the northern side of Lake Road within the hind dune area. Each of these areas has two small picnic shelters and informal parking areas that facilitate pedestrian access to the beach. Management issues relating to the dunal system include the impact of erosion and accretion, weed control (specifically Bitou Bush, Lantana, Glory Lily and Asparagus Fern), fire management, pedestrian and vehicle access, rubbish dumping, vegetation clearing and access to coastal views.

**4.1.5 Lakeside**

The Lakeside Management Unit is on the western side of Lake Road with the northern part of the Unit having frontage to Woolgoolga Lake which is a natural resource of significant environmental and recreational value. The Lake is an intermittently closed and open lake and lagoon which is a rich habitat for a diversity of birds and fish and is a popular recreation venue for boating, fishing and informal recreation. An informal walking track occurs along the edge of the Lake and provides a pedestrian link to footbridge which spans the creek and connects with residential development on the western side of the Lake.

The soils in the management unit are mapped as acid sulfate class 3. While the management unit is generally well vegetated the land includes lots that previously supported dwellings with the natural vegetation generally cleared from these areas. Some vegetation in the precinct is identified as secondary koala habitat and a grey-headed flying fox maternity camp occupies an area immediately to the north of

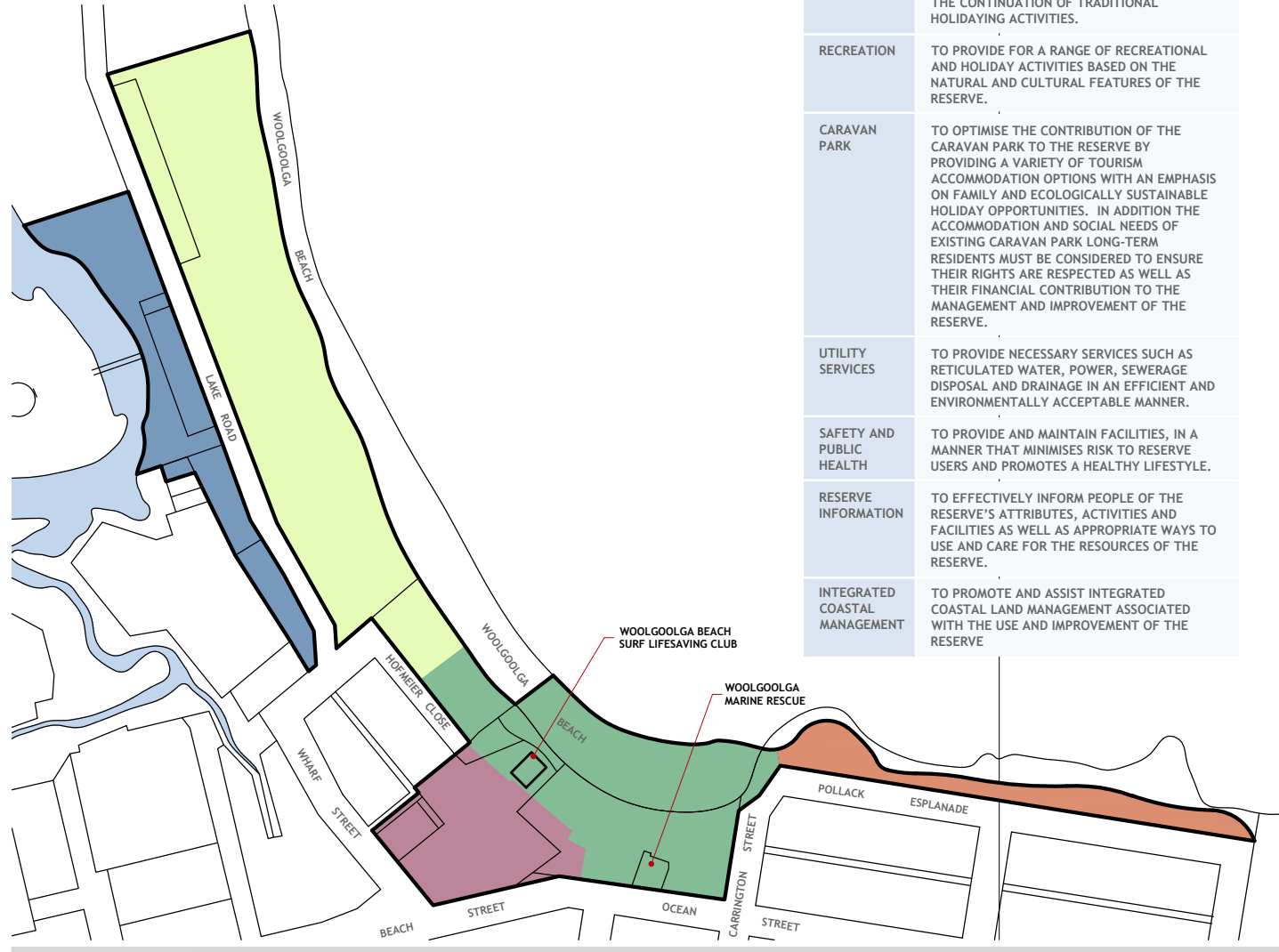
## **Attachment 3**

the Management Unit.

A detailed Plan of Management has been adopted for Woolgoolga Lake and the Woolgoolga Lake Estuary Management Study identifies strategies for the management of the Lake and parts of the Reserve. The Woolgoolga Lake Estuary Coastal Zone Management Plan establishes the framework and action plan for the continuing management of the Lake and the foreshores with specific reference to the environmental significance of the Lake.

Management issues relating to the Lakeside Management Unit include the impact of erosion, weed control (in particular, Bitou Bush, Lantana, Glory Lily and Asparagus Fern), fire management, pedestrian and vehicle access, rubbish dumping; bank and foreshore stability and vegetation management and rehabilitation.

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**MANAGEMENT UNITS**

**MANAGEMENT PRINCIPLES**

NATURAL ENVIRONMENT	TO RECOGNISE, PROTECT, AND ENHANCE THE ENVIRONMENTAL VALUES AND RESOURCES AND SCENIC QUALITY OF THE RESERVE.
CULTURAL VALUES	TO RECOGNISE, INTERPRET, AND PROMOTE VALUABLE INDIGENOUS AND EUROPEAN CULTURAL HERITAGE RELATING TO THE RESERVE AND THE LOCAL AREA INCLUDING THE CONTINUATION OF TRADITIONAL HOLIDAYING ACTIVITIES.
RECREATION	TO PROVIDE FOR A RANGE OF RECREATIONAL AND HOLIDAY ACTIVITIES BASED ON THE NATURAL AND CULTURAL FEATURES OF THE RESERVE.
CARAVAN PARK	TO OPTIMISE THE CONTRIBUTION OF THE CARAVAN PARK TO THE RESERVE BY PROVIDING A VARIETY OF TOURISM ACCOMMODATION OPTIONS WITH AN EMPHASIS ON FAMILY AND ECOLOGICALLY SUSTAINABLE HOLIDAY OPPORTUNITIES. IN ADDITION THE ACCOMMODATION AND SOCIAL NEEDS OF EXISTING CARAVAN PARK LONG-TERM RESIDENTS MUST BE CONSIDERED TO ENSURE THEIR RIGHTS ARE RESPECTED AS WELL AS THEIR FINANCIAL CONTRIBUTION TO THE MANAGEMENT AND IMPROVEMENT OF THE RESERVE.
UTILITY SERVICES	TO PROVIDE NECESSARY SERVICES SUCH AS RETICULATED WATER, POWER, SEWERAGE DISPOSAL AND DRAINAGE IN AN EFFICIENT AND ENVIRONMENTALLY ACCEPTABLE MANNER.
SAFETY AND PUBLIC HEALTH	TO PROVIDE AND MAINTAIN FACILITIES, IN A MANNER THAT MINIMISES RISK TO RESERVE USERS AND PROMOTES A HEALTHY LIFESTYLE.
RESERVE INFORMATION	TO EFFECTIVELY INFORM PEOPLE OF THE RESERVE'S ATTRIBUTES, ACTIVITIES AND FACILITIES AS WELL AS APPROPRIATE WAYS TO USE AND CARE FOR THE RESOURCES OF THE RESERVE.
INTEGRATED COASTAL MANAGEMENT	TO PROMOTE AND ASSIST INTEGRATED COASTAL LAND MANAGEMENT ASSOCIATED WITH THE USE AND IMPROVEMENT OF THE RESERVE

**AUTHORISED ACTIVITIES AND IMPROVEMENTS**

**Attachment 3**

HEADLAND	ALTERATIONS, ADDITIONS AND RENOVATION TO EXISTING SHELTERS; STORM WATER DRAINAGE; CONSTRUCTION AND MAINTENANCE OF PEDESTRIAN PATHWAYS; FENCING, VEGETATION MANAGEMENT; SIGNAGE; AND LANDSCAPING.
WOOLGOOLGA BEACH PUBLIC OPEN SPACE	DEMOLITION OF EXISTING PUBLIC TOILETS; DEMOLITION OF THE EXISTING SURF CLUB PREMISES AND THE MARINE RESCUE PREMISES; EXCAVATION; CONSTRUCTION AND AMPLIFICATION OF UNDERGROUND UTILITY SERVICE INFRASTRUCTURE; ROAD WORKS AND CONSTRUCTION OF PARKING AREAS; STORM WATER DRAINAGE; FENCING; VEGETATION MANAGEMENT; LANDSCAPING; CONSTRUCTION OF PATHWAYS; RELOCATION OF EXISTING PICNIC AND BARBECUE SHELTERS; CONSTRUCTION OF PUBLIC AMENITIES; CONSTRUCTION OF A SURF PATROL DECK; SIGNAGE; INSTALLATION OF PARK FURNITURE.
WOOLGOOLGA BEACH CARAVAN PARK	ALTERATIONS, ADDITIONS TO AND RENOVATION OF THE EXISTING MANAGER'S RESIDENCE, PARK OFFICE AND RECEPTION AREA; DEMOLITION; EXCAVATION; INSTALLATION OF BOOM GATES; CONSTRUCTION AND AMPLIFICATION OF UNDERGROUND UTILITY SERVICE INFRASTRUCTURE; ROAD WORKS AND CONSTRUCTION OF PARKING AREAS; RECONFIGURATION, ALTERATION AND RELOCATION OF EXISTING APPROVED DWELLING SITES; STORM WATER DRAINAGE; INSTALLATION OF RELOCATABLE HOMES(CABINS) IN ACCORDANCE WITH THE CARAVAN PARK REGULATIONS; FENCING, VEGETATION MANAGEMENT; LANDSCAPING; CONSTRUCTION OF PATHWAYS.
DUNE SYSTEM	ALTERATIONS, ADDITIONS AND RENOVATION TO EXISTING SHELTERS; ROAD WORKS AND CAR PARK CONSTRUCTION; STORM WATER DRAINAGE; CONSTRUCTION AND MAINTENANCE OF PEDESTRIAN PATHWAYS; FENCING, VEGETATION MANAGEMENT; SIGNPOSTING; AND LANDSCAPING.
LAKESIDE	MINOR ROAD WORKS AND CAR PARK CONSTRUCTION; STORM WATER DRAINAGE; CONSTRUCTION AND MAINTENANCE OF PEDESTRIAN PATHWAYS; FENCING, VEGETATION MANAGEMENT; SIGNPOSTING; AND LANDSCAPING.

**MANAGEMENT UNITS**

- HEADLAND
- WOOLGOOLGA BEACH PUBLIC OPEN SPACE
- WOOLGOOLGA BEACH CARAVAN PARK
- DUNE SYSTEM
- LAKESIDE





## **4.2 ENVIRONMENTAL CONTEXT AND CONSIDERATIONS**

The natural environmental context and landscape presents a number of challenges to be addressed in the day to day management of the Reserve.

### **4.2.1 Coastal Management**

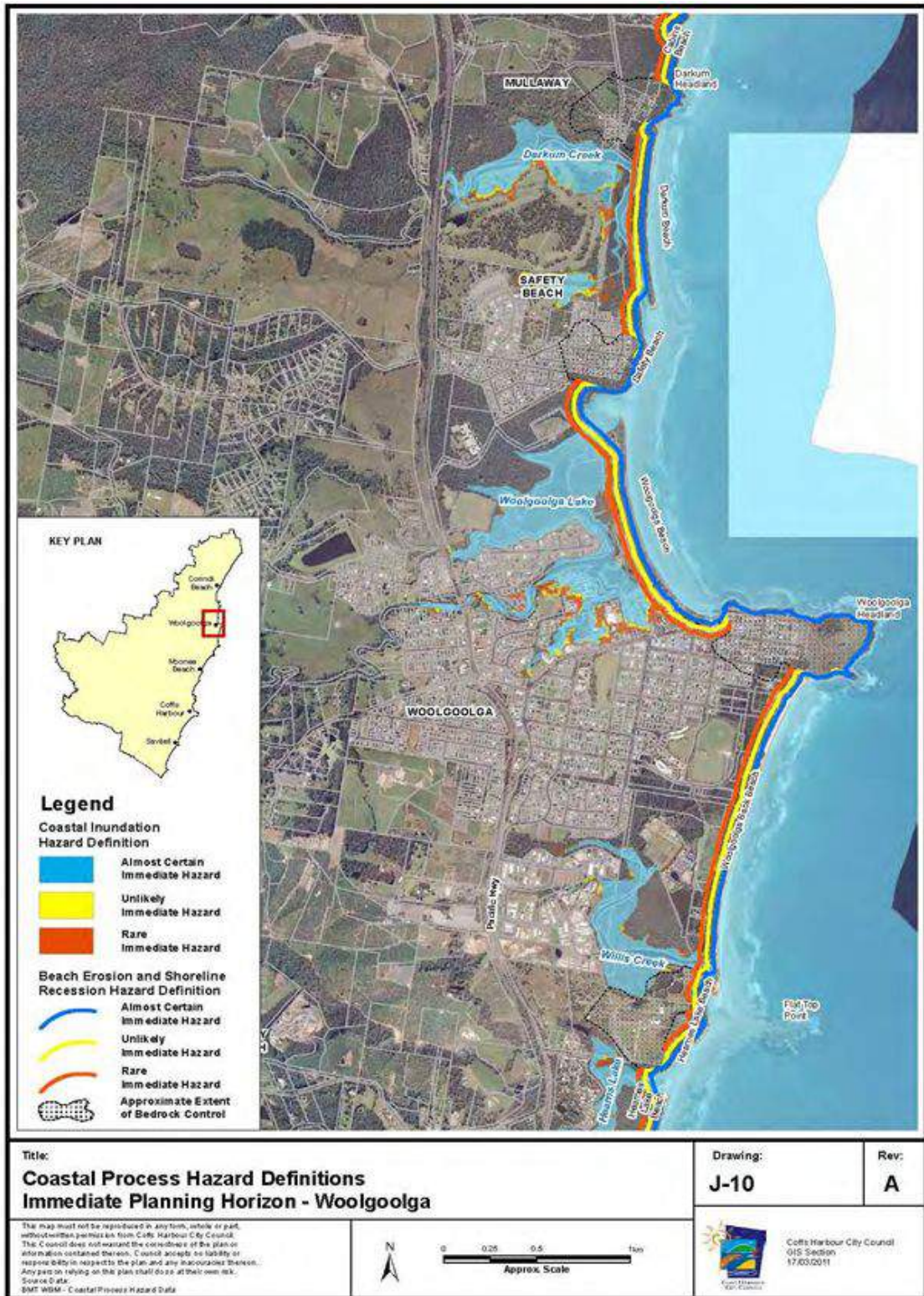
The Coffs Harbour Coastal Processes and Hazard Definition Study identifies the likelihood of hazards occurring such as beach erosion, coastal inundation and the impacts of sea level rise on these hazards. Consultation was undertaken with the community during March 2012, including at Woolgoolga, to present the benefits and trade-offs that are relevant to the planning options and to establish an understanding of the community's preferences for the options.

In recent years Woolgoolga Beach has experienced some coastal recession as a result of wave climate conditions and storm events. The rate of recession increases in a northerly direction along the beach. The impact has been a scarping of the fore dune face and lower sub aerial beach. It is possible that a change in wave climate conditions more easterly will lessen the extent of recession, however, a more eroded beach position is likely into the future if current wave climate conditions persist.

The Coastal Zone Management Plan which was adopted by Council in February 2013 contains the results of the risk assessment exercise and the proposed management actions. With respect to future long term recession the report states that "With a 0.9 m sea level rise by 2100, the shoreline modelling indicates Woolgoolga Beach may experience significant recession of up to 105 m (and up to 45 m by 2050 with 0.4 m sea level rise)" and "For the 'rare' case of a 1.4 m sea level rise by 2100 the extents of recession are shown by the shoreline modelling to increase, to up to 170 m at Woolgoolga".

