

# PLAN OF MANAGEMENT

for

## SHOAL BAY HOLIDAY PARK (RESERVE 1037609 & PART COUNCIL FREEHOLD LAND)

for the

## PORT STEPHENS HOLIDAY PARK RESERVE TRUST & PORT STEPHENS COUNCIL





**Plan of Management**

**for**

**Shoal Bay Holiday Park**

**(Reserve 1037609 & Part Council Freehold Land)**

**for the**

**Port Stephens Holiday Park Reserve Trust & Port  
Stephens Council**

**Prepared by the Commercial Business Unit of Port Stephens Council in collaboration with  
NSW Trade & Investment, Crown Lands and Integrated Site Design Pty Ltd**

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## **DRAWINGS AND DIAGRAMS**

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# **1. PREAMBLE**

## **1.1 INTRODUCTION**

The purpose of the Plan of Management is to establish objectives, strategies, performance targets and the means Council will employ in the management of the Holiday Park.

This Plan of Management has been prepared to cover land partly owned by Port Stephens Council and partly reserved Crown land. The land in question is currently used as a caravan park known as the Shoal Bay Holiday Park (shown on Diagram C-00 & C-01).

The Holiday Park occupies Portion 116 DP 753204 – owned by Port Stephens Council; Lot 1 DP 593555 – owned by Port Stephens Council; Lot 3 DP 716089 – owned by Port Stephens Council; Part Lot 508 DP 729026 (Reserve 1037609) – Crown land. The balance of Lot 508 DP 729026 Crown Reserve 77932 is not included in the Holiday Park.

The land owned by Council has been classified as “operational land” under the provisions of the Local Government Act 1993. The notified purpose of the Reserved Crown land is Caravan Park. Port Stephens Council is the appointed Corporate Manager of the Port Stephens Holiday Park Reserve Trust which includes this Reserve 1037609

The purpose of the Plan of Management is to establish objectives, strategies and performance targets and the means Council will employ in the management of the Holiday Park.

Implementation of the final Plan will lead to the following outcomes:

- Improved and sustainable resource management;
- Improved facilities for guests and local residents;
- Better capacity to address changing community and market demands;
- Enhanced turnover and profits for the Holiday Park which can then be returned to Council, the trust manager and the Crown;
- Increased local economic activity as a consequence of increased visitation; and
- Retention of the existing Holiday Park character while facilitating a general improvement to park amenity and facilities.

### **1.1.1 Port Stephen Regional Crown Reserve**

A Regional Crown Reserve is in place that covers all Crown land from Fern Bay in the south, throughout the Tomaree Peninsular, to just north of Karuah. The reserve includes a diverse array of sites including environmentally sensitive areas, local beaches and foreshore areas, caravan parks and lands associated with former defence activities. The purpose of the Reserve is to enhance the management of Crown land, to increase public awareness of the area, and to ensure that funding is directed to areas of highest priority.

The creation of the Reserve has allowed NSW Trade & Investment, Crown Lands (formerly Crown Lands Division, Department of Lands, LPMA) and Port Stephens Council to better balance the public enjoyment of Crown land in the area with the protection of environmentally important areas. Where opportunities for public use and enjoyment are appropriate, public facilities such as walking trails, toilet facilities, parking areas, food and beverage outlets and tourist accommodation will be considered for development. Where environmental protection is required access and development will be minimised. In this way a coordinated management strategy will deliver better outcomes to the region.

This Plan of Management has been prepared to assist in the overall planning of the Regional Reserve by identifying and facilitating opportunities for public recreation and enjoyment.

## **1.2 BACKGROUND**

Port Stephens Council has provided a long standing function as the Corporate Manager of a Reserve Trust that has included three Holiday Parks located within the Council area. These parks are known as:

- Shoal Bay Holiday Park;
- Fingal Bay Holiday Park, and
- Halifax Holiday Park

In order to ensure that these valuable properties are managed in a manner that will result in the optimum benefit to the community, Council in partnership with NSW Trade & Investment, Crown Lands determined the need to undertake a review of the Holiday Park businesses. The purpose was to establish appropriate strategies to guide future improvement and development of the Holiday Parks in line with the principles of Crown Land Management.

The formulation of this Plan of Management took into consideration a review of Council's management of the Crown Land Holiday Parks in conjunction with the following strategic documents;

- A Master Plan for each of the three Council managed Holiday Parks on Crown reserves to guide on-going improvement and development in a way that will achieve Council's overall planning goals and
- A Business Plan for each of the three parks that outlines an integrated and consolidated approach to achieving the outcomes recommended in the Master Plan and
- A Strategic Marketing Plan covering the three parks which set a vision and strategies for the parks. Specific marketing activities and tactics developed are based on this plan and are modified as necessary after yearly reviews. The vision stated is "Our parks will set the standard for innovative and memorable holiday experiences".

This Plan of Management incorporates the key elements of the Master Plan, Business Plan and the Strategic Marketing Plan together with additional development opportunities identified through business and market analysis. This material has been brought together and is depicted in Drawing C-03. Section 7 of this Plan of Management sets out the proposed improvements that form the core elements proposed in the previous Master Plan and Business Plan. These elements have been further refined through analysis and market review as part of the Plan of Management preparation.

### **1.3 IMPLEMENTATION AND REVIEW**

This Plan of Management provides a long term strategy for the management of the Shoal Bay Holiday Park as part of Council's land holdings as well as Crown Reserve 1037609. It is anticipated that the majority of the works described will be implemented over a five to 7 year period. Priorities for works and funding will be addressed on an annual basis to meet operational, client and stakeholder needs.

This plan is to be reviewed approximately every five years or as required to ensure that it remains relevant and useful.

## **2 STATUTORY FRAMEWORK**

### **2.1 INTRODUCTION**

This 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 Shoal Bay Holiday Park. Other legislation including environmental planning policies as well as guidelines and strategies also require consideration especially where any new development proposals are contemplated.

### **2.2 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 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.

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, licence or grant an easement or licence 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 licence 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.

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.

## **2.3 THE 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.

Currently the NSW Government is reviewing the Planning System and has prepared a "Green Paper" for reform of the current Planning System and is based on the strategies and goals outlined in NSW 2021 – A Plan to make NSW Number One. The next step will be the preparation of a "White Paper" which will involve a series of targeted forums and will be considered in the development of the new planning system. The impact of the review and the new Planning System of future development of the Holiday Parks cannot be ascertained at this time.

## **2.4 THE LOCAL GOVERNMENT ACT 1993**

Section 68 of the LG 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 standards for caravan parks are defined in the Local Government (Manufactured Homes, Caravan Park and Moveable Dwellings) Regulation 2005. The standards address such planning standards as site types, setbacks, size, and site coverage; road dimensions, amenities and the like.

Clause 74 of this 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 sub clauses 6 and 7 which

deal with installation on flood-labile land and moveable dwellings of more than one storey.

Crown Lands Division granted concurrence to the Trust prior to the current operational approval being issued by Port Stephens Council for Shoal Bay Holiday Park. The following allocation of site types is recorded on the 2013 operational approval:

Sites	Number
Long term	0
Short term	182
Camp	26
<b>Total</b>	<b>208</b>

## **2.5 RURAL FIRES ACT 1997**

Amendments to the Rural Fires Act 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 Port Stephens Council web sites indicates that the north western corner of R86928 adjacent to Rocky Point Road and Farm Road is designated as fire prone land. Where this designation occurs and a proposal is for a special fire protection purpose, a bushfire safety authority must be obtained from the Rural Fire Service. This is usually achieved by way of a report prepared by a bushfire specialist and usually accompanies a development application.

## **2.6 THE RESIDENTIAL PARKS ACT 1998**

This legislation was developed by the Government in an effort to ensure that the rights of permanent park residents and owners were clearly defined and that appropriate processes and procedures were established in this regard. The Act has greatest significance in caravan parks which are given over wholly to permanent residents or in parks with large numbers of residents. In 2006 the Act was reviewed, revised and amended. At present there is one long term resident in the Shoal Bay Holiday Park.