With respect to beach erosion the report states "the beach position is a response to wave climate over the last few decades. It is difficult to determine the potential extent of beach erosion at Woolgoolga because it appears that the recent beach state is the most eroded along a large extent of the beach. It is prudent to assume that a more eroded beach position may occur in the future, for example, if the current wave climate were to persist into the future."

Beach erosion and coastal recession are issues with potential to have an immediate effect on sections of the Reserve with evidence of these impacts readily apparent during recent storm events. The predicted impact of climate change and sea level rise present further significant factors that are integral to the planning framework for Woolgoolga Beach Reserve and future development of infrastructure and facilities.



#### 4.2.2 Vegetation

Although the area of the reserve is relatively small it supports a diverse range of significant vegetation. The ongoing management of the reserve must address the preservation and maintenance of these vegetation communities.

In December 2012 Council adopted the Class 5 Vegetation mapping layer (Version 1.1 2012) and associated documents<sup>2</sup> which detail and illustrate the vegetation communities of the Coffs Harbour local government area. The mapping together with a comprehensive report provides information in relation to the extent and the type of vegetation communities found in the local government area. Figure 04 on page 47 shows the general location of the vegetation communities found in the Reserve. The following provides a general description of each of those communities.

The **Headland** management unit supports small areas of three vegetation communities;

- **Kangaroo Grass Headland Grasslands** - A grassland in which Kangaroo Grass is clearly most abundant. Blue Couch and Prickly Couch may also occur. Abundant shrubs include the prostrate *Pultenaea maritima*, Guinea Flower, and Rice Flower. Scattered Coast Banksia occurs as an emergent. Herbs include the twining *Polymeria calycina*, and succulent *Apium prostratum*, Fireweed, *Melanthera biflora* and Everlasting Daisy. This community occurs in exposed locations on headlands with salt laden onshore winds.
- **Coastal Headland Banksia** - Coast Banksia is present in the upper layer. Littoral rainforest shrubs and small trees may also occur in the upper and mid layers such as Tuckeroo, Three-veined Laurel and Beach Acronychia. Swamp Oak and Black She-oak occurring in the upper and mid layers were observed during rapid site assessments of this community. Vines such as Hairy Silkpod and Sweet Morinda are common. The ground layer consists of a dense layer of grasses with Kangaroo Grass, Basket Grass, Prickly couch and *Ottochloa gracillima*. Sites are often weedy and steep slopes are subject to landslip and erosion; and
- **Coastal Headland Swamp Oak Shrubland** - Swamp Oak and/or Broad-leaved Paperbark form a shrubland to low open forest cover. Coast Banksia and Forest Red Gum may also occur. There is a sparse mid layer of Cheese Tree. The ground layer contains Kangaroo Grass, Creeping Beard Grass, Wattle Mat-rush and Native Violet. Common vines occurring in this community are Lawyer Vine, Wombat Berry and Common Silkpod.

Natural vegetation has generally been progressively removed from the **Woolgoolga Beach Public Open Space** management unit. Originally the land was cleared to make way for industry but now supports the infrastructure and facilities that are typically required in an urban parkland setting. While there is some remnant native vegetation the number of individual specimens is relatively small and cannot be assigned to a floristic community due to the limited size, level of disturbance and fragmentation.

The **Dune System** management unit supports the largest areas of natural vegetation on the land covered by this plan of Management and two vegetation communities are represented.

<sup>2</sup> Information and descriptions in this section are taken from the Fine-scale Vegetation Map for the Coffs Harbour Local Government Area, VOLUME 2: VEGETATION COMMUNITY PROFILES, September 2012

**Attachment 3**

- **Coast Banksia Shrubland on Holocene Dunes** - this plant community dominates the Dune System and management unit. It is an open to closed forest which is found along Holocene fore-dunes. Relatively undisturbed areas of this community have an over-storey characterised by Coast Banksia, Tuckeroo, and Brush Cherry. Coast Wattle and Beach Acronychia may occur in the middle strata. Lawyer Vine is common growing as tangles in the various strata. The ground cover is comprised of *Dianella congesta*, Blady Grass, Native violet, Bracken Fern, Prickly Couch and Creeping Beard Grass; and
- **Lowlands Swamp Box - Paperbark - Red Gum Dry Forest** - a small section of this vegetation community is found in and adjoining the northernmost recreation area on Lake Road. A dry open forest which has a varied dominance in the canopy usually of Swamp Box, Broad-leaved Paperbark, Pink Bloodwood, Red Mahogany, Willow Bottlebrush and Forest Red Gum. The ground layer is distinctive and consists of Kangaroo Grass, Wiry Panic, Mat- Rushes, Guinea Flower, Blue Flax-lily, White Root and Bracken Fern.

The **Lakeside** management unit is dominated by the Lowlands Swamp Box - Paperbark - Red Gum Dry Forest vegetation community described above with a small area of coastal paperbark along the edge of the Creek and Lake;

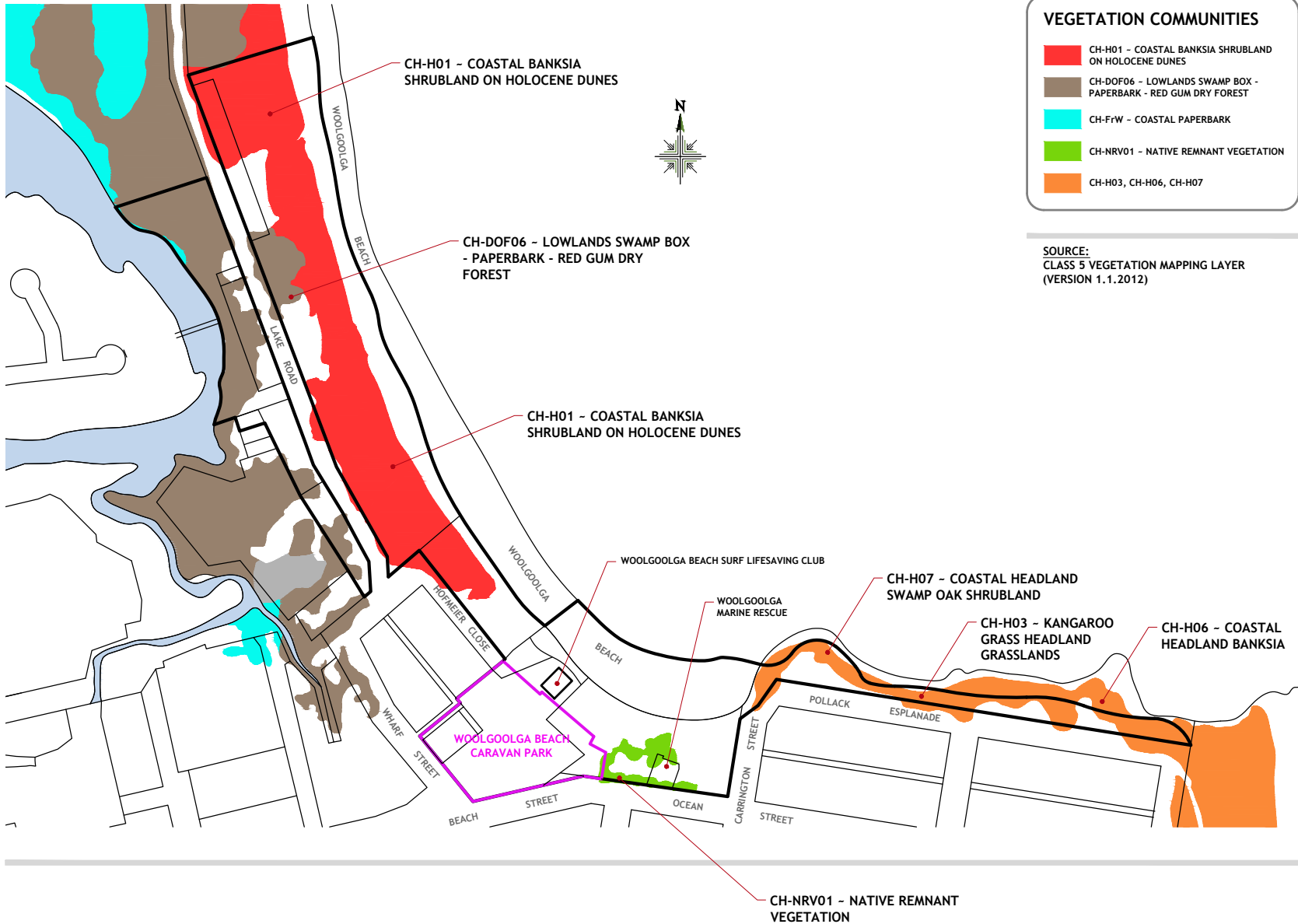
- **Coastal Paperbark – Swamp Box Littoral Rainforest**- this forested wetland occurs in poorly drained sheltered areas of coastal Holocene and Pleistocene dunes, swales, backbarrier flats and sometimes on the floodplains of coastal creeks. Broad-leaved Paperbark (*Melaleuca quinquenervia*), Swamp Oak (*Casuarina glauca*) and Swamp Box (*Lophostemon suaveolens*) dominate the overstorey. There are littoral rainforest and coastal species in the often dense mid layer including Blueberry Ash (*Elaeocarpus reticulatus*), Sandpaper Fig (*Ficus coronata*), Guioa (*Guioa semiglauca*) and three-veined Cryptocarya (*Cryptocarya triplinervis*). The lower layer, sometimes dense and often weedy, contains mainly Rough Saw-sedge (*Gahnia aspera*), Tall Saw-sedge (*Gahnia clarkei*), Spiny-headed Mat-rush (*Lomandra longifolia*) and Scrambling Lily (*Geitonoplesium cymosum*). The herbaceous ground layer is dominated by Wild Violet (*Viola banksii*), *Ottochloa gracillima* and Creeping Beard Grass (*Oplismenus imbecillis*).

VEGETATION MAPPING

VEGETATION COMMUNITIES

- CH-H01 - COASTAL BANKSIA SHRUBLAND ON HOLOCENE DUNES
- CH-DOF06 - LOWLANDS SWAMP BOX - PAPERBARK - RED GUM DRY FOREST
- CH-F+W - COASTAL PAPERBARK
- CH-NRV01 - NATIVE REMNANT VEGETATION
- CH-H03, CH-H06, CH-H07

SOURCE:  
CLASS 5 VEGETATION MAPPING LAYER  
(VERSION 1.1.2012)



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**4.3 SUMMARY**

The southern section of the Woolgoolga Beach Reserve is focused around the main beach and the public domain open space that adjoins the town centre. The public open space is well developed and provides a range of facilities for public use which include picnic and BBQ facilities, a contemporary playground, boat ramp, parking and public toilets. These facilities support and complement the recreational use of the Beach and are an important resource for tourism and the local businesses in the town centre.

Marine Rescue and the Surf Life Saving Club provide essential public services. It is important the facilities for these organisations are capable of ensuring the long term viability of the contribution they make to public safety, to the community and to the use of the Reserve.

Importantly the Reserve also supports a commercially viable tourist facility with capacity to contribute to a consistent and effective management regime. Woolgoolga Beach Holiday Park has long been recognised as a valuable coastal caravan park which is located in a town that offers an appropriate range of urban services as well as recreational opportunities. The Trust must continue to invest in improving the Woolgoolga Beach Holiday Park to keep in step with evolving market trends and changing consumer expectations to ensure the Park continues to be a commercially viable, valuable asset of the community. The issues associated with the character and design of the public domain and the need to achieve site areas and a road system that comply with regulatory and market requirements will impact on both the area of the Holiday Park and the number of sites.

The Reserve also has significant environmental and cultural values and a high priority must be given to appropriate recognition, management, protection and preservation of those features. As a consequence, the ongoing improvement of the Reserve must achieve a balanced approach to a number of sometimes competing issues. Therefore, this Plan of Management aims to;

- Achieve an appropriate balance between responsible land management and the continuation of commercial enterprise on public land;
- Improve the relationship between the various essential activities and services that are accommodated within the Reserve;
- Establish an appropriate balance between the allocation of land to the public domain and to the Holiday Park;
- Provide for the long term viability of Woolgoolga Marine Rescue and the Woolgoolga Surf Life Saving Club;
- Recognition and appropriate interpretation of elements of Aboriginal and European cultural values associated with the reserve;
- Improve the layout, functionality, servicing and presentation of all facilities in the Reserve; and
- Recognise and address the planning and management constraints associated with environmental issues.

## 5 TOURISM CONTEXT

### 5.1 NEW SOUTH WALES TOURISM AND THE VISITOR ECONOMY

**NSW 2021** is the Government's 10-year plan to rebuild the economy, provide quality services, renovate infrastructure, restore government accountability and strengthen our local environment and communities. Among the priorities for action in NSW 2021 tourism is identified as having a high potential for growth, with a key goal being *'to increase tourism in NSW with double the overnight visitor expenditure by 2020'*.

The recently released Visitor Economy Action Plan<sup>3</sup> outlines a number of key priority actions required to enable the achievement of the goal. A number of immediate actions outlined in the plan are pertinent to the supply of tourist accommodation and other visitor economy related facilities on Crown land. These include improving planning processes to encourage quality and appropriate accommodation on Crown land in locations of high natural amenity (Action 35D) and identifying and releasing land for visitor economy purposes (Action 6C).

The Plan also advocates implementation of Destination Management Planning to enable a coordinated approach to addressing demand and supply, policy and planning issues including infrastructure requirements and the role of Crown land within the identified zones (Action 18A).

In this context the Reserve Trust has a responsibility to respond to tourism demand and to be aware of the dynamic character of the tourist marketplace in the State and in the region.

### 5.2 NSW TOURISM

Tourism's contribution to Australia's Gross Domestic Product (GDP) has reached \$87.3 billion or 5.9% of total GDP with average annual growth in the order of 4.6%. Total travel in New South Wales for the year ending June 2013 produced expenditure in the order of \$26.7 billion dollars. Total expenditure in relation to domestic overnight travel in New South Wales for the same period resulted in expenditure of \$14.5 billion which was an increase of 4.9% when compared to the previous twelve-month period.

The visitor economy supply chain generates added economic multipliers, which means every dollar spent on tourism generates an additional 90 cents in other parts of the economy. At 1.9 tourism's multiplier is greater than mining (1.6) and retail trade (1.7).<sup>4</sup>Of all Australian states, NSW continues to attract the highest number of domestic overnight visitors maintaining 33% of national market share and receiving 25 million domestic overnight visitors in the year to June 2015.

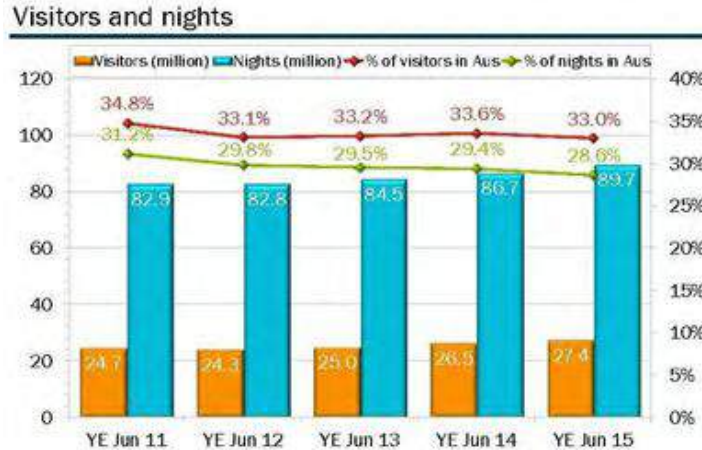
As the table below shows, visitors spent 89.7 million nights in the state. When compared to 2014, visitor nights increased by 3.7% and visitor numbers increased by 3.4%. Over half of the expenditure by domestic overnight visitors (64.8%) occurs in regional areas of NSW and contributes \$14.3 billion to regional communities across the state. <sup>5 6</sup>

<sup>3</sup> Visitor Economy Action Plan, Visitor Economy Taskforce, DestinationNSW, June 2012

<sup>4</sup> Tourism's contribution to the Australian economy, 1997-98 to 2011-12, Tourism Research Australia, July 2013

<sup>5</sup> Travel to NSW, Year ended June 2015, DestinationNSW

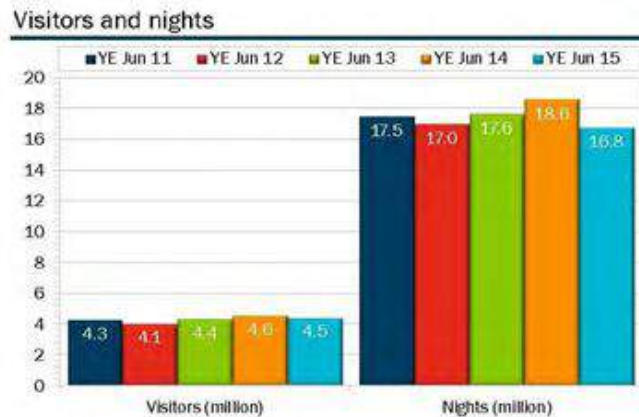
<sup>6</sup> Statistical Dashboard, DestinationNSW, Year ended June 2015



**5.3 NORTH COAST TOURISM**

In the twelve months to June 2015, regional NSW hosted 19.1 million domestic overnight visitors who spent 64.8 million nights in regional areas. These figures represent increases of 3% and 2.6% respectively in comparison to the period to June 2014. <sup>7</sup>

The North Coast tourism region of NSW extends from Tweed Heads in the north to the Port Stephens local government area in the south. In the twelve months to June 2015 the region received 4.5 million domestic overnight visitors, down by 2.9% when compared to June 2014. <sup>8</sup> Visitors spent 16.8 million nights in the region, staying on average 4 nights per trip. Expenditure by domestic overnight visitors to the North Coast region directly contributed \$2.4 billion to the region’s local economy.



Caravan Parks and commercial camping grounds are a popular choice on the North Coast of NSW with domestic visitors spending almost 3.2 million nights in caravan parks or commercial camping ground accommodation in the twelve months to June 2015. Given the active and passive recreational opportunities offered within the region it is not surprising that over 56% of domestic overnight visitors to the region travel for holiday or leisure purposes. A further 32.9% of domestic travel to the region is to visit friends and

<sup>7</sup> Travel to Regional NSW, Year ended June 2015, DestinationNSW

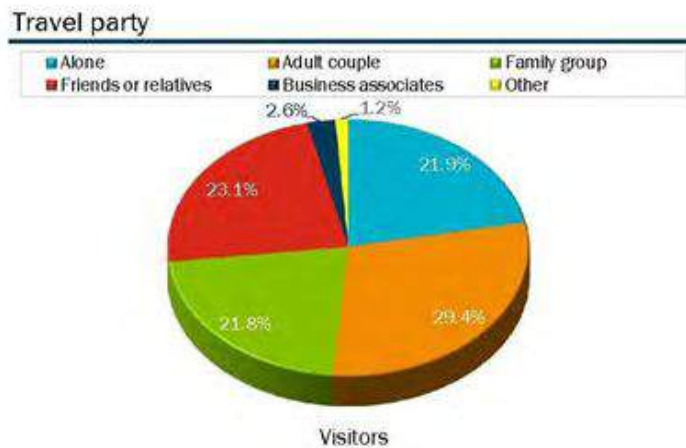
<sup>8</sup> Travel to North Coast NSW, Year ended June 2015, DestinationNSW



### Attachment 3

family. Together these groups account for almost 90% of the region’s domestic overnight visitor market.

The travel party for domestic visitors is also an important consideration when establishing the types of accommodation and recreational facilities appropriate for the visitors to the region. (see graph below). AS can be seen there is a very strong representation of people travelling as families and as groups comprising a mix of relatives and friends. Importantly almost a third of the visitors to the region come as adult couples. These statistics suggest that accommodation options must provide a mix with the capacity to satisfy the requirements of a range of different overnight visitor preferences.



Some key facts about visitors to Coffs Harbour<sup>9</sup> in the year ended September 2014 are:

- The City attracted 784,000 domestic overnight visitors, 65,000 international visitors and 814,000 domestic day visitors;
- Domestic overnight visitors contributed \$344 million to the Coffs Harbour local economy spending on average \$549 per visitor;
- 19% of Domestic overnight visitors chose to stay in caravan and camping accommodation;
- The vast majority of visitors to the area travelled by private car;
- 36% of domestic overnight visitors travelling to Coffs Harbour were aged between 25-44 years and 36% were aged between 45-64 years; and
- A key lifecycle group was families with children comprising approximately 32% of domestic overnight visitors.

#### 5.4 CARAVAN PARK INDUSTRY SNAPSHOT

There are approximately 900 caravan parks in New South Wales. This is a decline of 10% compared to the early 1990’s. In coastal areas there is development pressure on existing caravan parks on freehold land and in many instances the strategic value of the land has increased significantly. This has often resulted in re-zoning and re-development for residential or other forms of commercial or tourist land-use. The numbers of sites in the remaining caravan parks is also decreasing. The design parameters from the 1960’s and earlier are no longer appropriate for large self-contained caravans, 5th wheelers, motor-homes, large tents

<sup>9</sup> LGA Profile, Coffs Harbour, DestinationNSW, September 2014

and cabins. As a consequence, redesign and improvements to existing properties to meet consumer expectation and regulatory requirements usually results in a reduction in the total number of sites available in any given park.

The caravan and camping industry is contributing almost \$2 billion to the state's economy each year with this contribution currently increasing at an annual rate of more than 17%. At 38% New South Wales takes the largest share of visitor nights in caravan parks in Australia accounting for 2.4 million nights in the past year. Caravanning and camping supplies 28% of the visitor holiday nights in Regional NSW which makes caravan parks a vital component of the State's tourist infrastructure.

Recent years have seen significant growth in the caravan, camper trailer and campervan marketplace with around 20,000 new units being registered each year. Recreational vehicles represent an increasing market segment with over 330,000 such vehicles now registered Australia wide. At any one time there are in the order of 90,000 caravans on Australian roads. Senior traveller site nights in caravan parks have increased by more than 200% since 2004. As a consequence, the industry has continued to experience consistent growth in the face of variable economic circumstances.

#### **5.5 CARAVAN PARKS ON CROWN LAND**

In New South Wales there are approximately 900 caravan parks, camping grounds and primitive camping grounds of which about 30% are on Crown land managed by the Department of Primary Industries, Lands. Caravan parks on Crown land supply a disproportionately large component of the available sites for tourists in New South Wales and occupy some of the State's premium tourist accommodation locations. Over the past 20 years the number of caravan parks in New South Wales has declined by about 10% and a number of parks on freehold land to the north of Coffs Harbour have been redeveloped. In the coastal zone there is often development pressure on existing caravan parks. In many instances the strategic value of the land has increased resulting in re-zoning and re-development for residential or other forms of commercial and tourist land-use.

The number of tourist sites in the remaining caravan parks is also decreasing. Most parks were originally developed in the 1960's and 1970's, however, the design parameters from that time are no longer appropriate for many contemporary vans, 5<sup>th</sup> wheelers, motor-homes, cabins or even large tents. As a consequence, the redesign and improvement of caravan parks to meet current and future consumer expectation can result in reductions in the total number of sites in any given park. At the same time there has been significant growth in the caravan, camper trailer, campervan and motor-home markets. In this context the managers of caravan parks on Crown reserves such as the Woolgoolga Beach Holiday Park have a responsibility to conserve the supply of sites and the range of available site types for tourists.

#### **5.6 SUMMARY**

Over the last 10 years the overnight domestic tourism market has been steadily evolving in response to a variety of economic and employment factors as well as a significant shift in the accessibility and take-up of information systems such as the internet and mobile technologies. Domestic visitation has experienced a level of recovery from the events surrounding the Global Financial Crisis which had a negative impact on

### **Attachment 3**

consumer confidence and contributed to a contracting tourism market. Most importantly the levels of visitation to the Mid North Coast Region have been consistent.

In this economic context the commercial performance of the Woolgoolga Beach Holiday Park has remained stable and this will allow the Trust to take the necessary steps to enable the Park to continue to build its reputation as a quality holiday destination. As part of this process older accommodation product will need to be replaced and new products introduced with specific market targets in view. The layout and size of the sites in the Park will also need to be modified to address the requirements of contemporary caravans and camper vehicles. This approach has the potential to create enhanced financial returns in the context of an appropriate, environmentally responsible improvement program even though the total number of sites in the Park may need to be reduced.

**6 MANAGEMENT OVERVIEW****6.1 MANAGEMENT VISION**

This Draft Plan of Management is based on a 'Vision Statement' that is intended to guide the Reserve Trust in its decision making processes. It is then supported by management principles which in turn generate specific management objectives and strategies and implementation plans. A number of the detailed concept and implementation plans are part of this Draft Plan. In some areas final outcomes will be subject to further detailed consideration. This will allow the Reserve Trust to be responsive to economic factors, new information, and social and technological change.

The Vision of the Reserve Trust in managing Woolgoolga Beach Reserve is:

**To conserve and maintain the natural and scenic environmental values of the Woolgoolga Beach Reserve while providing a range of recreational and tourist facilities and opportunities to address the economic and social needs of local residents and visitors to the region.**

**6.2 VALUES**

The Woolgoolga Beach Reserve has a range of significant values inherent in the natural and historic characteristics of the land and the recreational opportunities it provides. The Woolgoolga coastline has particular significance in the NSW North Coast Region with its long beach, estuary and prominent headland. These factors combine to create a resource of high scenic, conservation and recreational value. These values are outlined below.

**Natural and Conservation Values**

Woolgoolga Beach Reserve comprises a natural system of beach, sand dunes, headland and creek and estuary foreshore. These areas support a range of vegetation types including communities of local and regional significance which provide significant fauna habitats. The reserve adjoins the special conservation area of the Solitary Islands Marine Park.

**Recreation and Tourism Values**

The Woolgoolga Beach Reserve provides a range of bush land, park, beach and water based recreational opportunities. These areas provide a major focus for the recreation activities of local residents and tourists. Important facilities include public recreation areas, walkways, the Holiday Park and premises for community based service organisations.

**Social and Economic Values**

The Woolgoolga Beach Reserve forms an important part of the community life of Woolgoolga and Coffs Harbour City. The use of this natural and historic setting for exercise, relaxation, holidays and social gatherings contributes to the identity and well-being of the community. The reserve is a major resource for tourism that makes a significant financial contribution to the local economy.

**Cultural Values**

Significant aspects of the Aboriginal and European cultural history of Woolgoolga are represented within the Reserve. Appropriate and sensitive recognition and interpretation of these values can make an important contribution to the community's appreciation of the reserve.

**6.3 MANAGEMENT PRINCIPLES**

The Vision for the continuing management and development of the Woolgoolga Beach Reserve will be implemented in conformity with the following specific management principles:

<b>Natural Environment</b>	To recognise, protect, and enhance the environmental values and resources and scenic quality of the Reserve.
<b>Cultural</b>	To recognise, interpret, and promote valuable indigenous and European cultural heritage relating to the Reserve and the locality including the continuation of traditional holidaying activities.
<b>Recreation</b>	To provide for a range of recreational and holiday activities based on the natural and cultural features of the Reserve.
<b>Holiday Park</b>	To optimise the contribution of the Holiday Park to the Reserve by providing a variety of tourism accommodation options with an emphasis on family and ecologically sustainable holiday opportunities. In addition, the accommodation and social needs of existing Holiday Park long-term residents must be considered to ensure their rights are respected as well as their financial contribution to the management and improvement of the reserve.
<b>Utility Services</b>	To provide necessary services such as reticulated water, power, sewerage disposal and drainage in an efficient and environmentally acceptable manner.
<b>Safety and Public Health</b>	To provide and maintain facilities, in a manner that minimises risk to Reserve users and promotes a healthy lifestyle and by facilitating the development of suitable premises for the Woolgoolga Surf Life Saving Club and Woolgoolga Marine Rescue.
<b>Reserve Information</b>	To effectively inform people of the Reserve's attributes, activities and facilities as well as appropriate ways to use and care for the resources of the Reserve.
<b>Integrated Coastal Management</b>	To promote and assist integrated coastal land management associated with the use of the Reserve and in particular the Woolgoolga Beach Holiday Park.

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In the development, improvement and management of the Reserve the Trust will adopt sustainability principles and recognise the need for:

- a) conservation of energy and reduction in carbon dioxide emissions,
- b) building materials and building processes that involve low embodied energy;
- c) building design and orientation that uses passive solar design, day lighting and natural ventilation;
- d) energy efficiency and conservation;
- e) water conservation and water reuse;
- f) waste minimisation and recycling;
- g) the use of landscaping to provide shade, shelter and screening; and
- h) potential for adaptive reuse of structures and materials.

**7 PROPOSED IMPROVEMENT PROGRAM****7.1 INTRODUCTION**

Assessment of the requirements of the community and the capacity of the Reserve to support visitation and use has resulted in identification of a range of desirable improvements to the facilities provided in the Reserve. The desirability of particular improvements has been considered on the basis of capacity to address a number of key parameters including;

- The principles, parameters and objectives established in relevant legislation and policies of the New South Wales government and Coffs Harbour City Council;
- Safety, security and regulatory compliance;
- Potential to achieve environmental objectives and protect and preserve the inherent natural features of the Reserve;
- Potential to improve visitor amenity;
- Potential to improve the day-to-day management of the Holiday Park and its interface with public access to and enjoyment of the adjoining reserved land;
- Potential to generate income and profit; and
- Cost and contribution to the local economy.

As a consequence, the proposed improvements to the Reserve will be focused on the development of appropriate and sensitive design elements that recognise the inherent values of the Reserve, contribute to the scenic quality of the location and protect and enhance the environmental and commercial resources and values of the Reserve.

The Holiday Park and its development and relationship to the adjoining public open space have long been a focus for attention from the local community and Council. The proposed improvement program for the Reserve seeks to enhance the balance and interface between the Holiday Park and the public domain. The proposed design solutions for access and the location of infrastructure demonstrate the commitment of the Trust and the government to the appropriate improvement of sensitive coastal commercial Crown land assets within the context of broader community objectives and long term planning outcomes.

**7.2 WOOLGOOLGA DESIGN REVIEW – Figures 5 and 6**

A key objective for the Design Review was to assess the scope to amend the Plan of Management to better realise community expectations while addressing the requirements of the Department of Primary Industries, Lands for the long term care, control and management of the Reserve. As part of the Review process a workshop was organised with State Government and Council stakeholders on 16th April 2015. It was generally agreed that the concepts and strategies for the Reserve should include;

- Shifting the car dominated character of the town centre towards a vibrant, people focused destination;
- Delivering a coordinated structure and design to the public realm which supports town image and community pride and high quality, highly functional streets and public spaces;

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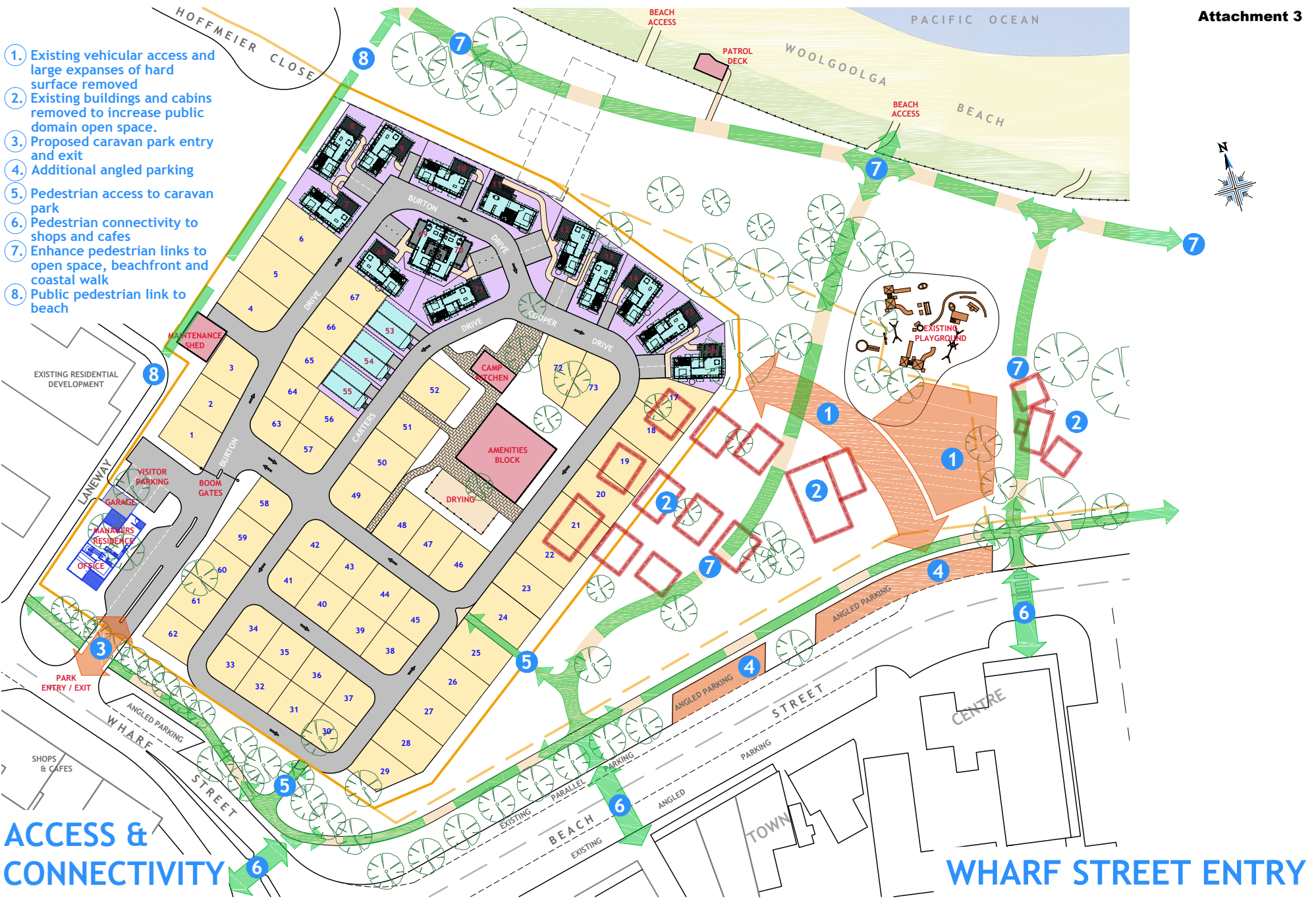
- Integration and connection between the beachfront, Holiday Park and town centre;
- Designing streetscapes to enhance visitor experience and safety, particularly addressing the needs of an aging population;
- Designing the beachfront public domain to capture it's full potential as a space for active and passive recreation, civic identity and tourism;
- Encouraging pedestrian and cycle movement over car use;
- Maintaining the relaxed coastal village atmosphere; and
- Referencing historic elements.