## **2.7 HOLIDAY PARKS (LONG-TERM CASUAL OCCUPATION) ACT 2002**

The Holiday Parks (Long-term Casual Occupation) Act 2002 and the associated Regulations set out the rights and obligations for owners of moveable dwellings in holiday parks in New South Wales. In essence, the Act provides for an occupation agreement, which runs for at least 12 months, between the manager of a caravan park and the

owner of a moveable dwelling for the use of a site.

Some of the principal issues addressed by the Act include:

- Information that a park owner must provide prospective occupants;
- The form and content of agreements;
- What happens at the end of an agreement;
- Occupation fees and charges;
- The formation and amendment of Park Rules;
- Dispute resolution mechanisms and the role of the Consumer, Trader and Tenancy Tribunal constituted by the Consumer, Trade and Tenancy Tribunal Act 2001.
- The fate of abandoned goods (ie moveable dwelling) and sites.

Given that there are currently 39 holiday vans located in Shoal Bay Holiday Park, this Act and its requirements have implications for the caravan park's ongoing operation.

## **2.8 RELEVANT ENVIRONMENTAL PLANNING POLICIES**

### **2.8.1 Coastal Policy and State Environmental Planning Policy No 71.**

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. (Coastal Policy, A sustainable future of the NSW Coast - Fact Sheet, 1997)*

The Coastal Policy 1997 introduces three main changes to the previous Policy:

A revised definition of the coastal zone. The 1997 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 previous policy only applied to areas within one kilometre of the ocean.

Introduction of an Environmental Philosophy. The Policy is described as an integrative policy based on the principles of ecologically sustainable development (ESD) and

- Conservation of biological diversity and ecological integrity
- Intergenerational Equity
- Improved valuation, pricing and incentive mechanisms
- The precautionary principle.

A policy hierarchy of goals, objectives and strategic actions. The current policy framework has the same mix of initiatives but with some change of emphasis. There would appear to be greater emphasis on improving water quality and maintaining public access to the coastline.

The Coastal Policy proposes that a range of management planning approaches including catchment management plans be implemented in consultation with relevant agencies to ensure that 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.

Amendments to the Local Government Act in 1997 now require Councils, Councillors and Council employees to have regard to ecologically sustainable development principles in carrying out their responsibilities. Consequently, the principles of ecologically sustainable development are now also included within the Local Government Act. These principles may on first assessment appear to place limits on the commercial use of land, however, the principles contain provisions that encourage the proper pricing of the use of land and services as well as provisions for ongoing investment in and improvement of land to ensure sustainability.

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 under consideration when a development application is submitted for determination the objectives and general principles established in the SEPP should be recognized 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.

### **2.8.2 State Environmental Planning Policy – Major Development**

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 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 have 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 & regional Development (SRD) 2011* commenced when Part3A 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 a 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 has been determined to be the cost of establishment of the facility. In the case of a caravan park development 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 the 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 (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 Development Panel.

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

### **2.8.3 State Environmental Planning Policy – Infrastructure**

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 30m<sup>2</sup> in area, retaining walls up to 2 m in height, landscaping including paving and access tracks, minor external and internal alterations to buildings, open car parks 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 Crown Lands, 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 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 minimised 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.*

The provisions of this Policy mean that Port Stephens Council as the Corporate Reserve Trust Manager can undertake a range of works in accordance with Clause 65 (3). It also means that if formal Plans of Management are in place, works set out in those Plans of Management can be undertaken without the need for planning consent – except when the matters fall within the provisions of the Major Development SEPP.

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. 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 land.

#### **2.8.4 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 movable 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. Council's 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, subclause (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 movable dwellings on land approved for use as a caravan park.

## **2.9 PORT STEPHENS LOCAL ENVIRONMENTAL PLAN 2000**

The Port Stephens Local Environmental Plan 2000 (LEP 2000) provides the primary planning framework for this study. Crown Reserve 91621 is zoned Open Space 6(a) General Recreation. The provisions in the LEP with respect to this Zone are as follows;

### **Zone No 6 (a)—General Recreation “A” Zone**

#### **(1) Description of the zone**

*The General Recreation “A” Zone contains land that is currently used or is available to be used for both active and passive recreation. The zone generally relates to recreation reserves, foreshores, bushland and other land reserved for the public. It can include a number of recreational developments, such as playing fields, children’s playgrounds and bushland parks, and may include services and facilities catering for users of the reserve.*

#### **(2) Objectives of the zone**

*The objectives of the General Recreation “A” Zone are:*

- (a) to identify publicly owned land and ensure that it is available for open space recreation, and*
- (b) to provide an open space network to serve the present and future recreational needs of residents and visitors, and*
- (c) to permit development associated with, or complementary to, open space, and*
- (d) to allow development on foreshores where that development is water related and enhances the recreational use or natural environment of the foreshore, and*
- (e) to preserve the aesthetics of land which is prominent and visible to the public along foreshore areas, and*
- (f) to reserve privately owned land that is essential for future public open space and to provide for its acquisition by the Council.*

#### **(3) Development allowed without development consent**

*Exempt development.*

*Works for the purpose of landscaping or gardening.*

#### **(4) Development allowed only with development consent**

Development for the purpose of:

- advertisements,
- agriculture,
- aquaculture,
- bushfire hazard reduction,
- camp or caravan sites,
- child care centres,
- clearing,
- clubs,
- community facilities,
- dams,
- earthworks,
- educational establishments,
- forestry,
- helicopter landing sites,
- marinas,
- places of assembly,
- race tracks,
- recreation areas,
- recreation facilities,
- restaurants,
- telecommunications facilities,
- utility installations.

#### **(5) Development which is prohibited**

Any development not included in Item 3 or 4.

Clearly the current caravan park usage of the Reserve is consistent with the objectives of the zone and is permissible with consent.

The LEP also contains requirements with respect to a range of other environmental considerations such as flood liable lands and acid sulphate soils. These matters need to be addressed as required depending upon any proposed activities and works.

## **2.10 DRAFT PORT STEPHENS LOCAL ENVIRONMENTAL PLAN 2013.**

A new Draft Port Stephens Local Environmental Plan (LEP) 2013 was adopted by Council in March 2013. This draft LEP has been forwarded to the Minister for Planning to make the Plan which will eventually replace the current LEP 2000. The recommended draft zone for the sites are listed below and remains consistent with the current use of the site.

## **Draft LEP 2013 zone extract:**

### **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**

Bee keeping; environmental facilities; environmental protection; flood mitigation works; home occupations; roads

#### **3. Permitted with consent**

Airstrips; boat launching ramps; boat sheds; building identification signs; camping grounds; car parks; caravan parks; cemeteries; charter and tourism boating facilities; child care centres; community facilities; depots; educational establishments; eco-tourists facilities; emergency services facilities; flood mitigation works; function centres; helipads; heliports; home based child care; information and education facilities; jetties; kiosks; markets; moorings; mooring pens; neighbourhood shops; plant nurseries; port facilities; public administration buildings; recreation areas; recreation facilities (indoor); recreation facilities (outdoor); registered clubs; research stations; restaurants and cafes; water recreation structures; water supply systems; wharf or boating facilities.

#### **4. Prohibited**

Water treatment facilities: Any development not specified in item 2 or 3.

## **2.11 OTHER PLANNING REGULATIONS, CONTROLS AND STRATEGIES.**

Port Stephens Council has a range of other planning controls and guidelines in place. These take the form of a development control plan (DCP) which provide additional detail through the guidelines on how permissible uses may be developed on sites. Depending upon proposed activities, works or development proposals that may emerge in the Reserve over time, it may be that these planning controls require consideration.

### **2.11.1 NSW Sea Level Rise Policy Statement**

The NSW Government has in place 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. One of the recognised impacts from climate change is sea level rise, which is projected to rise along the NSW coast relative to the 1990 mean sea level by 40cm by 2050 and 90cm by 2100.

It is recognised in the NSW Sea Level Rise Policy Statement (October 2009) that increased

sea levels will have significant impacts in the medium to long term. Accordingly, the NSW Government supports action by coastal communities to adapt to rising sea levels in a manner that minimises the resulting social disruption, economic costs and environmental impacts. This approach is described as an adaptive risk-based approach. Planning, investment and development decisions therefore need to consider sea level rise projections over time frames that are consistent with the intended time frames of the decision.