A number of options and possibilities for the Holiday Park were discussed including alternative locations and designs for the entry to and exit from the Holiday Park. While a preferred plan was not identified at the workshop there was agreement that the contraction of the Holiday Park along the Beach Road boundary was a required outcome. There was also general acceptance that the existing entry off Beach Street presents many challenges to the healthy growth of Woolgoolga's Town Centre in terms of functionality, public realm quality and integration with the beach and its associated open spaces. It was agreed that further investigation of options for the reconfiguration of the Holiday Park and relocation of the entry and exit should be undertaken.

The concepts and opportunities outlined in the following section and illustrated in Figures 5 and 6 have taken account of community feedback received following the public exhibition of the Draft Plan of Management, comments received as part of the Woolgoolga WOW initiative and the preferred outcomes and recommendations from the Woolgoolga Design Review and public exhibition of the Wharf St entry.



1. Existing vehicular access and large expanses of hard surface removed
2. Existing buildings and cabins removed to increase public domain open space.
3. Proposed caravan park entry and exit
4. Additional angled parking
5. Pedestrian access to caravan park
6. Pedestrian connectivity to shops and cafes
7. Enhance pedestrian links to open space, beachfront and coastal walk
8. Public pedestrian link to beach

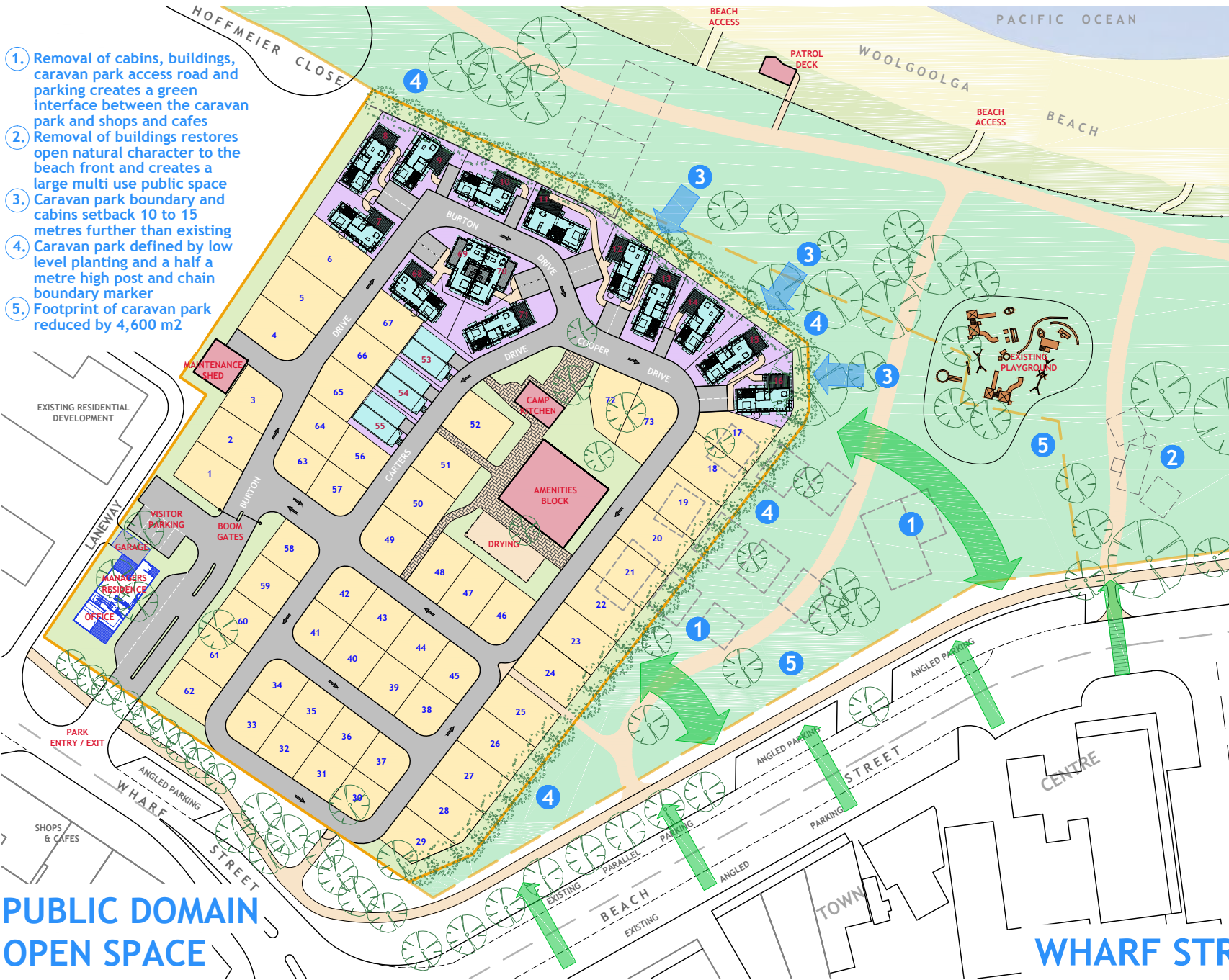


**ACCESS & CONNECTIVITY**

**WHARF STREET ENTRY**

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1. Removal of cabins, buildings, caravan park access road and parking creates a green interface between the caravan park and shops and cafes
2. Removal of buildings restores open natural character to the beach front and creates a large multi use public space
3. Caravan park boundary and cabins setback 10 to 15 metres further than existing
4. Caravan park defined by low level planting and a half a metre high post and chain boundary marker
5. Footprint of caravan park reduced by 4,600 m2



**PUBLIC DOMAIN  
OPEN SPACE**

**WHARF STREET ENTRY**

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**7.3 PROPOSED IMPROVEMENTS****7.3.1 Headland**

The Headland will continue to be managed primarily as a natural area with a focus on preserving the health of the existing vegetation communities. In response to the Coffs Harbour City Council Open Space Strategy 2010 a pedestrian pathway will be constructed to link the Woolgoolga Beach Public Open Space with the Solitary Islands Coastal Walkway which currently terminates at the southern boundary of the Reserve. Final plans and funding are in place for commencement of stage 1 in mid-2016.

**7.3.2 Woolgoolga Beach Holiday Park – refer to Drawings WB - 02**

The following are the key parameters that were adopted for the development of a revised layout for the Holiday Park;

- A minimum of 72 sites must be provided to address the requirements of the Department of Primary Industries, Lands;
- Minimum area for the Holiday Park must be 1 hectare to address the requirements of the Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005;
- Existing internal roads will be retained wherever possible to reduce construction costs and to enable retention of existing underground services;
- Existing communal amenities within the Holiday Park will be retained;
- Park boundaries are to be relatively open and generally unfenced to satisfy the expressed preference of the community that the Holiday Park should continue to be an integral component of the character of Woolgoolga;
- The redeveloped park will address all relevant and applicable technical requirements of the Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005;
- The mix of sites and the dimensions of those sites must provide for the financially sustainable operation of the Park into the long-term;
- If the existing Surf Club building is to remain then the design and layout of the Park must be able to accommodate that eventuality;
- Traffic and parking impacts in Wharf Street and Beach Street will be resolved by Council on the understanding that these changes cannot be funded from the operation of the Holiday Park;
- The short to medium term profit from the operation of the Woolgoolga Beach Holiday Park will not be sufficient to fund redevelopment of the public domain open space concurrently with changes to the layout and infrastructure of the Holiday Park itself; and
- Acceptable arrangements will need to be made for the relocation of long term sites that may be affected by the changes to the Holiday Park layout.

The provisions of the Crown Lands Act, 1989 prevent the Reserve Trust from funding works that are outside the boundaries of the Reserve. In addition, there are aspects of the proposed concept which address issues

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that are not core considerations with respect to the care control and management of the reserve. Such works will be funded from other sources as, to do otherwise, will divert money required to ensure the long term financial viability of the Holiday Park and Reserve.

In terms of the future financial performance of the Woolgoolga Beach Holiday Park the proposed improvement program has been formulated to appeal to;

- Families and mature travellers seeking a contemporary caravan park or accommodation in a smaller urban centre close to the ocean and with an excellent ancillary facilities;
- Travellers seeking an overnight or short stay in an easily accessed caravan park on the coast that is close to all urban services; and
- People seeking a caravan park or accommodation option that takes up the challenges of implementing an environmentally sustainable approach to providing tourist accommodation.

A layout has been developed that will provide for 67 short term sites and 6 long term sites and address a majority of the desirable outcomes that have been identified in the current Town Centre planning and review process. The concept responds to requirements for vehicular access and pedestrian connectivity and achieves improvements to the interfaces between the Holiday Park, public domain open space and the Town Centre. The key features of the design concept are;

- The area occupied by the Holiday Park has been reduced by more than 25% from 1.73 hectares to 1.27 hectares;
- The existing two-storey manager's residence and office will be demolished along with the large expanses of pavement associated with the existing entry from Beach Street. Ten existing cabins that are close to Beach Street will also be removed with some relocated within the redeveloped Park. These actions will result in 4,600 square metres being added to the supply of useable public domain open space along the northern side of Beach Street opposite the existing Town Centre shops and cafes;
- The manager's residence, office and reception will be housed in a two-storey relocatable home which will be set back 6 metres from the Wharf Street boundary of the Reserve. A contemporary two-storey built form will be used to minimise the site area occupied by this facility. The entry to the manager's garage will be from the laneway that runs along the western boundary of the Holiday Park; and
- The cabins proposed along the beachfront boundary of the Holiday Park will be up to 15 metres further back from the beachfront than is the case with the existing cabins. The design and siting of the cabins will not be regimented and will incorporate variations in design, materials and colours so as they do not become a dominating presence.

At the completion of the program the Holiday Park will supply the following mix of sites and accommodation;

<b>Site Type</b>	<b>Number of Sites</b>
Short term powered sites	46
En-suite powered sites	4

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Cabin Accommodation	17
<b>Sub-total short term sites</b>	<b>67</b>
Long term sites	6
<b>Total</b>	<b>73</b>

Although the Concept Plan proposes to reduce the number of sites to 73, the redesign of the Holiday Park and the improvement in the quality of sites and accommodation will produce improved revenue and profit outcomes. In addition, this investment program has been considered in conjunction with the upgrade of the Woolgoolga Lakeside Holiday Park where the number of approved sites has been increased from 67 to 84 sites. This integrated overall approach represents a balanced investment in the ongoing contribution the entire Woolgoolga Beach Reserve makes to Woolgoolga and to the wider community of the region and the state.

**Park Entry:**

The Design Review concluded that the current location of the entry to the Holiday Park from Beach Street represented a major challenge to the healthy growth of Woolgoolga's Town Centre in terms of functionality, public realm quality and integration with the beach and its associated open spaces. The existing entrance does not make a positive contribution to the character of Woolgoolga. The Design Review identified the relocation of the Holiday Park entry and exit to Wharf Street as a major opportunity with respect to developing better outcomes for the Town Centre, public domain open space and the Holiday Park.

The entry forecourt on Wharf Street will be configured to occupy a smaller area to reduce the impact of hard surface at the entry to the Holiday Park. Entry and exit lay-bys will be provided that comply with the requirements of the caravan park regulations with traffic movements controlled by boom gates to provide security for management and guests. Landscaping and upgraded signage will further improve the aesthetic appeal and functionality of the Park entrance. The public parking area to the east of the existing Park entrance will also be removed and that area will be integrated with the public open space. Extensive community consultation for this change has been undertaken by Coffs Harbour City Council and the Council has resolved to approve the relocation of the Holiday Park entry and exit to Wharf St.

**Internal Road and Site Layout**

A fundamental objective for the proposed improvement of the Holiday Park is to bring the internal road system and every site into compliance with the relevant regulatory requirements. This will involve re-alignment and widening of existing roads and the removal of some other roads. The access pattern will utilise a combination of one way and two way vehicular movements to accommodate contemporary caravans and smaller recreational vehicles and fifth wheelers. Dead end roads will be eliminated. Any required relocation of existing long term residents within the Holiday Park will be undertaken by the Trust as an integral part of the redevelopment process with any such actions taken in consultation with affected residents and in accordance with the applicable regulatory provisions.

Sites that are undersize will be eliminated with the minimum area for a drive-on powered short term tourist site being over 70 square metres. The reconfiguration of the sites will include upgrades to power heads, water supply and sullage. This investment will mean every site in the Park is market appropriate and

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available for occupation throughout the year.

It is proposed to install en-suite facility units to service four sites on the north western boundary of the Park. This will increase the range of site types available in the Park and address an expressed market demand, particularly from the senior travellers who are a key part of the Woolgoolga's tourist clientele.

**Beachfront Cabin Accommodation:**

The beachfront area will support a majority of the Park's stock of cabin accommodation. The improvement program provides for the installation of 14 new cabins which will replace existing cabins. There are at least three existing cabins in the Park with a substantial remaining economic life that are popular with the Park's clients. These will be retained and relocated within the Park. The total number of cabins at the completion of the proposed program will be similar to the existing situation, however, the new products will provide an integrated range of contemporary designs to cater for a variety of market segments at a much higher overall quality than the existing cabin stock.

Accessible Cabins - In May 2011 new Federal legislation commenced that requires tourist accommodation establishments to make specific provision for people with disabilities when new construction is undertaken. The Coffs Coast State Park Trust is also subject to a policy adopted by Council in 2005 that commits the Trust to establishing a capability "of accommodating people with disabilities at the ratio specified in the Building Code of Australia". At present Woolgoolga Beach Holiday Park does not supply any fully compliant cabins for disabled access and therefore at least one accessible cabin will be installed.

Environmentally Responsible Design - All new cabins will be designed with a specific focus on the incorporation of environmentally sustainable design features which will include;

- Solar hot-water with gas boost;
- Additional attention to insulation and cross flow ventilation with a view to reducing dependence on air conditioning;
- Establishment of "sustainability" standards for selection of materials, fittings and appliances;
- Achieving an energy star rating for each cabin; and
- A preference for materials and products manufactured in Australia.

**Fencing:**

It is not proposed to make the Holiday Park a fenced and gated area that is separated from the public domain with an obtrusive physical barrier. The transition between the Holiday Park and public areas on Wharf Street and Beach Street will be achieved with low level bollards and landscaping. People will continue to be able to walk through the Holiday Park, however, the proposed public pathway system will offer a more attractive and appropriate route and at the same time provide a level of privacy for Holiday Park guests. This will see a significant reduction in the level of existing fencing to the Wharf Street boundary. It is proposed to replace the existing boundary fence along Wharf Street with a more contemporary design that will be integrated with existing landscaping and complement other proposed park furniture. Even so, the design of the entry and exit boom gates will not preclude pedestrian access to the Holiday Park at that point.

**Attachment 3****General Improvements**

A number of other initiatives will be implemented across the Holiday Park aimed at creating an improved holiday experience for guests and generally upgrading the overall quality of the Holiday Park and its interface with the Woolgoolga Town Centre and the beachfront. These items include improved internal lighting and landscaping to the Wharf Street and Beach Street boundaries of the Holiday Park and relocation of the existing drying area in conjunction with changes to road and site layout. The maintenance shed on the north western boundary of the Holiday Park will be replaced with an aesthetically appropriate building at the end of the economic life of the existing facility. This action will also facilitate improvements to the existing pedestrian link from Wharf Street to Hoffmeier Close.