This Plan of management will provide a planning framework for the next five to ten years and it is anticipated that as the accuracy of sea level rise projections improve over time the Plan may need to be reviewed. The majority of existing infrastructure on the Park has a short to medium term design life and new development identified in this Plan of Management of will be engineered to meet the Government's Guidelines for coastal development.

### **2.11.2 NSW Coastal Planning Guideline: Adapting to Sea Level Rise**

The NSW Coastal Planning Guideline: Adapting to Sea Level Rise (August 2010) has been prepared to provide guidance on how sea level rise is to be considered in land use planning and development assessment in coastal NSW. The guideline applies to all coastal areas of the state with the term 'Coastal areas' used broadly to refer to all land fronting tidal waters including coastline, beaches, coastal lakes, bays and estuaries and tidal sections of coastal rivers. It also includes other low lying land surrounding these areas that may be subject to coastal processes in the future as a consequence of sea level rise. The aim of the guideline is to promote ecologically sustainable development (ESD), and in particular to encourage a precautionary approach to land use planning and development assessment in light of potential sea level rise impacts in coastal areas.

The guideline adopts six coastal planning principles for sea level rise adaption. The principles should be applied in decision-making processes for land use planning and development assessment in coastal areas.

- Principle 1 – Assess and evaluate coastal risks taking into account the NSW sea level rise planning benchmarks.
- Principle 2 – Advise the public of coastal risks to ensure that informed land use planning and development decision-making can occur.
- Principle 3 – Avoid intensifying land use in coastal risk areas through appropriate strategic and land use planning.
- Principle 4 – Consider options to reduce land use intensity in coastal risk areas where feasible.
- Principle 5 – Minimise the exposure of development to coastal risks.
- Principle 6 – Implement appropriate management responses and adaptation strategies, with consideration for the environmental, social and economic impacts of each option.

In August 2010 the government also published a Flood Risk Management Guide. These documents have been prepared to assist local Councils, the development industry and consultants to incorporate sea level rise planning benchmarks in risk management planning and risk assessments for new development. The Guides are to be read and applied in conjunction with existing relevant, manuals and policies.

Alterations and additions to existing buildings, construction of new buildings, installation of movable dwellings and other works proposed within the Holiday Park will address the relevant and applicable recommendations of the above mentioned documents. In addition the Reserve Trust will be required to address emerging policy and regulatory provisions related to the impacts of climate change and sea level rise.

### **2.11.3 Crown Lands Caravan Park Policy**

In April 1990 the Department of Lands issued the Crown Lands Caravan Parks Policy. The primary impetus for the creation of the Policy was to address issues of long-term residency, the number of holiday (storage) vans and to improve the appearance and management of caravan parks. The Policy establishes policies, objectives and strategies that are relevant to the future management and development of all caravan parks in New South Wales.

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.

In the Policy a distinction is drawn between **tourist parks** and **general parks**.

Tourist parks cater primarily for tourists and as a general guide an upper limit in the Policy is that no more than 50% of short term and long-term sites may be used to accommodate a mix of long-term residents and holiday vans.

General Parks depend for their viability on meeting a demand for both short term and long term sites. Given the special character of general parks, most of which are located in in-land areas, the proportion of long term to short term sites is determined by local conditions of demand.

The Shoal Bay Holiday Park has been classified as a tourist park under the Department of Lands Crown Policy for Caravan Parks on Crown Land. It is assumed that tourism will continue to be a dominant management issue.

## **2.12 OTHER STATUTORY AND POLICY DOCUMENTS**

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

- Native Vegetation Conservation Act 1999;
- Threatened Species Conservation Act 1995;
- Disability (Access to Premises - Buildings) Standards 2010, *Disability Discrimination Act 1992*

## **2.13 SUMMARY**

The management, operation and development of Shoal Bay Holiday Park is subject to a diverse array of statutory controls. It is a fundamental requirement of this Plan of Management that Council and the Reserve Trust Manager will comply with the requirements of applicable legislation, regulations approvals and policies.

### **3. THE RESERVE**

#### **3.1 INTRODUCTION**

The Holiday Park is located at Port Stephens on the NSW coast just to the north of Newcastle. It is located at Shoal Bay which lies on the southern shores of the Port Stephens inlet to the east of Nelson Bay.

The Park lies close to the corner of Shoal Bay Road and Government Road. It has frontage to Shoal Bay Road in the north and adjoins existing residential development to the west. A public pathway running east-west defines the southern boundary of the Park up until it meets Crown Reserve 1037609 (Lot 508 DP 729026). The pathway continues through the Reserve along its southern boundary and towards the east. This part of the pathway also lies within the defined area of the Holiday Park. Another crown reserve on the southern side of the pathway has been developed as Seniors Living Housing.

Crown Reserve 77932 adjoins the Park immediately to the east and this land has a north-south orientation running parallel with and fronting Government Road. For some years this area has been utilized for informal car parking predominantly for people accessing the shopping and commercial development on the eastern side of Government Road.

A portion of the Park is located on the unzoned Shoal Bay Road Reserve immediately to the north of Reserve 1037609.

The total area of land given over to the Shoal Bay Holiday Park is approximately 3.57 hectares. Drawing C-01 indicates the component land parcels of the Park and the status of land within Reserve 1037609.

#### **3.2 DESCRIPTION OF COUNCIL'S FREEHOLD LAND**

The Council owned lands occupy the western portion of the Park. These lands cover an area of 2.3 hectares and comprise:

- Portion 116 DP 753204 – 1.4 hectares;
- Lot 1 DP 593555 – 0.6 hectares;
- Lot 3 DP 716089 – 0.3 hectares;

These parcels are all reasonably regular in shape and are contiguous. The largest, being Portion 116, fronts Shoal Bay Road as well as the residential development immediately to the west. The smallest portion is Lot 3 DP 716089 and this is found to the south of the residential development and adjacent to the bulk of the Park.

The freehold portion of the caravan park provides for the amenities and laundry block found close to the entry together with children's play equipment and general recreation

area. It also provides the entire Park's on-site accommodation in the form of cabins of varying ages and qualities and a group of permanent tents on Lot 3 at the rear. The freehold portion of the Park also provides some sites with ensuite amenities as well regular tourist sites and some camp sites.

All boundaries in this part of the park are fenced.

### **3.3 DESCRIPTION OF RESERVE 1037609**

Reserve 1037609 is located immediately to the east of and is contiguous with the Council freehold land. The Reserve can be described as part of Lot 508 DP 279026 which has a total area of approximately 1.27 hectares and is utilised as part of the caravan park.

Elements of the caravan park which are located within this Reserve include the Reception and Office building located at the front of the Park (part of this building is also located on the Shoal Bay Road reserve) as well as the Camp Kitchen, Tennis Court and Recreation Centre. The area also provides a number of short term dwelling sites and these are generally used as drive-on tourist sites and also for holiday vans.

The eastern and southern boundaries of the caravan park within this part of the Reserve are fenced. The pathway which is located along the southern boundary of this area is provided with pedestrian gates.

## **4. RESOURCES AND VALUES**

### **4.1 RESOURCES**

The principal resource with respect to this Plan of Management is the Holiday Park known as Shoal Bay Holiday Park. The Park is clearly a long standing and valuable resource to the local area and the State as it provides 208 accommodation sites in an attractive setting in close proximity to a beach location. In addition the Park currently provides a range of services and infrastructure that support the operation. Guests and Park users enjoy a high quality of environmental amenity from the Park and total Reserve with access to the beach and recreational facilities.

### **4.2 VALUES**

The Shoal Bay Holiday Park has a range of significant values inherent in the natural and historic characteristics of the land and the immediately adjoining areas and the recreational opportunities provided by this context. The Shoal Bay area represents a sought after location on the mid north coast in close proximity to facilities and services as well as the many natural features of the Port Stephens area. The designation of the Port Stephens waterway and the associated coastline, including Shoal Bay, as a Marine Park highlight the value ascribed to the area. These factors combine to create a resource of strong scenic, conservation and recreational value as outlined below.

#### **Natural and Conservation Values**

The Holiday Park forms part of a larger natural area located behind the beach. This wider area provides for natural drainage from the hinterland to the west as well as linkages of both open space areas and natural coastal vegetation.

#### **Recreation and Tourism Values**

The Shoal Bay Holiday Park functions as a key provider of tourist accommodation and recreational facilities within the context of the Shoal Bay area. The Park provides a major focus for the recreation activities of local residents and tourists.

#### **Social and Economic Values**

The Park forms an important part of the community life of Shoal Bay and the Port Stephens area. The use of this natural setting for exercise, relaxation, holidays and social gatherings contributes to the identity and well being of the community. The Park is a major local resource for tourism that makes a significant contribution to the local economy. The Park also has the capacity to make a significant financial contribution to the delivery of public infrastructure and services within the greater Port Stephens Regional Crown Reserve system and wider Council area. The parks capacity to maintain or increase revenue return on investment is crucial to the ongoing maintenance and development of the park and the Crown estate in Port Stephens.

## 5 MANAGEMENT OVERVIEW

### 5.1 INTRODUCTION

This 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, strategies and actions.

The Council as the Reserve Trust will adopt action plans to implement the stated objectives and strategies. This Plan of Management forms part of the improvement and development plan that will guide Council as part owner and Trustee to be responsive to economic factors, new information, and social and technological change.

### 5.2 VISION STATEMENT

The Vision of the Reserve Trust in managing the Shoal Bay Holiday Park is:

**To conserve and maintain the natural environment of the Holiday Park while providing a range of recreation and accommodation opportunities for local residents and visitors and optimising a return to the community.**

### 5.3 MANAGEMENT PRINCIPLES

The following principles establish the broad direction the Trust will follow in implementing strategies to achieve the Vision. These principles have been applied specifically to the strategies stated for each management unit.

- |                         |  |
|-------------------------|--|
| 1. Natural Environment: | To recognise, protect, and enhance the beauty and ecological values of the Park.   |
| 2. Cultural Values:     | To recognise, interpret, and promote valuable cultural heritage relating to the Park and local area including the continuation of traditional holidaying activities.                                 |
| 3. Recreation:          | To provide for a range of recreational and holiday activities based on the natural and cultural features of the Park.  |
| 4. Accommodation:       | To optimise income by providing a variety of tourist accommodation options with an emphasis on family holiday opportunities within a resort offering a range of facilities.                          |
| 5. Utility Services:    | To provide where possible or required by regulation, services such as reticulated water, power, sewerage disposal and drainage in a cost effective, efficient and environmentally acceptable manner. |

- |                                   |  |
|-----------------------------------|--|
| 6. Safety & Public Health:        | To provide and maintain facilities, in a manner that minimises risk to Park users and promotes a healthy lifestyle.                          |
| 7. Park Information:              | To inform people in a creative way of the Park's attributes, activities and facilities as well as appropriate ways to use and care for them. |
| 8. Integrated Coastal Management: | To promote and assist integrated coastal land management associated with the Park and adjacent parts of the wider reserve.                   |

#### **5.4 GUIDELINES FOR THE ASSESSMENT OF DEVELOPMENT PROPOSALS WITHIN THE PARK**

It will be noted that this Plan of Management proposes that several development projects should be brought forward by the trust manager over the next 5 to 7 years. While there has been wide ranging analysis and consideration of these proposals prior to the finalisation of the Plan, the following are some of the key issues that should still be considered by the trust manager when deciding whether a particular land use or development is to proceed within the Reserve. It may be that this ongoing review results in the variation, postponement or cancellation of particular projects;

- The provisions of relevant state and local planning controls including the current Local Environmental Plan;
- The compatibility of the proposal with the notified purpose of the reserve which is Public Recreation;
- The impact on the existing use of the Park and the wider reserve;
- The compatibility with the Vision Statement and Management Principles for the Park;
- The need for the proposal - it should promote and be ancillary to the use and enjoyment of the Park as distinct from satisfying a requirement generated by an adjoining property or by an un-associated community need;
- The benefit the development would bring to the normal Park user, and
- The Management responsibility and public availability of the development to Park users.

## 6. MANAGEMENT STRATEGIES

The following tables detail the management objectives and strategies/actions to be implemented by the Reserve Trust. These objectives, strategies and actions are designed to achieve the Vision for the Reserve and address the Management Principles as outlined in Sections 5.2 and 5.3.

### 6.1 NATURAL ENVIRONMENT

#### 6.1.1 Vegetation and Habitat Management

Objectives	Strategies/Actions
To minimise disturbance to native vegetation.	<ul style="list-style-type: none"><li>• Implement practices and procedures consistent with Beachside Holiday Parks Environmental Management Plan;</li><li>• Maintain a current Vegetation Management Plan for the Holiday Park and implement the recommended actions;</li><li>• Use appropriate site location of recreation facilities, pathways and roads and cabins to avoid valuable existing vegetation;</li><li>• Manage pedestrian and vehicle access to and through the entire Park;</li><li>• Implement fire management strategies;</li><li>• Address any unauthorised damage to vegetation and garden refuse dumping;</li><li>• Implement public education programmes where applicable;</li><li>• Define Park buffer areas and protect vegetation through the use of mulching, edge planting and/or fencing as appropriate;</li><li>• Implement appropriate management strategies to preserve and protect any areas identified as valued habitat.</li></ul>
To restore natural vegetation and enhance the recreational and visual amenity of the Park	<ul style="list-style-type: none"><li>• Implement and continue weed control, native vegetation planting and natural regeneration programmes;</li><li>• Actively manage vegetation adjoining boundaries or dwelling sites including any viewing locations and other high use locations;</li><li>• Provide appropriate wind breaks to the prevailing north easterlies;</li><li>• Restore appropriate natural vegetation as resources allow.</li></ul>

#### 6.1.2 Coastal Processes

Objectives	Strategies/Actions
To manage coastal processes and climate change while allowing for natural occurrences	<ul style="list-style-type: none"><li>• Ensure appropriate location and species selection for plantings throughout the Park and around margins of the Park;</li><li>• Repair damage as necessary after storm events;</li><li>• Adopt the relevant policies of the NSW government and Council in relation to responsible management in respect to climate change and sea level rise;</li><li>• Develop specific climate change adaptation plans in conjunction with the rest of the local government area.</li></ul>

### 6.1.3 Catchment Management

Objectives	Strategies/Actions
To implement effective catchment management within the Park and minimise impacts on coastal water quality.	<ul style="list-style-type: none"> <li>• Review the existing stormwater management regime with a view to identifying problem areas, current difficulties or unsatisfactory practices. Promote catchment management principles where appropriate;</li> <li>• Implement appropriate measures including erosion control, litter and silt traps and wetland filters where required to control stormwater;</li> <li>• Preference is given to use eco friendly chemicals in as many applications as possible all chemicals used must be in accordance relevant guidelines and industry best practice.</li> </ul>

### 6.1.4 Visual Amenity

Objectives	Strategies/Actions
Protect and enhance the visual amenity of the Park and adjoining reserve lands.	<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 park and reinforce local character and design themes;</li> <li>• Locate facilities, access ways and signs to minimise impact on visual amenity while being clearly visible;</li> <li>• Ensure holiday van presentation, maintenance and compliance standards are in place and applied;</li> <li>• Replace the boundary fence and realign part of the southern fence to improve camping sites and landscape the perimeter as determined by Council.</li> </ul>
To enhance opportunities to enjoy coastal views or vistas.	<ul style="list-style-type: none"> <li>• Allow for the enjoyment of general vistas by guests towards the beach and the area in front of the nearby commercial centre while protecting the natural environment;</li> <li>• Carry out limited strategic pruning and planting of appropriate species to allow this to occur. This is to be carried out in Council approved locations only. Selective planting is to comprise endemic coastal species only. Unauthorised vegetation pruning, poisoning or removal of vegetation on the Park is prohibited.</li> </ul>

### 6.1.5 Fire Management

Objectives	Strategies/Actions
To minimise fire hazard to 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 eg. adjoining park boundaries. Minimise disturbance to natural vegetation. Undertake programs to reduce leaf litter and fuel load;</li><li>• Ensure biannual fire safety inspections of the Park are completed and records maintained</li><li>• Ensure an annual fire safety statement is provided and records kept;</li><li>• Refer to Council and Rural Fire Service Guidelines and controls.</li></ul>