The table below provides an indication of the proposed staging for implementation;

Item	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5
Entry Lay-bys, Parking & Boom-gates					
Relocate Long Term resident's dwellings (where required)					
Re-align park sites					
New Manager's Residence & Office					
Demolish existing Residence & Office					
Internal Road Alterations					
Relocate Existing Cabins (3)					
Relocate Drying Area					
Landscaping and Pathways					
Central Amenities Upgrade					
Accessible Cabin (1)					
New Cabins (2-3-2-3-3)					
En-suite Facilities					

**7.3.3 Woolgoolga Beach Public Open Space – refer to Drawing WB – 03**

The proposed improvement program will achieve the aim of establishing a range and standard of facilities in this area to meet Council's criteria for a District Social Family Space. The location and layout of facilities will create an integrated public domain with a capacity to support a variety of interrelated activities and uses. The most significant initiatives will be;

- Demolition of the existing Holiday Park Manager's residence and office and development of a new residence and office within twelve months;
- Relocation of the Holiday Park entry and exit to Wharf Street, removal of large areas of hard surface and demolition and replacement of the existing public amenities in Beach Street;
- Contraction of the footprint of the Holiday Park to expand the area and extent of the public domain open space along Beach Street;
- Development of a pedestrian pathway system to link the town centre to the beachfront;
- Relocation of Woolgoolga Marine Rescue to Arrawarra within 12 months as part of Council's wider

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strategy for boating in the local government area; and

- Identification of a suitable location within the Reserve for the development of new purpose designed premises by the Woolgoolga Surf Life Saving Club;
- Relocation and expansion of playground including shade sails and improved disabled access

The implementation of these proposals and the impact on adjoining areas will result in a transformation of the Reserve which will revitalise the character of the Town Centre and enhance the presentation and commercial viability of the Holiday Park.

**Pedestrian Access**

It is proposed to create a pedestrian pathway system which will form a link from the intersection of Beach Street and Wharf Street through to the beachfront. A subsidiary link will connect to the existing footpath along Beach and Ocean Streets and the proposed location for the premises for the Woolgoolga Beach Surf Life Saving Club.

The surface will be pavement, with opportunities to include public art as an integral part of the design of the surface treatment. Areas on Beach Street and at the beachfront will include high quality urban furniture that complements the oceanfront environment and interpretative elements to highlight aspects of the history and former uses of the Reserve. Landscaping will use endemic species but will be based around and complement the landscape character established by the existing Norfolk Island pines. Key benefits will be a much more open presentation of Beach Street and the creation of an opportunity to establish a greater sense of arrival for the Woolgoolga Town Centre.

The development of the pedestrian avenue will have a range of impacts on the design and management of the Holiday Park. Not the least is a reduction in the area of the Park from 1.712 hectares to 1.27 hectares which will have an impact on the number of sites in the Holiday Park. The boundaries between the Holiday Park and public domain open space will not be fenced but delineated with low level unobtrusive bollards and landscaping treatments designed to maintain the open character of the setting.

The existing pedestrian pathway that connects Wharf Street to Hoffmeier Close and the beachfront via the laneway and the Holiday Park will be maintained and enhanced at the end of the economic life of the maintenance shed.

**New Premises for the Woolgoolga Surf Life Saving Club**

Over the past 18 months a series of discussions in relation to this initiative have been facilitated by Council in its role as the manager of the Reserve Trust. The condition of the existing Surf Club building is such that extensive repairs and cost prohibitive renovations are required to address issues associated with the structural integrity of the building, fire safety, access and provision of required accessible facilities. In addition, the floor area and the layout of the building do not meet the operational requirements of the Surf Club. As a consequence, shipping containers and off-site storage are required to support the ongoing operation of the Club.

These issues will have a continuing negative impact on the ability of the Club to maintain its long term role in providing a surf-life saving service that addresses community requirements. Furthermore, the existing site is within the area identified as “almost certain” to be impacted by coastal inundation and erosion by



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2050. The building is the only substantial structure in the local government area located in such a position and recent storm events have highlighted the vulnerability of the site and building. The existing armouring which is immediately in front of the building is also exacerbating damage to adjacent sections of the dune system. As a result, the Surf Life Saving Club has reached agreement with the Reserve Trust and Council for the organisation to move toward establishment of new Club premises on the land currently occupied by Woolgoolga Marine Rescue.

Woolgoolga Marine Rescue has agreed to relocate to Arrawarra as part of Council's wider strategic initiative to improve boating facilities and safety for boat users on the Coffs Coast. Formal agreements (Memorandum of Understanding and Heads of Agreement) have been executed between the University of New England, Marine Rescue and Coffs Harbour City Council.

At this stage no firm decisions have been made with respect to the design of a new facility, however, this Draft Plan of Management commits the Reserve Trust to achieving an appropriate outcome by allocating an area within the Reserve for the development of the new premises. The Trust will be required to initiate and facilitate a consultative process to establish parameters for the design of a facility that is capable of meeting the needs of the organisation while preserving the integrity and functionality of the Reserve for community use. The agreed solution will address requirements for vehicular and pedestrian access in a way that complements the established public use of the Reserve but allows for efficient response to emergency situations.

The new Clubhouse will be of a design that will complement the character of the Reserve and the Town Centre and provide a long term solution for the operation of the Club and the services its member provide to the community. Access to and from the Club premises will be integrated with the pathway system for the Reserve and will also allow for direct pedestrian access from Ocean Street. The redevelopment proposed by the Surf Club will be subject to normal requirements for development consent. The Surf Club will occupy the land on the basis of a long term Crown lease and will be responsible for funding the project. Future surf patrol requirements will be addressed with the construction of a "patrol deck" which is central to the main swimming area.

The existing leased site and building will be vacated by the Surf Lifesaving Club. The future of the Clubhouse and the land will be determined by the Department of Primary Industries, Lands. This will facilitate consideration of the most appropriate long term options for the existing Clubhouse building which include adaptive re-use, relocation of the building to another location or demolition.

It should be noted that a detailed heritage assessment of the building has been undertaken and reported to Coffs Harbour City Council. The detailed heritage assessment concluded that the building was not of State significance, and the final heritage inventory sheet for the building had been amended to reflect this. The report concluded that given the condition of the building, the building's location within the immediate" coastal hazard zone, as identified in Council's adopted Coastal Zone Management Plan, and the representations made by the land owner (Crown Lands), it is not recommended to pursue further heritage consideration of this building, however, the following measures should be undertaken to mitigate against the building's loss:

- (d) Undertake an oral history of the Woolgoolga-Grafton SLSC by a professional oral historian.

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- (e) Prepare an interpretative strategy that celebrates the surf club history in an appropriate manner
- (f) Prepare an archival record of the building prior to any change or demolition of the building in accordance with guidelines for archival records published by the OEH.

**Day-use Facilities**

A number of improvements and additions will be made to the existing passive and active recreation facilities provided in the Reserve including:

- Redesign of the main parking area off Carrington Street to reduce the area of hard surface but provide for a larger number of vehicles;
- Improvements to formalise parking arrangements in Hoffmeier Close;
- Relocation of existing picnic shelters away from the area immediately in front of the Holiday Park;
- Removal of the parking area and public amenities opposite the end of Ocean Street and rehabilitation of the area to create an improved interface between the Reserve and Town Centre;
- A comprehensive approach to landscaping which will include new plantings, paving, new park furniture, signposting and a vegetation replacement and management program.
- New public amenities will be provided that can be easily access from Beach Street and from the reserve. Angled parking will be provided in Beach Street to compensate for parking that is removed from within the reserve to maintain convenient access to the existing playground and the beach; and
- The shape of the open space will expand progressively toward the east with the changed alignment of the northern boundary of the Holiday Park increasing the area of open space between the Holiday Park boundary and the beachfront.

**Interpretation**

An integral component of the improvements to the public domain open space areas will be the installation of material that will recognise and communicate aspects of the rich Aboriginal and European cultural history of the locality.

The table below provides an indication of the proposed staging for implementation.

**Staged Implementation**

Item	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5
Pathway system					
Park furniture and landscaping					
Interpretation					
Re-develop day visitor parking areas					
Public toilets					
Relocate Picnic Shelters					
Patrol Deck					

Environmental Management					
Beach Access and Fencing					
Signposting					

**7.3.4 Dune System**

The future management of this area will primarily be focused on vegetation management. In due course minor improvements will be made to the facilities provided in the Lake Road Recreation Areas, however, these will continue to be low key and informal in character. Both areas provide pedestrian links to the beach. These access points can be affected by storm events and must be actively monitored and managed in the interest of public safety.

**7.3.5 Lakeside**

The future management of this area will primarily be focused on vegetation management and control of pedestrian and vehicular access. There will be a specific focus on preserving the health of the existing vegetation communities with particular regard to the areas that form secondary koala habitat.

**7.4 ASSESSING PROPOSED IMPROVEMENTS**

It will be noted that this Draft Plan of Management proposes that a number of development projects should be brought forward by the Reserve Trust over the next 5 to 10 years. While there has been wide ranging analysis and consideration of these proposals during the preparation of the Draft Plan the following are some of the key issues that should still be considered by the Reserve Trust when deciding whether a particular land use or development is to proceed within the Reserve;

- The compatibility of the proposal with the notified purpose of the reserve;
- The compatibility with the Vision Statement and Management Principles for the Reserve;
- The provisions of relevant planning instruments including the Coffs Harbour Local Environmental Plan;
- The need for the proposal, it will promote and be ancillary to the use and enjoyment of the reserve as distinct from satisfying a requirement generated by an adjoining property or by an un-associated community need;
- Design and aesthetic integrity – is the detailed design appropriate to the character of the Town and the Reserve and does it contribute to an integrated approach to the design of improvements to the Reserve?
- The benefit the improvement would bring to the normal reserve user;
- The impact on the existing use of the reserve; and
- The Management responsibility and public availability of the improvement or facility to reserve users.

**7.5 AUTHORISED ACTIVITIES AND WORKS**

A range of measures have been identified as required to implement this Plan of Management to ensure the Woolgoolga Beach Reserve and the Woolgoolga Beach Holiday Park is improved and managed in accordance with the Principles of Crown Land Management. These improvements and actions are identified and described in Sections 7 and 8 of this Plan of Management and in the Drawings. The improvements and works are itemised below under each of the relevant Management Precincts, are authorised pursuant to Clause 65(2) of *SEPP Infrastructure 2007*. Refer to Drawings WB – 02 and WB - 03.

<b>Management Unit</b>	<b>Authorised Activities and Improvements</b>
<b>Headland</b>	Alterations, additions and renovation to existing shelters; viewing platforms and seating; storm water drainage; construction and maintenance of pedestrian pathways; fencing, vegetation management; signage; and landscaping.
<b>Woolgoolga Beach Public Open Space</b>	Demolition of existing public toilets; alteration and or demolition of Marine Rescue premises; excavation; construction and amplification of underground utility service infrastructure; road works and construction of parking areas; storm water drainage; fencing; vegetation management; landscaping; construction of pathways; relocation of existing playground, picnic and barbecue shelters; construction of public amenities; construction of a surf patrol deck; signage; installation of park furniture, erosion control measures.
<b>Woolgoolga Beach Holiday Park</b>	Demolition of the existing manager’s residence, park office and reception area; construction of manager’s residence and office; demolition of minor structures; excavation; installation of boom gates; construction and amplification of underground utility service infrastructure; road works including construction of roads, laybys and parking areas; reconfiguration, alteration and relocation of existing approved dwelling sites; storm water drainage; installation of relocatable homes(cabins) in accordance with the caravan park regulations; Installation of en-suite facilities in accordance with the regulations; fencing, vegetation management; landscaping; construction of pathways .
<b>Dune System</b>	Alterations, additions and renovation to existing shelters; road works and car park construction; storm water drainage; construction and maintenance of pedestrian pathways; fencing, vegetation management; signposting; and landscaping, erosion control measures.
<b>Lakeside</b>	Minor road works and car park construction; storm water drainage; construction and maintenance of pedestrian pathways; fencing, vegetation management; signposting; and landscaping.

**7.6 FINANCING IMPROVEMENTS**

The Woolgoolga Beach Reserve and the Woolgoolga Beach Holiday Park generate income primarily from rental of tourist sites for holiday accommodation. The Holiday Park is trading profitably and each year contributes a levy equal to 5% of Gross Revenue to the Public Reserves Management Fund (PRMF). Funding for new initiatives can therefore be made from two sources: net profit (gross profit less operational expenses, PRMF contributions and depreciation) and loans. The only area where additional financial assistance may be considered relates to the application for grant funding to undertake environmental works and to contribute towards the cost of public facilities.

The provisions of the Crown Lands Act, 1989 prevent the Reserve Trust from funding works that are outside the boundaries of the Reserve. In this regard there are aspects of the proposed concepts in the Draft Plan of Management which address issues that are not core considerations with respect to the care control and management of the reserve. Such works must be funded from other sources as, to do otherwise, will divert money required to ensure the long term financial viability of the Holiday Park and Reserve.

**8 MANAGEMENT ACTIONS AND PROPOSED IMPROVEMENTS**

The following tables detail the Management Objectives and Management Actions to be implemented by the Reserve Trust. In the first instance the Objectives and Actions are designed to achieve the Vision for the Reserve and address the Management Principles outlined in Sections 6.2 and 6.3.

The implementation of the identified Actions will address the Management Issues identified in Section 4. Where Actions involve physical improvements to the Reserve and reserve facilities those actions will be in accordance with the plans and drawings that form part of this Plan of Management. Where further documentation is required the planning and design process will be guided by and comply with the Vision, Principles and Objectives established by this Plan.

**8.1 NATURAL ENVIRONMENT**

**8.1.1 Vegetation and Habitat Management**

Objectives	Actions
Restore natural vegetation and enhance the recreational and visual amenity of the Reserve	<ul style="list-style-type: none"> <li>• Continue to implement and review Vegetation Management Plans;</li> <li>• Protect areas that support endangered ecological communities;</li> <li>• Implement and continue weed control, planting and natural regeneration programs:                             <ul style="list-style-type: none"> <li>- Community Care group projects;</li> <li>- Bitou Bush Control program;</li> <li>- Headland vegetation and restoration;</li> </ul> </li> <li>• Provide support to the local Dunecare group;</li> <li>• Actively manage bush land adjoining recreation areas, viewing locations and other high use locations;</li> <li>• Restore natural vegetation as resources allow;</li> <li>• Provide for improved feeding, habitat and movement of koalas through planting endemic species appropriate to Secondary Koala Habitat;</li> <li>• Be involved as required in the implementation of the strategies for the camp identified in the Our Living Coast Regional Flying Fox Program.</li> </ul>
Minimise disturbance to native vegetation	<ul style="list-style-type: none"> <li>• Use appropriate siting for recreation facilities and walkways;</li> <li>• Manage pedestrian, horse and vehicle access;</li> <li>• Implement fire management Actions;</li> <li>• Address un-authorized damage to vegetation and refuse dumping;</li> <li>• Implement public education programs;</li> <li>• Define residential buffer areas and protect vegetation through mulching, edge planting and/or fencing as appropriate;</li> </ul>

**8.1.2 Catchment Management**

<b>Objectives</b>	<b>Actions</b>
Implement effective catchment management within the reserve and minimise impacts on coastal water quality	<ul style="list-style-type: none"> <li>• Implement erosion control measures, litter and silt traps and wetland filters where required to control storm water;</li> <li>• Use chemicals in accordance with approved Council guidelines;</li> <li>• Promote catchment management principles where appropriate.</li> <li>• Address and implement relevant strategies and actions identified in the Woolgoolga Flood Plain Risk Management Study and Plan.</li> </ul>

**8.1.3 Fire Management**

<b>Objectives</b>	<b>Actions</b>
Minimise fire hazard to private property and appropriately manage natural coastal vegetation	<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>• Maintain a record of fire history;</li> <li>• Refer to Guidelines for Fire Management in Council Controlled Reserves for further details.</li> </ul>

**8.1.4 Coastal Processes**

<b>Objectives</b>	<b>Actions</b>
Manage coastal processes and climate change while allowing for natural occurrences	<ul style="list-style-type: none"> <li>• Address and implement the relevant strategies and actions identified in the Coastal Zone Management Plan;</li> <li>• Protect and maintain dunal vegetation;</li> <li>• Investigate and consider future coastal erosion protection strategies</li> <li>• Adapt beach accessways to allow for storm erosion where possible;</li> <li>• Close access and repair damage as necessary after storm events;</li> <li>• Adopt the relevant policies of the NSW government and Council in relation to responsible management with respect to climate change and sea level rise;</li> <li>• Develop specific climate change adaptation plans as part of an integrated approach across the local government area.</li> <li>• Do not locate infrastructure in locations that are predicted to be “almost certain” to be impacted by coastal recession;</li> <li>• Reconfigure infrastructure, sites and accommodation within the Holiday Park operational boundaries as required to address long term impacts of coastal recession and sea level rise. Sacrifice land to retain a sandy beach through a process of planned natural retreat. In association</li> </ul>

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Objectives	Actions
	with this, sacrifice sewer assets if and when the Holiday Park must be abandoned (beyond 2050) as a consequence of these impacts.