### 6.1.6 Ecological Sustainable Management

Objectives	Strategies/Actions
To create a Holiday Park that is a model in terms of environmental responsibility.	<ul style="list-style-type: none"><li>• Design for minimisation of waste, optimum levels of recycling, a high degree of energy efficiency and responsible use of resources;</li><li>• Use low ecological impact materials;</li><li>• Use renewable materials;</li><li>• Use low embodied energy materials;</li><li>• Minimise operational energy requirements;</li><li>• Minimise required maintenance;</li><li>• Consider potential for de-construction and re-use.</li></ul>

## 6.2 CULTURAL VALUES

### 6.2.1 Aboriginal and European Cultural Values

Objectives	Strategies/Actions
To protect and enhance Aboriginal cultural values in the Park	<ul style="list-style-type: none"><li>• Identify and protect significant sites;</li><li>• Ensure access to significant sites for Aboriginal use;</li><li>• Provide interpretation of significant sites where desirable and appropriate;</li><li>• If necessary, implement strategies through on-going consultation with Aboriginal groups and the National Parks and Wildlife Service.</li></ul>
To protect and enhance European cultural values and heritage sites in the Park	<ul style="list-style-type: none"><li>• Identify and protect significant sites;</li><li>• Provide appropriate interpretation of significant sites where desirable.</li></ul>

## 6.3 RECREATION

### 6.3.1 Recreation Facilities

Objectives	Strategies/Actions
To provide, maintain and upgrade designated recreation areas to cater for a range of recreation activities for Park guests.	<ul style="list-style-type: none"><li>• Provide communal recreational facilities within the Park in accordance with the relevant regulations;</li><li>• Improve the range of facilities offered to guests so that the Park can function as a holiday destination facility. These recreation areas may provide over time:<ul style="list-style-type: none"><li>- picnic tables, shelters and electric BBQs (which may be brought together in a Camp Kitchen building);</li><li>- swimming pool;</li><li>- community rooms and general purpose meeting spaces that can accommodate gatherings;</li><li>- public toilets and beach showers;</li><li>- playgrounds, garbage bins and lighting;</li><li>- shade tree planting (use mainly local native species);</li><li>- off street parking, including boat parking;</li><li>- fencing to protect natural vegetation;</li><li>- directional and interpretive signs</li></ul></li><li>• Construct and maintain facilities in accordance with relevant controls and construction standards;</li></ul>
To ensure easy access to recreation facilities within the Park.	<ul style="list-style-type: none"><li>• Ensure an appropriate road and pathway layout to allow efficient movement within and through the park;</li><li>• Provide places where people can relax and enjoy the ambience of the Park;</li><li>• Insure appropriate access and parking for emergency vehicles.</li><li>• Reconfigure the entry and establish two new exit points to improve traffic flow and visitor parking.</li></ul>

### 6.3.2 Waste Management

Objectives	Strategies/Actions
To reduce the incidence of litter and dumping of unwanted property to improve recreational and visual amenity.	<ul style="list-style-type: none"><li>• Review existing arrangements with litter bins. 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 programmes;</li></ul>
To divert recyclable material from the bulk waste into recycling facilities.	<ul style="list-style-type: none"><li>• Ensure waste tender requirements retain minimisation strategies that divert waste from landfill to recycling;</li><li>• Include garbage bins that separate the various waste streams and provide education programmes that encourage recycling.</li></ul>

### 6.3.3 Pedestrian access

Objectives	Strategies/Actions
To develop, maintain and rationalise pedestrian access to best suit current use and conditions and to ensure access, safety, useability and protection of the natural environment	<ul style="list-style-type: none"> <li>Review existing linkages and circulation throughout the Park taking into account: <ul style="list-style-type: none"> <li>- level of use</li> <li>- vegetation</li> <li>- erosion</li> <li>- visibility, safety and convenience</li> <li>- desire lines.</li> </ul> </li> <li>Ensure access routes have appropriate proportions are appropriately aligned, well defined, safe and properly drained while using appropriate finishes and materials;</li> <li>Ensure disabled access is provided to community facilities and bathrooms consistent with the Australian Standards requirements;</li> <li>Investigate the most appropriate arrangements to allow for continuity of public access via the east-west pathway at the rear of the park while ensuring appropriate control and security for the operation of the park.</li> <li>Review existing pedestrian access issues along the Shoal Bay Road frontage to accommodate safe linkages to the beach and also to the commercial area adjacent to Government Road.</li> <li>Review the location and number of pedestrian access gates to improve access for guests.</li> </ul>

## 6.4 SITES AND ACCOMMODATION

Objectives	Strategies/Actions
To preserve and enhance the financial contribution the Holiday Park makes to the management of the wider reserve and the local community;	<ul style="list-style-type: none"> <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 Council owned and reserved lands.</li> </ul>
To recognise the rights of holiday van owners and long term residents where they occur, but also aim to reduce the proportion of these within the park consistent with Crown Lands and Trust policy to ensure the ample provision of tourist accommodation on public reserve lands.	<ul style="list-style-type: none"> <li>Ensure resident's rights under the existing tenancy agreements are protected;</li> <li>Ensure annual occupancy agreements outline the terms and conditions of tenure reflecting relevant regulatory requirements and Trust policy;</li> <li>Ensure that all holiday van owners are aware of their rights and responsibilities as well as the rights and responsibilities of park management (as defined in the Holiday Parks Long term Casual Occupation Act 2002);</li> <li>Ensure that all holiday vans comply with relevant regulatory requirements and the policies of Government and the Trust's procedures;</li> <li>Ensure an annual audit of holiday van compliance is completed in preparation of issuing annual occupancy agreements;</li> </ul>

	<ul style="list-style-type: none"> <li>• Ensure the sale and removal of holiday vans complies with the Trust's Standard Operating Procedures (Administration &amp; Management of Holiday Vans);</li> <li>• Review the natural attributes of the park and current park layout in conjunction with demands for tourist accommodation and efficient business operations. In the light of this, undertake an improvement program that re-arranges the park layout where possible to enable the installation of additional tourist accommodation as well as the retention of a proportion of holiday vans in discrete precincts.</li> </ul>
To create a holiday destination that takes advantage of the park's location but preserves its existing character, sense of place and that provides affordable, value for money holiday opportunities for a wide cross section of the community	<ul style="list-style-type: none"> <li>• Maintain existing cabins to provide affordable family holiday accommodation;</li> <li>• Provide well organised drive on tourist van sites;</li> <li>• Establish additional ensuite tourist van sites;</li> <li>• Provide drive on sites that will cater for larger motor homes and fifth wheeler vehicles;</li> <li>• Relocate holiday vans to establish defined precincts</li> <li>• Improve camp site layout by adjusting the southern fence and develop a second amenities to service camping area.</li> <li>• Replace the Safari tents with new ensuite tents</li> </ul>
To 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 an improvement program over 5 to 7 years based on the internal capacity of the Holiday Park to support the funding of the works;</li> <li>• Aim to maintain the AAA overall 4 star rating.</li> </ul>

## 6.5 UTILITY SERVICES

Objectives	Strategies/Actions
To enable the maintenance and installation of utilities and services within the Park.	<ul style="list-style-type: none"> <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>• Install new or revised services for planned accommodation upgrading and recreational facilities in accordance with an approved installation and rehabilitation strategy;</li> <li>• Provide solar collectors on the amenities buildings;</li> <li>• Upgrade the street lighting network utilising solar structures where possible;</li> <li>• Where the provision of any public utilities is required ensure appropriate ongoing management and access regimes.</li> </ul>

## 6.6 PUBLIC SAFETY

### 6.6.1 Safety and Risk Management

Objectives	Strategies/Actions
To provide health, safety and risk management for the general public, guests and those involved in maintenance and management activities.	<ul style="list-style-type: none"> <li>• Ensure all appropriate WH&amp;S procedures and practices including relevant staff training are in place;</li> <li>• Carry out regular risk management inspections for all infrastructure including access ways, fencing especially boundary fencing, swimming pool, community amenities buildings, other structures and furnishings and implement maintenance and repairs as required;</li> <li>• Maintain recreational areas, pool and playgrounds in accordance with relevant guidelines (Council, Australian Standards etc);</li> <li>• In accordance with the Park Vegetation Management Plan ensure inspections are carried out to ensure appropriate tree and vegetation maintenance and intervention is undertaken to remove hazards or obstructions;</li> <li>• Review pedestrian crossing and parking arrangements for Shoal Bay Road and ensure the Park has appropriate driver and pedestrian signage, road markings and safety measures are in place and maintained;</li> <li>• Revise the current entrance / exit point and investigate opportunities for establishing alternative vehicular exit options. Exit points are to be controlled by gates that only open from the Park using the pin pad. This will prevent access into the park via these points and assist pedestrian safety when vehicles leave the Park;</li> <li>• Review usage patterns and trends regarding 'novelty' and/or unregistered vehicles (motor bikes, push bikes, motorized scooters) and adopt appropriate management responses;</li> <li>• Ensure risky, dangerous or inappropriate guest behaviour is managed within the park rules (terms &amp; Conditions) and the Trust's Standard Operating Procedures (Administration &amp; Management of Holiday Vans);</li> <li>• Extend the current CCTV surveillance to other strategic locations within the park;</li> <li>• Ensure Contractor vehicle movements and access to the park is managed through Contractor site inductions and monitoring.</li> </ul>

### 6.6.2 Regulation of Activities

Objectives	Strategies/Actions
To improve security within the Park and discourage inappropriate behaviour and activities and reduce the incidence of vandalism of facilities or vegetation.	<ul style="list-style-type: none"> <li>• Implement public education programmes.</li> <li>• Exercise powers under Crown Lands Act, Crown (General Reserves) By-law or Local Government Act to issue on the spot fines or prosecute where appropriate;</li> <li>• Select and install vandal resistance materials and designs when developing facilities.</li> <li>• Determine and implement suitable measures to address problems specific to particular areas eg:</li> </ul>

	<ul style="list-style-type: none"> <li>– alcohol restrictions</li> <li>– lighting</li> <li>– hours of use (picnic areas, pools, recreation facilities and communal areas)</li> <li>– location and design of facilities and landscaping (eg. improve visibility)</li> </ul> <ul style="list-style-type: none"> <li>• Modify activities which are prohibited or permissible;</li> <li>• Ensure prohibited activities are adequately signposted (see 6.7);</li> <li>• Respond promptly to incidences of damage;</li> <li>• Restore and protect damaged vegetation areas to meet reserve management requirements;</li> <li>• Extend CCTV surveillance network and lighting at strategic park locations;</li> <li>• Ensure security patrols provide a deterrent to anti-social and inappropriate behaviour.</li> </ul>
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## 6.7 PARK INFORMATION

Objectives	Strategies/Actions
To provide an entry sign that identifies and promotes the Holiday Park to attract business.	<ul style="list-style-type: none"> <li>• Ensure the entry sign highlights the entry to the holiday park and promotes star rating and other basic information to assist potential and confirmed visitors/guests.</li> </ul>
To provide signs which identify prohibited activities, safety warnings and Park/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>

## 6.8 INTEGRATED MANAGEMENT

### 6.8.1 Co-ordination

Objectives	Strategies/Actions
Implement the Plan of Management and address relevant statutory requirements in an ongoing, co operative and timely manner within the available resources.	<p>Refer inquiries and liaise as required with relevant government agencies, for example:</p> <p><u>Crown Lands Division</u>: Plan of Management adoption and revisions, Crown Lands leases, Coastline hazard management, Funding grants</p> <p><u>Environment and Climate Change</u>: Soil erosion and acid sulphate soils, water quality, climate change.</p> <p><u>Planning</u>: Approvals for proposals covered by the EP&amp;A Act.</p> <p><u>RFS and Fire Control Officer</u>: Fire Control Management Plans and requirements.</p>

To improve environmental management and address coastal planning and management principles and policies.	<ul style="list-style-type: none"> <li>Review the operational boundaries of the Holiday Park in consultation with NSW Trade &amp; Investment, Crown Lands. Provide appropriate fencing and clearly define the physical limits of responsibility for the Holiday Park manager.</li> </ul>
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## 6.8.2 Commercial Activities

Objectives	Strategies/Actions
To allow for commercial activities that enhance recreational opportunity without impacting adversely on other recreational users, the natural environment or visual amenity of the reserve.	<ul style="list-style-type: none"> <li>Consider the viability and demand for any potential commercial activities to provide for guests and visitors.</li> <li>Approve commercial activities that are compatible with the use of the Park. Conditions of approval are to apply for insurance, lease or permit fees, minimising noise and other impacts on users, environment or visual amenity as appropriate.</li> <li>Fee structures will reflect the level of community benefit from the activity.</li> <li>Maintain small conference &amp; group training facility</li> </ul>

## 6.8.3 Adjoining Development

Objectives	Strategies/Actions
To minimise impacts on the Park from adjoining development	<ul style="list-style-type: none"> <li>Consent requirements for developments adjoining and likely to impact on the Park are to include appropriate conditions to minimise the impact on the amenity of the Park and to protect its resources and values.</li> </ul>

## 6.8.4 Funding

Objectives	Strategies/Actions
To maximise funding opportunities to enable implementation of the Plan of Management	<ul style="list-style-type: none"> <li>Implement the improvements proposed for the Park through funding from trading profits contributed to the Port Stephens Holiday Park Reserve Trust and Council Property Reserve;</li> <li>Ensure up to date information is available on relevant funding programmes;</li> <li>Apply for funding for suitable projects;</li> <li>Co-ordinate and maximise funding opportunities eg matching funding with other government grant, Council and Trust funding sources when available.</li> </ul>

## 6.8.5 Project Planning and Implementation of Other Plans

Objectives	Strategies/Actions
To complete site assessment, planning and design to assist in works programmes and sourcing of funds	<ul style="list-style-type: none"> <li>Prepare any required plans for upgrading recreation facilities and accommodation areas.</li> <li>Prepare detailed vegetation regeneration and landscaping plans for development and priority areas where required.</li> <li>Carry out environmental and user needs assessments at site planning and design stage as required for all improvement works.</li> </ul>

	<ul style="list-style-type: none"> <li>• Prepare a communication plan to provide advanced notification to Park visitors and guests of upcoming projects and potential disruption from scheduled works.</li> <li>• Liaise with stakeholders to ensure all issues are addressed through the site assessment project planning process.</li> </ul>
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#### 6.8.6 Leases and Licences

Objectives	Strategies/Actions
To enable leases and licences for appropriate uses.	<ul style="list-style-type: none"> <li>• The Trust may enter into a lease or licence for whole or part of the lands to which this Plan applies provided that: <ul style="list-style-type: none"> <li>- Management of the land is in accordance with this Plan of Management, relevant Crown Lands and Council policies and guidelines.</li> <li>- The use of the land is in the public interest.</li> <li>- The granting of the lease, licence or estate is in accordance with the relevant provisions of the Crown Lands Act 1989</li> </ul> </li> </ul>

#### 6.8.7 Implementation of the Plan of Management

Objectives	Strategies/Actions
To ensure appropriate level of consultation and engagement of holiday van owners and guests in the stages of development and change	<ul style="list-style-type: none"> <li>• Ensure copy of the Plan of Management is located on the Holiday Park web page.</li> <li>• Establish park specific consultative panel to provide appropriate communication mechanisms in relation to the Plan's implementation.</li> <li>• Ensure a copy of the drawings depicting development areas are displayed and available at park reception.</li> <li>• Ensure holiday van owners located in development precincts are provided written notification of the project timing and the available options.</li> </ul>

### 6.9 LAND STATUS ISSUES

#### 6.9.1 Rationalise the Holiday Park and Boundaries Land Ownership

Objectives	Strategies/Actions
To ensure that the defined area of the holiday park allows for the highest and best use of the lands.	<ul style="list-style-type: none"> <li>• Continue discussions with Crown Lands to determine potential alternative uses of the Reserved Crown land and the appropriate extent of the holiday park. Seek to determine and consolidate an appropriate land holding for the park.</li> <li>• Close the section of Shoal Bay Road Reserve enclosed within the Park in accordance with the provisions of the Roads Act 1993 incorporating this area into Crown Reserve 1037609 for the purpose of caravan park.</li> </ul>