**8.1.5 Seaweed Removal**

Objectives	Actions
Maintain the role of seaweed in the marine ecology while providing for the recreational amenity of high use areas of the beach	<ul style="list-style-type: none"> <li>• Leave seaweed to normal tidal movements where ever possible;</li> <li>• Move seaweed away from high use areas of the beach as follows: <ul style="list-style-type: none"> <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 licensed by NSW Fisheries;</li> </ul> </li> <li>• All works in the intertidal zone are to be carried out as per the Coffs harbour City Council Strategy for the Management of Seaweed Accumulations within the CHCC LGA.</li> </ul>

**8.1.6 Coastal Views and Visual Amenity**

Objectives	Actions
Protect and enhance the visual amenity of the Lakeside precinct of the Reserve	<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 Reserve and reinforce local character and design themes;</li> <li>• Locate facilities, accessways and signs to minimise impact on visual amenity while being clearly visible.</li> </ul>
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 selective plantings which comprise endemic coastal species only. Unauthorised vegetation pruning, poisoning or removal on the reserve is prohibited.</li> </ul>

**8.2 CULTURAL VALUES**

Objectives	Actions
Protect and enhance Aboriginal cultural values in the Reserve	<ul style="list-style-type: none"> <li>• Comply with the requirements of the Due Diligence code of Practice for the Protections of Aboriginal Objects in NSW before proceeding with improvement works;</li> <li>• Identify and protect significant sites and consult with relevant groups and authorities prior to commencement of works on site;</li> <li>• Ensure access to significant sites for Aboriginal use;</li> </ul>



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Objectives	Actions
	<ul style="list-style-type: none"> <li>• Provide interpretation of significant sites where appropriate;</li> <li>• Maintain on-going consultation with Garby Elders, Council's Aboriginal Consultative Committee and Department of Environment &amp; Conservation.</li> </ul>
Protect and enhance European cultural and historic values in the Reserve	<ul style="list-style-type: none"> <li>• Identify and protect significant sites;</li> <li>• Provide appropriate interpretation of significant sites where desirable.</li> </ul>

**8.3 RECREATION****8.3.1 Recreation Facilities**

Objectives	Actions
Maintain and upgrade designated recreation areas to cater for a range of passive recreation activities	<ul style="list-style-type: none"> <li>• Provide recreation facilities within existing appropriate and designated locations. The recreation areas may provide over time: <ul style="list-style-type: none"> <li>- picnic tables, shelters and electric BBQs</li> <li>- public toilets and beach showers</li> <li>- playgrounds</li> <li>- garbage bins</li> <li>- lighting</li> <li>- shade tree planting (use mainly local native species)</li> <li>- pedestrian pathways and cycleways</li> <li>- off street parking</li> <li>- fencing to protect natural vegetation</li> <li>- directional and interpretive signs;</li> </ul> </li> <li>• Develop recreational facilities in accordance with the Coffs Harbour City Council Open Space Strategy 2010.</li> </ul>

**8.3.2 Litter and Beach Cleaning**

Objectives	Actions
Reduce the incidence of litter and improve recreational amenity	<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>• Include litter reduction in public education programs.</li> </ul>

**8.3.3 Pedestrian and Cycle Access**

Objectives	Actions

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<p>Develop, maintain and rationalise existing pedestrian access to best suit current use and conditions and to ensure access safety, usability and protection of the natural environment</p>	<ul style="list-style-type: none"> <li>• Provide facilities that comply with requirements with respect to accessibility;</li> <li>• Review existing track system (both constructed and informal access) taking into account:             <ul style="list-style-type: none"> <li>- level of use</li> <li>- beach and surf conditions (consult WSLSC)</li> <li>- vegetation</li> <li>- erosion</li> <li>- visibility and convenience</li> <li>- Solitary Islands Coastal Walk</li> </ul> </li> <li>• Close, relocate and/or upgrade tracks as required;</li> <li>• Adapt track design to local topography and conditions as appropriate eg. board and chain, stairs, timber beach ramps, gravel or sand tracks, bitumen sealed or paved paths, track definition by bollards or fencing;</li> <li>• Maintain access way structures and track side vegetation to encourage use, ensure safety and protect vegetation in riparian areas. Temporary track closure may be required after storm events.</li> </ul>
<p>Implement the Solitary Islands 'Coastal Walk' project</p>	<ul style="list-style-type: none"> <li>• Implement Coastal Walk Strategy Plan within the Reserve subject to community acceptance;</li> <li>• Prepare Site Plans prior to each stage of construction to show track location, vegetation restoration, facilities and signs;</li> <li>• Identify costs and seek funding in conjunction with Solitary Islands Coastal Walk Working Party.</li> </ul>
<p>Provide cycle access within the reserves and to facilitate local links</p>	<ul style="list-style-type: none"> <li>• Construct and/or maintain shared cycleway/walkway access in the dune area, creek foreshores and lake foreshores where appropriate.</li> </ul>

**8.3.4 Access for Boats, Vehicles, Horses and Dogs**

<b>Objectives</b>	<b>Actions</b>
<p>Provide beach access for vehicles, dog exercising and horse riding while retaining amenity for others and protecting the environment</p>	<ul style="list-style-type: none"> <li>• Implement Council policies for vehicles, dogs and horses on beaches;</li> <li>• Install dog waste disposal units on any part of the beach used for dog exercising (in accordance with the Companion Animals Act 1998).</li> </ul>
<p>Provide adequate emergency access and manage existing vehicle access points to minimise environmental impacts and</p>	<ul style="list-style-type: none"> <li>• Upgrade and maintain vehicle access as required;</li> <li>• Install emergency and maintenance vehicle access which prevents unauthorised vehicular access to the day-use areas (eg locked slip rail or chain);</li> <li>• Provide and maintain fire control access.</li> </ul>

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<b>Objectives</b>	<b>Actions</b>
unauthorised vehicular access	
Improve parking especially in high use areas	<ul style="list-style-type: none"> <li>• Where appropriate remove parking areas that occupy prime foreshore or recreational locations;</li> <li>• Upgrade the public parking area in Hoffmeier Close – use pervious material for surfacing to reduce the impact of storm water runoff;</li> <li>• Reconfigure the parking area adjacent to the boat ramp in conjunction with the development of the new Surf Club premises and the relocation of Woolgoolga Marine Rescue to Arrawarra.</li> </ul>
Minimise any adverse impacts on the environment or on recreational opportunities as a result of allowing access to the beach for horses.	<ul style="list-style-type: none"> <li>• Assess damage at any beach access points used by horses.</li> <li>• Determine suitability of access and establish requirements for upgrading or restriction of access.</li> </ul>

**8.4 WOOLGOOLGA BEACH HOLIDAY PARK**

<b>Objectives</b>	<b>Actions</b>
Preserve the financial contribution the Holiday Park makes to the management of the reserve and to the local community;	<ul style="list-style-type: none"> <li>• Redevelop and improve the Holiday Park and develop facilities in accordance with Drawing No WB – 02 including alterations to the road and site layout;</li> <li>• Install quality on-site accommodation designed to complement the character of the coastal setting and capable of generating a consistent income stream to finance the ongoing management of the Holiday Park and make a substantial contribution to the management of the adjoining reserved lands;</li> <li>• Provide communal facilities within the Holiday Park in accordance with the relevant regulations and improve ancillary facilities for guests including barbecues and children’s play equipment;</li> <li>• Maintain an adequate supply of short term sites for caravans, tents and recreational vehicles.</li> </ul>
Recognise the rights of long-term residents.	<ul style="list-style-type: none"> <li>• Ensure resident’s rights under existing tenancy agreements are protected.</li> </ul>
Increase public access to the beach and public open space and strengthen links between the beach and the Town Centre.	<ul style="list-style-type: none"> <li>• Undertake a staged contraction of the area of the Holiday Park and the number of sites to 73 sites to facilitate the development of a pedestrian pathway system linking the town centre, the beachfront and other elements in the reserve;</li> <li>• Define the boundary between the Holiday Park and public domain open</li> </ul>

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<b>Objectives</b>	<b>Actions</b>
	<p>space with low level bollards and landscaping to maintain the open visual character of the Reserve;</p> <ul style="list-style-type: none"> <li>• Improve access and parking for emergency vehicles;</li> <li>• Remove the car park adjacent to the existing Holiday Park entry to increase the area of useable public open space; Provide appropriate visitor car parking for the Holiday Park in accordance with the Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005.</li> </ul>
Have a staged development process that is achievable in terms of planning and financial constraints.	<ul style="list-style-type: none"> <li>• Aim to undertake the improvement program over 5 stages based on the internal capacity of the Holiday Park to support the funding of the works. Also allow for progressive development and funding of the proposed pedestrian avenue and associated improvements to the adjoining public open space.</li> </ul>

**8.5 UTILITY SERVICES**

<b>Objectives</b>	<b>Actions</b>
Enable the maintenance and installation of public utilities and services within the Reserve	<ul style="list-style-type: none"> <li>• Right of entry and access for services and plant maintenance is to be provided;</li> <li>• Take care in maintenance activities to avoid disturbance to natural areas;</li> <li>• Avoid location of new services in or through natural areas;</li> <li>• If the installation of services is essential, it is to be carried out to an approved installation and rehabilitation strategy.</li> </ul>

**8.6 PUBLIC SAFETY****8.6.1 Safety and Risk Management**

<b>Objectives</b>	<b>Actions</b>
Provide health, safety and risk management for the general public and those involved in maintenance and management activities.	<ul style="list-style-type: none"> <li>• Carry out regular risk management inspections for access ways, fencing, structures and equipment and implement maintenance and repairs as required;</li> <li>• Make adequate provision for future beach and surf safety if the existing Surf Club is demolished by constructing a “patrol deck” in a location that is agreed with the Woolgoolga Beach Surf Life Saving Club;</li> <li>• Maintain picnic areas and playgrounds in accordance with Council’s Playground and Picnic Area Management Plans;</li> <li>• Carry out tree maintenance to remove hazards or obstructions;</li> <li>• All maintenance and capital improvement works to be carried out in accordance with Council’s Safe Working Code.</li> </ul>

**8.6.2 Regulation of Activities**

Objectives	Actions
Discourage inappropriate behaviour and activities and reduce the incidence of vandalism of facilities or vegetation	<ul style="list-style-type: none"> <li>• Exercise powers under Crown Lands Act, Crown (General Reserves) By-law and Local Government Act;</li> <li>• Issue on the spot fines or prosecute where appropriate;</li> <li>• Consult with and take advice from the NSW Police;</li> <li>• Implement public education program;</li> <li>• Select and install vandal resistance materials and design for facilities;</li> <li>• Determine and implement suitable measures to address problems specific to particular areas in consultation with relevant authorities including the NSW Police, eg:                             <ul style="list-style-type: none"> <li>○ alcohol restrictions</li> <li>○ lighting</li> <li>○ hours of use (picnic areas, facilities)</li> <li>○ location and design of facilities and landscaping</li> <li>○ modify activities which are prohibited or permissible;</li> </ul> </li> <li>• Ensure prohibited activities are adequately signposted;</li> <li>• Respond promptly to incidences of damage to native vegetation:                             <ul style="list-style-type: none"> <li>○ site inspection by Council staff and rangers (include Care group where incident occurs in group project areas)</li> <li>○ determine appropriate action for each case eg. on the spot fine, prosecution, restoration agreement, restoration and protection of the area, publicity and education</li> <li>○ maintain record of incidences and action determined;</li> </ul> </li> <li>• Restore and protect damaged vegetation.</li> </ul>

**8.7 RESERVE INFORMATION**

Objectives	Actions
Provide signs to identify prohibited activities, safety warnings and reserve information.	<ul style="list-style-type: none"> <li>• Design signs in accordance with State Wide Best Practice Guidelines to convey appropriate information for each site (eg. Prohibited activities, advisory information, contact numbers for reporting problems);</li> <li>• Minimise number of signs used by combining information.</li> </ul>

**8.8 INTEGRATED MANAGEMENT**

**8.8.1 Co-ordination**

Objectives	Actions
Regularise the status of the	<ul style="list-style-type: none"> <li>• Initiate liaison with the Department of Primary Industries, Lands to</li> </ul>

**Attachment 3**

<b>Objectives</b>	<b>Actions</b>
lands under the care control and management of the Trust.	<p>adjust the entire seaward boundary of R 63076 to MLWM (Mean Low Water Mark). This will obviate the opportunity for misunderstanding in the responsibilities of the relevant management agencies and enable effective management of the intertidal zone especially with respect to licensing of commercial activities.</p> <ul style="list-style-type: none"> <li>• Consider adding Woolgoolga Beach Reserve to Coffs Coast State Park.</li> <li>• In the long term work toward consolidating lots within the Reserve.</li> </ul>
Implement the Plan of Management and relevant statutory requirements in an ongoing, co-operative and timely manner within the available resources	<p>Refer inquiries and liaise as required with government agencies:</p> <ul style="list-style-type: none"> <li>• <u>National Parks and Wildlife Service (Dept of E &amp; CC)</u> Reserve and vegetation management on land adjoining National Parks and Coffs Coast State Park or involving threatened species, Aboriginal sites or Solitary Islands Coastal Walk.</li> <li>• <u>NSW Fisheries</u> Activities of recreational and professional fishers - a permit is required under Section 205 of the Act to harm or remove any marine vegetation, whether alive or dead, including seaweed, sea grass and mangroves. Bag limits for bait collection and seaweed removal;</li> <li>• <u>NSW Marine Park Authority (Solitary Islands Marine Park):</u> <ul style="list-style-type: none"> <li>○ Prior notification of seaweed removal and beach cleaning on intertidal areas within Marine Park;</li> <li>○ Promotional material and interpretive signs;</li> <li>○ Shared regulation of activities by Council Rangers and Marine Park Rangers (within Marine Park and adjoining areas);</li> <li>○ Implementation and development of SIMP Zoning and Operations Plans - consider in review of beach access policies for animals and vehicles and development of facilities near the SIMP eg. access ways and boat ramps;</li> </ul> </li> <li>• <u>NSW Waterways:</u> <ul style="list-style-type: none"> <li>○ Regulations applying to jet skis and water craft;</li> <li>○ Provision and maintenance of boat access facilities;</li> </ul> </li> <li>• <u>Department of Primary Industries, Lands:</u> <ul style="list-style-type: none"> <li>○ Plan of Management adoption and revisions, Crown Lands leases;</li> <li>○ Determination of the future of the existing Surf Life Saving Club premises and lease;</li> <li>○ Coastline hazard management;</li> <li>○ Funding grants;</li> <li>○ Soil erosion and acid sulfate soil (Community Advisory Services);</li> <li>○ Water quality (Resource, Access and Planning);</li> </ul> </li> <li>• <u>Department of Planning:</u> <ul style="list-style-type: none"> <li>○ Approvals for activities within areas covered by State</li> <li>○ Environment Planning Policies (eg. SEPP 71);</li> </ul> </li> <li>• <u>Fire Control Officer and Fire Control Management Committee:</u></li> </ul>

**Attachment 3**

Objectives	Actions
	Fire Control Management Plans and requirements; <u>Coastcare:</u> Funding programs, education and public awareness activities; • <u>Coffs Harbour Waterways Catchment Management Authority:</u> <ul style="list-style-type: none"> <li>○ Funding programs;</li> <li>○ Catchment Management Committee Strategic Plan;</li> <li>○ Educational and public awareness activities.</li> </ul>
Maintain a co-ordinated approach to management of the range of environmental issues.	<ul style="list-style-type: none"> <li>• Liaise with officers within Council and in other Authorities to ensure an integrated approach to implementing the requirements of the Estuary Management Plan, Vegetation Management Plans, Our Living Coast Regional Flying Fox Program, Coffs Harbour Biodiversity Action Strategy 2012- 2030 and Coastal Zone Management Strategies, etc.</li> </ul>
Facilitate a process to achieve relocation of Woolgoolga Marine Rescue to Arrawarra to enable the development of new premises for the Woolgoolga Beach Surf Life Saving Club.	<ul style="list-style-type: none"> <li>• Initiate and continue a transparent consultative process with the organisations and the community to develop an appropriate plan to accommodate both service organisations;</li> <li>• Identify a lease area with frontage to Ocean Street that is capable of accommodating the reasonable requirements for the continuing efficient operation of the Woolgoolga Beach Surf Life Saving Club;</li> <li>• Liaise with the Department of Primary Industries, Lands with respect to policy requirements and the development of an appropriate tenure;</li> <li>• Establish design criteria for the proposed premises that will lead to the development of a facility that is complementary to the natural attributes of the reserve, facilitates the continuation of the existing uses of the reserve and adequately addresses the ongoing requirements of the Club.</li> </ul>