To ensure there is an agreed accounting structure that demonstrates the division of operating income / expenditure, profit and assets relevant to the Council and Crown land areas.	<ul style="list-style-type: none"> <li>Continue discussions with Crown Lands to determine a suitable structure that accounts for the joint ownership and investigate future options for the holiday park.</li> </ul>
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### 6.9.2 Encroachments

Objectives	Strategies/Actions
To ensure that the land occupied by the holiday park has the appropriate land status	<ul style="list-style-type: none"> <li>Close the section of Shoal Bay Road Reserve enclosed within the Park in accordance with the provisions of the Roads Act 1993 incorporating this area into Crown Reserve 1037609 for the purpose of caravan park.</li> </ul>

## **7. IMPROVEMENTS**

### **7.1 INTRODUCTION**

It has been noted in Section 1.2 that, as a pre-cursor to the preparation of this Plan of Management, a Master Plan and Business Plan has been prepared for this park. This work, together with comments from the public exhibition, guest and visitor feedback, business and market analysis, has resulted in the identification of a range of improvements as well as new facilities and products which are required if the Park is to maintain market competitiveness and achieve its financial potential. The improvements proposed have been assessed against their potential to enhance the future financial outcomes for the overall business enterprise and its contribution to the community and to the effective management of Council land and reserved Crown land and contribution to the wider community and Crown land estate in Port Stephens through approved "Cluster Plans". In formulating a practical development and improvement program, a number of factors have been considered including;

- Safety, security and regulatory compliance;
- The principles and parameters established in relevant legislation and policies of Council and the State government;
- Potential to increase public accessibility
- Potential to generate income and profit;
- Potential to improve visitor amenity;
- Potential to improve the day-to-day management of the Park;
- Potential to achieve environmental objectives;
- Cost; and
- Contribution to the local economy.

In terms of the future financial performance of the Holiday Park the improvement program has been formulated with two principal aims;

- To enable the Shoal Bay Holiday Park to capture a fair share of the existing overnight tourist visitation to the region; and
- To provide the Shoal Bay Holiday Park with the opportunity to capture new visitation from recognised growth areas in the Holiday Park marketplace.

#### **7.1.1 Summary of amendments from the exhibited Draft 2010 & Draft 2012 Plans to the final 2013 Plan of Management**

- The proposed areas identified for redevelopment in the exhibited draft largely remain unchanged from the exhibited draft and the 2010 and 2012 Council/Trust endorsed drafts.
- Cabin accommodation has been scaled back to maintain the current thirty-eight (38)

sites by removing the cabin and conference precinct from Lot3 DP716089 to maintain an ensuite tent precinct replacing the current safari tents with an improved onsite tent product increasing the total number of ensuite tents to eight (8).

- An increase in the recreation precinct area has resulted in a reduction in tourist van sites this will accommodate the pool and playground.
- Establishment of a new road exit connection to Shoal Bay Road west of the existing entry/exit (improving safety and traffic movement)
- No change to the proposed improvement of camping facilities including creation of larger camping sites, the installation of a small amenities block and re-aligning part of the back southern boundary fence.
- No change to the proposed additional tourist van ensuite sites.
- The number of holiday van sites removed from the park has been increased, sites proposed for removal are fourteen (14) from the western side of the park which will be replaced with tourist van ensuite sites, and another five (5) holiday van sites will be removed to establish a storage building and tourist van sites. Five (5) alternative holiday van sites are proposed to be established on the northern boundary of the Park.
- Improved areas for open space including barbeque, picnic space and landscaping.
- Increase area for recreational facilities including spaces for playgrounds and outdoor recreation facilities.
- Improve park amenity with street lighting, improved security fencing, pedestrian and vehicle gates and extend CCTV network.
- Overall the planned park layout at the completion of the proposed development phases will consist of ninety-two (92) tourist van sites, thirty-nine (39) with ensuite facilities, twenty-five (25) holiday van sites, twenty-nine (29) camping sites eight (8) onsite tent sites with ensuites and thirty-eight (38) cabins providing a combined total of one hundred and ninety-two (192) sites.
- Establishment of a park specific implementation panel consisting of Park Management, members of the Port Stephens Caravan and Campers Association and other holiday van owners. The purpose of the panel is intended to guide the implementation and communication strategy for the staged development phases within the Plan of Management together with the implementation of operational changes.
- An additional drawing (C-05) is included that depicts each phase of development and the areas affected.
- Alterations to Reserved Crown Land and establishment of Reserve Trust as Notified in the NSW Government Gazette No 90

## **7.2 OVERVIEW OF IMPROVEMENTS**

The proposed improvements have been formulated to build on the Park's existing strengths and attractions. The intention is to bring improvements on-stream in an orderly manner and in a way that will progressively enhance the income earning capacity and potential profitability of the property.

In terms of timing, priority will be given to items which:

- Have greater importance because of a safety or regulatory issue;
- Are essential pre-cursors for an item to be implemented in a later year;
- Demonstrate the benefits to existing guests as well as new clients;
- Do not involve time consuming design, documentation, consent and approval processes; and
- Have the potential to make a substantial change to the presentation and competitiveness of the property for a relatively modest investment.

The proposed improvements can be grouped into several broad areas which include Services, Accommodation and Site Types, Guest Facilities and Landscaping. Following is an overview of the items that are included in the improvement program. The spatial arrangement of some of these improvements are shown on Drawing C-03.

### **7.2.1 Rationalisation of operational land holding**

It has been noted in 6.9 that several actions need to be taken to resolve land status anomalies and/or better management arrangements.

The current eastern boundary splits Lot 508 DP729026 in two with Crown Reserve 1037609 containing the Holiday Park and Crown Reserve 77932 currently providing informal carparking (see Drawing C-01). Future holiday park access issues and use options for the Reserve stretching along Government Road are matters for consideration by NSW Trade & Investment, Crown Lands.

The preferred eastern boundary of the operational Holiday Park will be the subject of negotiations between Council and Crown lands. The proposals within this Plan of Management are contingent on the location of the eastern boundary remaining generally where the current fence line is positioned.

The section of Shoal Bay Road Reserve which is currently enclosed and fenced within the Holiday Park will require closing and incorporating into the park extending Crown Reserve 1037609 to the north.

### **7.2.2 Services**

Essential services such as water, sewer, power and stormwater are already found within the park. However, over time some of these need to be amplified, extended or even replaced depending upon other initiatives and needs within the park and/or maintenance considerations. At the same time opportunities can arise for services to be provided in the longer term in a manner which is more cost effective and efficient and consistent with prevailing technologies, environmental best practice and greenhouse gas emission targets.

Consideration has also been given to the rationalisation of other services such as pay TV and Wi-Fi internet connection which is sought after or demanded by the marketplace.

A range of servicing matters have been addressed in recent years. The Council and the Trust has identified and will continue to monitor these servicing needs. Examples of planned upgrades include the installation of solar panels on communal facilities buildings such as the amenities blocks. Ongoing stormwater management and modification is also planned consistent with changing infrastructure and development within the park as well as surrounding land. Other initiatives to be expanded include water minimisation strategies such as water meter monitoring, rain water capture and storage to provide water for toilet systems and garden irrigation. Alternative egress options to the surrounding road network would assist to improve internal traffic flow and safety particularly at the current entry/exit point to Shoal Bay Road. Options will need to be investigated and considered as part of the park's operational management and in consultation with the consultative committee and other stakeholders.

Other basic services provided in the park include the road system and visitor car parking will be modified as part of various development projects. Where necessary and consistent with other initiatives related to the provision of new or upgraded accommodation and facilities, some park roads will be altered in terms of alignment and possibly closed to improve safety and establish precincts. The overall aim is to provide enhanced amenity for park guests while maintaining appropriate levels of servicing and access consistent with the requirements of the Regulations.

### **7.2.2 Accommodation and Site Types**

The park currently supports a range of existing good quality cabin stocks some of which has been in place for a number of years while outdated stocks have been more recently replaced provided consistent high quality cabin product. Where necessary and consistent with current market standards and expectations the older cabins will be refurbished. Tourist van sites with ensuite facilities are now a sought after option for many guests. New facilities have recently been established and are proposed to be included as part of future development works.