**8.8.2 Commercial Activities**

Objectives	Actions
Allow for commercial activities which enhance recreational opportunity without adverse impacts on other recreational users, the natural environment or visual amenity.	<ul style="list-style-type: none"> <li>• Approve commercial activities that are compatible with the use of the reserve. Conditions of approval are to apply for insurance, lease or permit fees, minimising noise and other impacts on users and adjoining residents; environment or visual amenity as appropriate.</li> <li>• Fee structures will reflect the level of community benefit from the activity.</li> </ul>

**8.8.3 Adjoining Development**

Objectives	Actions
Minimise impacts on the Reserve from adjoining development	<ul style="list-style-type: none"> <li>• Consent requirements for developments adjoining and likely to impact on the Reserve should include appropriate conditions to minimize the impact of development on the amenity of the reserve and to protect its resources and values.</li> </ul>

**8.8.4 Funding**

Objectives	Actions
Maximise funding opportunities to enable implementation of the Plan of Management	<ul style="list-style-type: none"> <li>• Implement the improvements proposed for the Holiday Parks through funding from trading profits and borrowing from the Public Reserves Management Fund;</li> <li>• Ensure up to date information is available on relevant funding programs;</li> <li>• Apply for funding for suitable projects;</li> <li>• Co-ordinate and maximise funding opportunities eg. matching Council funding with government funding and by obtaining funding for community group projects.</li> </ul>

**8.8.5 Project Planning and Implementation of Other Plans**

Objectives	Actions
Prepare, revise and implement plans or actions for management areas or projects within the Reserve.	<ul style="list-style-type: none"> <li>• Picnic areas and playgrounds are to be installed and maintained in accordance with Council’s Picnic Areas and Playgrounds Plans of Management;</li> <li>• Implement Solitary Islands Coastal Walk Strategy Plan, subject to community acceptance and re-exhibition of Coastal Walk Strategy Plan.</li> </ul>
Complete site assessment, planning and design to assist in works programs and sourcing of funds	<ul style="list-style-type: none"> <li>• Prepare concept Plans for upgrading recreation areas;</li> <li>• Prepare and revise project Plans for community groups;</li> <li>• Prepare bush regeneration Plans for priority areas as required and in accord with Council’s Bush Regeneration Status Report;</li> <li>• Carry out environmental and user needs assessments at site planning and design stage as required for all improvements;</li> <li>• Liaise with stakeholders to ensure all issues are addressed through the site assessment project planning process.</li> </ul>



**8.8.6 Leases and Licenses**

Objectives	Actions
<p>Enable leases and licenses for appropriate uses</p>	<ul style="list-style-type: none"> <li>• Council may enter into a lease or license for whole or part of the lands to which this Plan applies provided that:</li> <li>• Management of the land is in accordance with this Plan of Management, relevant Crown and Council policies and guidelines;</li> <li>• The use of the land is in the public interest;</li> <li>• The granting of the lease, license or estate is in accordance with the relevant provisions of the <i>Crown Lands Act 1989</i>.</li> </ul>

**9 IMPLEMENTATION AND REVIEW**

This Plan provides a long term strategy for the management of the southern part of the Woolgoolga Beach Reserve. It is anticipated the majority of the works described will be implemented over a ten-year period. Priorities for works and funding are to be addressed on an annual basis to meet community needs.

Progress in relation to the implementation of the Plan will be monitored by the Reserve Trust and the Trust will report on an annual basis to the Department of Primary Industries, Lands.

This Plan is to be reviewed approximately every five years or as required to ensure that it continues to be relevant with respect to government legislation and policy and community expectations.

**Attachment 3**  
**APPENDIX 1**  
**Section 68 Approval**

Our Ref: 5371194 (PN 2252630)

28 October 2014

Woolgoolga Beach Reserve Trust  
Attn: Mr Jason Bailey  
Coffs Harbour City Council  
Locked Bag 155  
COFFS HARBOUR NSW 2452

Dear Sir

**CARAVAN PARK AND/OR CAMPING GROUND APPROVAL – WOOLGOOLGA BEACH HOLIDAY PARK – CP 23**

The Council of the City of Coffs Harbour hereby grants to **Woolgoolga Beach Reserve Trust** an approval to operate under *Section 68, Part F2, of the Local Government Act, 1993* in respect of the caravan park and camping ground situated at **55 Beach Street, Woolgoolga** and known as **Woolgoolga Beach Holiday Park** for the period commencing **1 September 2014** to **31 August 2017**.

Subject to compliance with the provisions of *Section 68, Part F2, of the Local Government Act, 1993*, and any conditions imposed and attached to this approval by the Council, the following types of accommodation are permitted to the extent indicated:

**Maximum number of sites approved for – 105**

**1. Long-term residence**

Number of sites approved – 8  
Size – 80m<sup>2</sup>  
Location – refer to community map dated 29 August 2014

**2. Short-term residence**

Number of sites approved – 97  
Size – 65m<sup>2</sup>  
Location – refer to community map dated 29 August 2014

**3. Flood-liaible Land**

Location – refer to community map dated 29 August 2014

**STANDARD CONDITIONS**

This approval is issued subject to the condition that the general relevant provisions of the *Local Government Act 1993* and the *Local Government (Manufactured Homes Estates, Caravan Parks, Camping Grounds and Movable Dwellings) Regulation 2005*, their amendments and the following special conditions are observed.

**SPECIAL CONDITIONS**

1. The minimum floor levels now required for all new structures shall be in accordance with the following requirements:
  - (a) Unregistrable movable dwellings –
 

That all floors shall have a minimum level of 0.5 metres above the estimated 1% probability flood level.
  - (b) Registrable movable dwellings, including caravans and annexes –
    - (i) Those that cannot be dismantled and moved within thirty (30) minutes require a minimum floor level of 0.5 metres above the estimated 1% probability flood level.
    - (ii) Those that can be dismantled and moved within thirty (30) minutes require no minimum floor level if a warning system is in place to give early warning to residents.
    - (iii) Those that can be dismantled and moved within thirty (30) minutes but where there is no early warning system in place then the minimum floor level is to be 0.5 metres above the estimated 1% probability flood level.
  - (c) The minimum floor level within the park is 3.6 metres Australian Height Datum.
  
2. The holder of the approval for the Caravan Park or camping ground must cause the council to be given a certificate (a “**fire hose reel certificate**”) in relation to the fire hose reels **once every calendar year**.
  
3. All short-term sites must be provided with a disposal point, for the disposal of sullage (that is, domestic waste from baths, basins, showers, laundries and kitchens, including floor wastes from those sources) from any moveable dwelling installed on the site. More than one short-term site may be provided with the same disposal point. Sullage must not be discharged into the environment as this is considered ‘water pollution’ under the *Protection of the Environment Operations Act 1997*.

**This approval shall remain in force until 31 August 2017 or until such time as it is amended, modified or revoked under the relevant provisions of the *Local Government Act, 1993*.**

Yours faithfully

Rosemary Roche  
Environmental Health Officer

**APPENDIX 2**

**Zoning Provisions from Coffs Harbour Local Environmental Plan 2013**

**Zone R1 General Residential**

**1 Objectives of zone**

- To provide for the housing needs of the community.
- To provide for a variety of housing types and densities.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage the provision of appropriately scaled tourist and visitor accommodation and tourist-related development in locations where it can be adequately provided with services and where the scale and intensity of the development does not detrimentally impact on adjoining, predominantly residential land uses.
- To support active and safe mixed uses at street level compatible with residential living.

**2 Permitted without consent**

Building identification signs; Home-based child care; Home occupations

**2 Permitted with consent**

Attached dwellings; Boarding houses; Camping grounds; Caravan parks; Child care centres; Community facilities; Dwelling houses; Eco-tourist facilities; Emergency services facilities; Entertainment facilities; Environmental facilities; Environmental protection works; Exhibition homes; Exhibition villages; Flood mitigation works; Food and drink premises; Function centres; Group homes; Helipads; High technology industries; Home businesses; Home industries; Hostels; Information and education facilities; Kiosks; Markets; Multi dwelling housing; Neighbourhood shops; Passenger transport facilities; Places of public worship; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Registered clubs; Residential accommodation; Residential flat buildings; Respite day care centres; Roads; Semi-detached dwellings; Seniors housing; Service stations; Shop top housing; Signage; Tourist and visitor accommodation; Veterinary hospitals; Water supply systems

**4 Prohibited**

Rural workers' dwellings; Any other development not specified in item 2 or 3

**Zone RE1 Public Recreation**

**1 Objectives of zone**

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.

**2 Permitted without consent**

Building identification signs

**3 Permitted with consent**

Boat launching ramps; Boat sheds; Business identification signs; Camping grounds; Caravan parks; Charter and tourism boating facilities; Community facilities; Eco-tourist facilities; Emergency services facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Information and education facilities; Jetties; Kiosks; Markets; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Research stations; Restaurants or cafes; Roads; Take away food and drink premises; Water recreation structures; Water supply systems

**4 Prohibited**

Any development not specified in item 2 or 3

**Zone RE2 Private Recreation**

**1 Objectives of zone**

- To enable land to be used for private open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.

**2 Permitted without consent**

Building identification signs

**3 Permitted with consent**

Amusement centres; Boat launching ramps; Boat sheds; Business identification signs; Camping grounds; Caravan parks; Charter and tourism boating facilities; Child care centres; Community facilities; Eco-tourist facilities; Electricity generating works; Emergency services facilities; Entertainment facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Food and drink premises; Function centres; Helipads; Information and education facilities; Jetties; Kiosks; Markets; Places of public worship; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Respite day care centres; Roads; Tourist and visitor accommodation; Veterinary hospitals; Water recreation structures; Water supply systems

**4 Prohibited**

Any development not specified in item 2 or 3

**Zone W2 Recreational Waterways**

**1 Objectives of zone**

- To protect the ecological, scenic and recreation values of recreational waterways.
- To allow for water-based recreation and related uses.
- To provide for sustainable fishing industries and recreational fishing.
- To consider any marine park zoning plan and to limit or manage any uses that may have an adverse effect on the continued preservation of the park.

**2 Permitted without consent**

Nil

**3 Permitted with consent**

Aquaculture; Boat building and repair facilities; Boat launching ramps; Boat sheds; Building identification signs; Business identification signs; Charter and tourism boating facilities; Community facilities; Emergency services facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Information and education facilities; Jetties; Kiosks; Marinas; Mooring pens; Moorings; Passenger transport facilities; Restaurants or cafes; Roads; Take away food and drink premises; Water recreation structures

**4 Prohibited**

Industries; Multi dwelling housing; Residential flat buildings; Seniors housing; Warehouse or distribution centres; Any other development not specified in item 2 or 3



**REFERENCES**

Document Name	Reference area/applicability/comment
<p>Coffs Harbour 2030 Plan A Strategic Plan for the Coffs Harbour Community, December 2009</p>	<p><b>Vision Statement</b> Coffs Harbour is a model of sustainable living. We value, respect and protect our natural environment and acknowledge that it sustains us and future generations. We work together to live sustainably. We have respect for, and learn from, our diverse communities of many ages and cultures. We are healthy, caring and actively engaged in our communities. We move around safely, easily and sustainably. Our economy is strong and diverse and our businesses are leaders in innovation and sustainability. We value all people and use the goodwill in our community to build a better future for our children. We think globally and act locally.</p> <p><b>Achieved through Five Themes</b></p> <p><b>Learning and Prospering (LP)</b> LP1: We are recognised as a model of sustainable business and industry with a strong and diverse local economy. LP1.1 Our businesses and industries are future-drive, smart, innovative and green. 1.1.1 Develop markets around renewable energy, <b>sustainable tourism...</b> LP1.2 Our economy is strong and diverse providing a wide range of rewarding employment opportunities which are available to all. LP1.2.1 Encourage and support the development of high value, sustainable new business and industry. LP1.2.3 Assist existing business operations to grow as sustainable enterprises.</p> <p><b>Places for Living (PL)</b> PL1: We have designed our built environment for sustainable living. PL1.1 We use best practice urban design and infrastructure development to promote sustainable living. PL1.1.1 Focus development on central medium density urban centres. PL1.1.2 Create balanced pedestrian friendly communities with a mix of residential, business and services. PL1.3 We live and work in buildings which are attractive and sustainable. PL1.3.2 Encourage innovative and sustainable building design. PL2: We have created through our urban spaces, a strong sense of community, identity and place. PL2.1 We have beautiful, liveable and accessible spaces for all our people to enjoy. PL2.1.1 Plan for, and commit to, developing the harbour and foreshores as an inviting, vibrant place that forms the focal point for our city and people. PL2.1.2 Protect and expand public spaces and facilities and ensure they are accessible and safe for all. PL2.1.3 Ensure urban areas have a focus as gathering places for</p>

Document Name	Reference area/applicability/comment
	<p>people rather than cars.</p> <p>PL2.3 We have urban spaces which are child friendly.</p> <p>PL2.3.2 Create safe connections to spaces and facilities used by children.</p> <p>PL3: We have vibrant rural communities</p> <p>PL3.1 Our villages are revitalized and maintain their unique identities.</p> <p>PL3.1.2 Provide each village with the services and facilities needed to maintain a sense of local community.</p> <p>PL3.1.4 Create a sense of place for all in each of our communities.</p> <p>PL3.2 Our villages support a strong tourism base around local produce, arts, culture and nature experiences.</p> <p><b>Moving Around (MA)</b></p> <p>MA2: Many of us walk and cycle from place to place.</p> <p>MA2.1 We have constructed an interconnected network of cycle ways, footpaths and walking tracks that connect our urban communities, hinterland and coastal villages.</p> <p><b>Looking after our Community (LC)</b></p> <p>LC3: We enjoy a comprehensive range of community, artistic and cultural opportunities.</p> <p>LC3.3 We enjoy life together through a range of community events and recreational opportunities.</p> <p>LC3.3.2 Create opportunities for enhancement of the community's sense of well being.</p> <p><b>Looking after our Environment (LE)</b></p> <p>LE2: We protect and restore our environment to conserve its unique biodiversity for future generations.</p> <p>LE2.1 Our forests, beaches, headlands, ocean, rivers, forested mountain backdrop, plants and animals are conserved for future generations.</p> <p>LE2.1.1 Ensure land use management policies and practices conserve the region's unique environmental and biodiversity values.</p> <p>LE3: We manager our resources and development sustainably.</p> <p>LE3.1 We are responsible in the use and management of our natural resources and work to reduce our ecological footprint.</p> <p>LE3.1.2 Use best practice to prevent pollution impacts on our environment.</p>
Coffs Harbour Local Environment Plan 2013	
Our Living City Settlement Strategy	<p>Is a citywide strategy that aims to provide a blueprint for a smart city with accessible and reliable transport, a strong regional economy, a vibrant community and a healthy natural environment.</p> <p>The Strategy meets the requirements of the North Coast Regional Environment Plan (REP) 1988 and the Mid North Coast (MNC) Regional Strategy 2006.</p> <p>One of its main objectives is to provide mechanisms to ensure the growing city offers a range of quality styles of living, working and recreating.</p> <p>Under the Strategy Woolgoolga is regarded as a Coastal Town.</p>

**Attachment 3**

Document Name	Reference area/applicability/comment
Coffs Harbour Open Space Strategy 2010	<a href="http://www.coffsharbour.nsw.gov.au/places-for-living/land-use/public-open-space/Documents/Open-Space-Strategy-Context-And-Key-Outcomes.pdf">http://www.coffsharbour.nsw.gov.au/places-for-living/land-use/public-open-space/Documents/Open-Space-Strategy-Context-And-Key-Outcomes.pdf</a>
Coffs Harbour Coastal Zone Management Plan, 2013	This Report outlines actions for mitigating and managing risks from erosion and recession and from coastal inundation to assets and land within the Coffs Harbour LGA coastal zone.
Coffs Harbour Coastal Reserves Management Plan 2000	Prepared to guide management, use and development of Coastal Crown Reserves for which Coffs Harbour City Council is the appointed Corporate Manager of the Reserve Trust.
Geolink, Woolgoolga Lake Estuary Management Plan 2013	Identifies potential management strategies for the Coastal Zone Management Plan (CZMP) for Woolgoolga Lake estuary.
Coffs Harbour Development Control Plan 2013	
North Coast Regional Environmental Plan	The REP is deemed to be a SEPP, but remains in force locally only until commencement of Council's LEP based on the Standard Instrument template. (December 2008) <ul style="list-style-type: none"> <li>• Division 1, Part 6: Tourism and Recreation</li> <li>• Division 2: Coastal Development</li> <li>• Division 2: Recreation</li> </ul> <a href="http://www.legislation.nsw.gov.au/viewtop/inforce/epi+51+1988+FIRST+0+N/">http://www.legislation.nsw.gov.au/viewtop/inforce/epi+51+1988+FIRST+0+N/</a>
Mid North Coast Regional Strategy 2006-2031 (March 2009)	<a href="http://www.planning.nsw.gov.au/plansforaction/pdf/midnorthcoast_regionals_strategy_final.pdf">http://www.planning.nsw.gov.au/plansforaction/pdf/midnorthcoast_regionals_strategy_final.pdf</a>
North Coast Destination Network 2013, <i>North Coast of NSW Destination Management Planning</i>	
Northern Rivers Regional Biodiversity Management Plan	<a href="http://www.environment.gov.au/biodiversity/threatened/publications/recovery/pubs/northern-rivers.pdf">http://www.environment.gov.au/biodiversity/threatened/publications/recovery/pubs/northern-rivers.pdf</a>
Coffs Harbour Coastal Processes and Hazards Definition Study, May 2010	Includes information on Wave and Wind Climate conditions of the Coffs Coast region and assessment of Woolgoolga Beach.
<p>Coffs Harbour City Council, <i>Koala Management Plan, 1999</i></p> <p>Coffs Harbour City Council, <i>Woolgoolga Town Centre Study, 1996</i> (under review)</p> <p>Department of Lands, <i>Crown Lands Caravan Parks Policy, April 1990</i></p> <p>Geolink, Data Compilation and Estuary Processes Study, Darkum Creek, Woolgoolga Lake and Willis Creek, <u>September 2011</u></p> <p>Our Living Coast Regional Flying Fox Program, September 2010.</p> <p>Parkland Environmental Planners, Guy Sturt and Associates, Pacific Coast Partners and Dr Rob Lander, <i>Park Beach Reserve Plan of Management, February 2009.</i></p> <p>Sustainable Futures Planning and Design, <i>Plan of Management for Woolgoolga Beach Reserve, October 1990 but adopted 23 March 1992.</i></p>	

## **Attachment 3**

### **DRAWINGS**

- |                           |  |
|---------------------------|--|
| <b>Drawing No WB - 01</b> | Existing Plan, Site Setout and Site Analysis - Woolgoolga Beach Holiday Park and Reserve |
| <b>Drawing No WB - 02</b> | Concept Plan - Woolgoolga Beach Holiday Park   |
| <b>Drawing No WB - 03</b> | Masterplan - Woolgoolga Beach Public Open Space  |
| <b>Drawing No WB - 04</b> | Solitary Islands Coastal Walk link to Woolgoolga Beach Public Open Space                 |

Attachment 3

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- 01** EXISTING CARAVAN PARK ENTRY IS POORLY DESIGNED AND ORGANISED. PRESENTS A LARGE EXPANSE OF UNRELIEVED HARD SURFACE.
- 02** DAY-USE CAR PARK - ACCESS CONFLICTS WITH THE CARAVAN PARK ENTRY AND ADDS TO THE AREA OF HARD SURFACE.
- 03** EXISTING MANAGER'S RESIDENCE AND OFFICE - DESIGN IS NOT APPROPRIATE TO THE CHARACTER OF THE LOCATION.
- 04** NARROW DEAD END ROADS ARE LESS THAN THE WIDTH REQUIRED BY THE REGULATIONS AND ARE IMPRACTICAL IN TERMS OF ACCESS FOR CARAVAN AND TRAILERS. THESE FACTORS GIVE RISE TO SAFETY CONCERNS.
- 05** SMALL SITES ARE NOT LARGE ENOUGH TO ACCOMMODATE CONTEMPORARY CARAVANS OR EVEN LARGER TENTS AND MAINTAIN LEGAL SEPARATION DISTANCES. TWO SITES ARE GENERALLY BOOKED OUT TOGETHER AS A SINGLE SITE.
- 06** SITES AND ROADS ARE NOT SET BACK FROM THE CARAVAN PARK BOUNDARY.
- 07** POOR ROAD DESIGN RESULTS IN UNNECESSARILY LARGE AREA OF HARD SURFACE.
- 08** SITES IN THIS PART OF THE PARK COMPLY WITH REGULATORY REQUIREMENTS AND ARE OF SUFFICIENT AREA TO ACCOMMODATE CONTEMPORARY VANS AND TENTS.
- 09** OLDER STYLE EXISTING CABINS ARE SMALL AND REQUIRE REPLACEMENT WITH CONTEMPORARY FAMILY UNITS.
- 10** SITES ALONG THE NORTHERN BOUNDARY OF THE PARK HAVE OUTSTANDING VIEWS AND ARE SUITABLE FOR QUALITY CABIN ACCOMMODATION.
- 11** EXISTING PLAYGROUND - RECENTLY UPGRADED.
- 12** CARAVANS, TENTS AND CABINS IMPINGE UPON THE MAIN STREET AND RETAIL AREA AS RESULT OF ABSENCE OF SETBACK AND POOR DESIGN OF ROADS AND SITES.
- 13** EXISTING CENTRAL AMENITIES AND CAMP KITCHEN ARE IN GOOD CONDITION.
- 14** SURF CLUB AND DAY-USE CAR PARK - UNFORMED AND UNSURFACED.
- 15** EXISTING SURF CLUB - POSSIBILITY FOR REMOVAL AND DEVELOPMENT OF A FACILITY ON LAND CURRENTLY OCCUPIED BY WOOLGOOLGA MARINE RESCUE.
- 16** DAY-USE PICNIC AND BARBECUE FACILITIES ARE WITHIN THE OPERATIONAL AREA OF THE CARAVAN PARK.



**KEY :**

<span style="display: inline-block; width: 15px; height: 15px; background-color: #e91e63; border: 1px solid black;"></span> BUILDINGS	<span style="display: inline-block; width: 15px; height: 15px; background-color: #fff9c4; border: 1px solid black;"></span> 85 SHORT-TERM SITES
<span style="display: inline-block; width: 15px; height: 15px; background-color: #e1bee7; border: 1px solid black;"></span> CABIN SITES	<span style="display: inline-block; width: 15px; height: 15px; background-color: #c8e6c9; border: 1px solid black;"></span> 6 LONG-TERM SITES
<span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; border-radius: 50%;"></span> EXISTING VEGETATION	<b>107 TOTAL SITES</b>

**Attachment 3**

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- 1 REDEFINE THE AREA OCCUPIED BY THE HOLIDAY PARK (REDUCE BY 4,600 M2) TO EXPAND THE AREA OF PUBLIC DOMAIN OPEN SPACE. RETAIN A COMMERCIALLY VIABLE OPERATIONAL AREA CAPABLE OF GENERATING THE FUNDS TO SUPPORT THE IMPROVEMENT AND MAINTENANCE OF THE WIDER RESERVE FOR COMMUNITY ENJOYMENT. DEFINE HOLIDAY PARK WITH LANDSCAPE PLANTINGS AND LOW LEVEL POST AND CHAIN BOUNDARY MARKERS.
- 2 THE FUTURE OF THE EXISTING LEASE AREA AND SURF CLUB PREMISES IS TO BE DETERMINED BY THE DEPARTMENT OF PRIMARY INDUSTRIES, LANDS. THE IMPROVEMENT OF THE HOLIDAY PARK WILL BE STRUCTURED TO ACCOMMODATE WHATEVER FUTURE OPTION IS DETERMINED BY LANDS.
- 3 DEMOLISH THE EXISTING 2 STOREY MANAGERS RESIDENCE AND OFFICE AND ASSOCIATED HARDSTAND. RESTORE AND LANDSCAPE THE AREA AS AN INTEGRAL PART OF THE PUBLIC OPEN SPACE NETWORK.
- 4 RELOCATE THE HOLIDAY PARK BOUNDARY AND REMOVE EXISTING CABINS AND ROADS TO FACILITATE INTEGRATION OF THE AREA WITH THE PUBLIC OPEN SPACE FOR THE PROPOSED NEW PLAYGROUND.
- 5 DEVELOP A NEW HOLIDAY PARK ENTRY FROM WHARF STREET WITH A FORECOURT CONFIGURATION AND VISITOR PARKING WHICH COMPLIES WITH THE REQUIREMENTS OF THE REGULATIONS.
- 6 CONSTRUCT A NEW TWO STOREY OFFICE AND MANAGER'S RESIDENCE OF CONTEMPORARY DESIGN.
- 7 ALTER THE INTERNAL ROAD AND SITE LAYOUT. ELIMINATE DEAD END ROADS AND SITES THAT DO NOT COMPLY WITH REGULATORY PROVISIONS.
- 8 MAINTAIN AND IMPROVE THE EXISTING PEDESTRIAN ACCESS FROM WHARF ST TO HOFFMEIER CLOSE. REPLACE MAINTENANCE SHED WITH A MORE AESTHETICALLY APPROPRIATE BUILDING AT THE END OF THE ECONOMIC LIFE OF THE EXISTING STRUCTURE.
- 9 MAINTAIN SITES FOR EXISTING LONG-TERM RESIDENTS AND AN ADEQUATE SUPPLY OF POWERED TOURIST SITES FOR CARAVANS, TENTS AND RECREATIONAL VEHICLES.
- 10 CREATE A HIGH QUALITY CABIN PRECINCT USING PURPOSE DESIGNED ACCOMMODATION WHICH TAKES ADVANTAGE OF THE BEACHFRONT LOCATION WHILE STILL PROVIDING ADDITIONAL PUBLIC OPEN SPACE BETWEEN THE CABINS AND THE BEACH.
- 11 MAINTAIN AND RENOVATE THE EXISTING CENTRAL AMENITIES TO BETTER SERVICE THE REQUIREMENTS OF THE HOLIDAY PARK.
- 12 RETAIN EXISTING SIGNIFICANT VEGETATION AND CONSOLIDATE THE CHARACTER OF THE RESERVE AND THE HOLIDAY PARK THROUGH THE IMPLEMENTATION OF AN ONGOING PLANTING AND LANDSCAPING PROGRAM.
- 13 IMPLEMENT MINOR IMPROVEMENTS TO FORMALISE PARKING ARRANGEMENTS IN HOFFMEIER CLOSE.
- 14 REMOVE THE EXISTING DAY-USE PARKING AREA TO REDUCE THE EXTENT OF HARD SURFACE AND DEMOLISH THE EXISTING PUBLIC AMENITIES AND PLAYGROUND. RESTORE THE AREA AS AN INTEGRAL PART OF THE PUBLIC DOMAIN OPEN SPACE.

**EXPLANATORY NOTE :**

THESE DRAWINGS ARE CONCEPT DESIGNS. FURTHER DETAILED DESIGN FOR THE PUBLIC OPEN SPACE WILL BE UNDERTAKEN AND WILL UNDERGO FURTHER COMMUNITY CONSULTATION PRIOR TO CONSTRUCTION.

**KEY :**

- 56 SHORT-TERM SITES
- 17 CABIN SITES
- 73 TOTAL SITES
- BUILDINGS



**Attachment 3**



- 1 DEVELOP NEW PREMISES FOR THE WOOLGOOLGA SURF LIFE SAVING CLUB. DETERMINE THE BOUNDARIES FOR THE AREA TO BE LEASED BY THE SURF CLUB. WORK WITH THE CLUB TO ENSURE THE DESIGN FOR THE NEW PREMISES WILL MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER AND FUNCTIONALITY OF THE RESERVE AND FULFIL THE LONG TERM OPERATIONAL REQUIREMENTS OF THE CLUB. PROVIDE PEDESTRIAN ACCESS TO THE CLUB FROM OCEAN STREET AND VEHICULAR ACCESS FROM THE EXISTING CAR PARK OFF CARRINGTON STREET.
- 2 DEVELOP A PEDESTRIAN PATHWAY NETWORK TO LINK THE TOWN CENTRE AND THE PROPOSED SURF CLUB TO THE BEACH AND PUBLIC DOMAIN DAY USE AREAS. PROVIDE OPPORTUNITY FOR SCULPTURAL ELEMENTS, OUTDOOR PERFORMANCES, SEATING AND EXTENSIVE LANDSCAPING WHILE RETAINING SUBSTANTIAL OPEN SPACE AREAS FOR MARKETS AND COMMUNITY EVENTS.
- 3 THE FUTURE OF THE EXISTING LEASE AREA AND SURF CLUB PREMISES TO BE DETERMINED BY THE DEPARTMENT OF PRIMARY INDUSTRIES, LANDS.
- 4 CONSTRUCT A SURF LIFE SAVING PATROL DECK TO FULFIL THE REQUIREMENTS OF THE SURF CLUB.
- 5 IMPLEMENT IMPROVEMENTS TO FORMALISE PARKING ARRANGEMENTS IN HOFFMEIER CLOSE.
- 6 REDEFINE THE AREA OCCUPIED BY THE HOLIDAY PARK TO EXPAND THE PUBLIC DOMAIN TO RETAIN A COMMERCIALLY VIABLE OPERATIONAL AREA WHICH IS CAPABLE OF GENERATING THE FUNDS TO SUPPORT THE IMPROVEMENT AND MAINTENANCE OF THE WIDER RESERVE FOR COMMUNITY ENJOYMENT. DEFINE BOUNDARIES WITH LANDSCAPE PLANTINGS AND LOW BOLLARDS.
- 7 PROVIDE A NEW CONTEMPORARY PLAYGROUND THAT MEETS CURRENT REGULATORY REQUIREMENTS AND OFFERS FACILITIES FOR A RANGE OF AGE GROUPS. INCLUDE PROVISION OF SHADE AND SEATING FOR PARENTS AND CARERS.
- 8 REMOVE THE EXISTING DAY-USE PARKING AREA TO REDUCE THE EXTENT OF HARD SURFACE AND DEMOLISH THE EXISTING PUBLIC AMENITIES. RESTORE THE AREA AS AN INTEGRAL PART OF THE PUBLIC DOMAIN OPEN SPACE.
- 9 CONSTRUCT NEW PUBLIC AMENITIES OF A DESIGN THAT IS APPROPRIATE TO THE CHARACTER OF THE RESERVE AND TO MATCH COMMUNITY REQUIREMENTS.
- 10 DEVELOP A NEW ENTRANCE TO THE HOLIDAY PARK WITH ENTRY LAY-BY AND VISITOR PARKING WHICH COMPLIES WITH THE REQUIREMENTS OF THE REGULATIONS.
- 11 REMOVE EXISTING CHILDREN'S PLAYGROUND & REUSE SUITABLE ELEMENTS IN A MORE CONTEMPORARY PLAY AREA BEING PROVIDED AT A MORE SUITABLE LOCATION.
- 12 PROVIDE PICNIC AND BARBECUE SHELTERS IN SUITABLE LOCATIONS THROUGHOUT THE RESERVE OF A DESIGN THAT WILL COMPLEMENT THE CONTEMPORARY CHARACTER OF OTHER NEW FACILITIES.
- 13 REPLACE AND MAINTAIN THE PEDESTRIAN PATHWAYS FROM OCEAN STREET THROUGH TO THE BEACH.
- 14 RE-CONFIGURE THE EXISTING PARKING AREA TO MAKE BETTER USE OF THE SPACE AND TO MATCH THE REQUIREMENTS OF THE SURF CLUB. REDUCE THE AREA OF HARD SURFACE.
- 15 EXTEND THE BEACHFRONT PATHWAY TO LINK WITH AND EXTEND THE COASTAL WALKWAY.
- 16 MAINTAIN AND IMPROVE THE EXISTING PEDESTRIAN ACCESS FROM WHARF ST TO HOFFMEIER CLOSE. REPLACE PARK MAINTENANCE SHED WITH A MORE AESTHETICALLY PLEASING BUILDING AT THE END OF THE ECONOMIC LIFE OF THE EXISTING STRUCTURE.

**EXPLANATORY NOTE :**  
 THESE DRAWINGS ARE CONCEPT DESIGNS. FURTHER DETAILED DESIGN FOR THE PUBLIC OPEN SPACE WILL BE UNDERTAKEN AND WILL UNDERGO FURTHER COMMUNITY CONSULTATION PRIOR TO CONSTRUCTION.

**KEY :**

<span style="display: inline-block; width: 15px; height: 15px; background-color: #e91e63; border: 1px solid black;"></span> BUILDINGS	<span style="display: inline-block; width: 15px; height: 15px; background-color: #a9a9a9; border: 1px solid black;"></span> HARD SURFACE
<span style="display: inline-block; width: 15px; height: 15px; background-color: #e91e63; border: 1px solid black; border-radius: 50%;"></span> FITNESS PODS	<span style="display: inline-block; width: 15px; height: 15px; background-color: #f4a460; border: 1px solid black;"></span> PATHWAYS



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**Attachment 3**