Associated with these initiatives will be the removal of some sites currently used for tourist vans and holiday vans. This will make way for the expansion of recreation facilities and establishing new drive-on tourist sites. The Safari tents located on Lot 3 will be upgraded with new ensuite tent structures improving this standard and style of accommodation within the Park.

### **7.2.3 Guest Facilities**

The park currently provides a range of facilities for guests. However, some of these facilities need to be refurbished and or expanded consistent with anticipated guest usage as well as prevailing marketplace expectations and demands. Works that fit into this category include:

- Consolidation and expansion of the central recreational facilities improving the children's playground and the installation of a swimming pool catering for adults and children;
- Ensuring the provision of appropriate shade structures to the children's playground and other recreational areas and facilities;
- Replacement and additional barbecue facilities with seating and shelters for weather protection;

### **7.2.4 Landscaping**

The park has remnants of native vegetation which provide some basis for ongoing landscaping programs. At the same time some existing areas within the park demonstrate the value and enhanced amenity which can be achieved by way of a comprehensive approach to landscaping.

It is important that this approach is extended to enhance:

- accommodation areas;
- key pedestrian linkages;
- guest facility areas, and
- park boundary treatments.

Landscaping work of this nature will be undertaken on an ongoing basis as improvements are implemented throughout the park.

### **7.2.5 Summary of proposed development plans**

The supporting business plan to this Plan of Management has demonstrated that the proposed development plans for the park can be funded from the revenue generated from the operations of the holiday park. Project timing may be subject to development delays through the approval process and potential changes in priorities as determined by Council and the Corporate Trust.

The following summary of the proposed development phases is anticipated to be carried out over a 6 to 7 year period and are depicted in Drawing C -05. Phase 1 is planned for completion in 2014 Financial Year.

### **PHASE 1 - Project Description**

- Powerhead meter installation – (all holiday van sites)
- Building repairs – Manager's residence

### **PHASE 2 - Project Description**

- Cabin refurbishment project - Outrigger cabins
- Tourist van slabs – replace damaged (Stage 1)
- Street lighting - upgrade project (Stage 1)

### **PHASE 3 – Project Description**

- Replace safari tents with new onsite tent product, reconfigure and landscape Lot 3
- BBQs and picnic structures – additional & replacement (Stage 1)
- Tourist van slabs – replace damaged (Stage 2)

### **PHASE 4 – Project Description**

- Ensuite tourist van sites - converting existing tourist van sites (Marlin Way & Nannigai Place)
- Boundary fence – replacement modify entrance, landscape and exit points

### **PHASE 5 – Project Description**

- Reconfigure camping area including along the southern boundary
- Extend CCTV network
- Amenities block upgrade and installation of solar panels
- BBQs and picnic structures – additional & replacement (Stage 2)
- Tourist van precinct - converting holiday van sites (Oarfish Road)
- Holiday van precinct – converting tourist van sites (Jewfish Place)
- Street lighting - upgrade project Stage 2

### **PHASE 6 – Project Description**

- Ensuite tourist van sites - converting holiday van sites & creating a BBQ area (Imperador Place)
- Recreation precinct – extend precinct converting tourist van sites to establish pool improved playground facilities

### **PHASE 7 – Project Description**

- Park facilities – remove holiday van sites to establish carport & storage building (Oarfish Road)
- Amenities block – establish small amenities to service camping precinct (Perch Place)

## **8 APPENDIX**

### **8.1 - PLAN OF MANAGEMENT PROCESS**

#### **DRAFT PLAN ON MANAGEMENT**

In the preparation of the Draft Plan of Management consultation was held with the following:

- The NSW Lands and Property Management Authority;
- The Port Stephens Council
- The Port Stephens Council Holiday Park Advisory Panel, and
- The Port Stephens Caravan and Campers Association.

From this consultation it was evident that a number of recurrent issues could be identified. It is also evident that these issues vary between each of the Holiday Parks depending upon the circumstances within each park.

The main issues for each park can be expressed as follows:

- Ongoing maintenance of all aspects of the park's infrastructure;
- Security and safety within the park;
- Matters related to the functioning and management of utility services;
- Implications with respect to reduction of holiday vans as a result of development.

These matters have been included within the appropriate objectives and strategies of the Draft Plan of Management prepared for public exhibition.

#### **PUBLIC EXHIBITION**

In preparation for the final draft Plan of Management, the draft Plan was placed on public exhibition together with draft Plans of Management for Fingal Bay and Halifax Holiday Parks. The exhibition period extended from 20 July to 30 September 2009 during which time 27 submissions were received relating to Shoal Bay Holiday Park and a further 10 submissions relevant to all three parks.

During the exhibition period there were two Council briefings and one public meeting. The exhibited draft Plan of Management was amended in consideration of the public comments and referred to Council as Corporate Trust Manager and Council as part land owner.

#### **RECOMMENDED DRAFT AND SUBSEQUENT REVIEW**

Council in its dual capacity as joint owner and Corporate Trust Manager endorsed the first draft 2010 Plan of Management at its meeting in May 2010 referring the Plan to Crown lands for approval. The Plan was put on hold during an audit of the holiday park and a further revision was undertaken between June 2012 and October 2012.

The revised draft Plan of Management was considered at the Port Stephens Holiday Park Reserve Trust meeting held on 13 November 2012. The Trust adopted the revised 2012 Plan of Management for Fingal Bay Holiday Park and recommended its referral to NSW Trade & Investment, Crown Lands requesting the revised 2012 Plan of Management be adopted and referred to the Minister for Lands for approval.

Following representation from the Port Stephens Caravan & Campers Association a meeting with representatives from Council, Crown Lands and the Association was held in early December 2012. Consideration was given to provide an opportunity for additional stakeholder consultation of the 2012 Draft Plan of Management.

The additional consultation period commenced in mid December and concluded in mid February during which time additional submissions were reviewed by Crown and Trust representatives. During this period 13 submissions were received relating to Shoal Bay Holiday Park and a further 2 submissions relevant to all three parks.

## **FINAL PLAN OF MANAGEMENT**

Amendments to the 2012 Draft Plan of Management were made following the review of the latest submissions referred to and considered by Crown Lands in March 2013 and further information from Crown Lands in July 2013. The following amendments have been made to establish the 2013 Plan of Management:-

- Updated consultation and additional table included listing issues raised from the most recent consultation with the holiday van community
- Removal of operational details from the Plan and reference to the Standard Operating Procedures for the Administration and Management of Holiday Vans
- Revised summary of amendments from 2010 & 2012 draft Plans
- Redefinition of the precincts
- Revised phasing of capital development projects
- Revised reservation details

Minor changes to the park layout were included to redefine the accommodation precincts and facilitate proposed capital projects. The remaining content of the plan is largely unchanged from the 2012 draft, including the precincts for each accommodation type, the proposed redevelopment areas and the proposed capital projects.

A report outlining the progression of the Plan of Management was considered at the Port Stephens Holiday Park Reserve Trust meeting held on 7 May 2013 and 29 October 2013. The Trust endorsed the amendments to enable the Plan of Management to be resubmitted to Crown Lands for endorsement by the Minister.

## 8.2 – SUMMARY OF ISSUES RAISED THROUGH CONSULTATION

SUMMARY OF MATTERS RAISED THE THROUGH PUBLIC EXHIBITION OF THE DRAFT PLAN OF MANAGEMENT AND FURTHER STAKEHOLDER CONSULTATION PRIOR TO DECEMBER 2012		
Type of Issue	Issue Raised	Response
Commercial	Reducing holiday vans to increase tourist sites will not provide a greater financial return. Holiday vans provide guaranteed income a reduction will result in a negative financial impact.	Noted – The staged approach to the replacement of holiday van sites has been modelled and the financial results demonstrate that the alternative site types produce a greater return per site that that of holiday vans.
Operations	Concern about the traffic congestion that occurs at the entrance of the Park particularly on change over days.	Agree – This has been reassessed and changes to the park entry and exit are planned to improve safety, arrival parking and vehicle exits, new exits are proposed to eliminate the cross traffic congestion that occurs on change over days. The reconfiguration of the roadway will also provide additional visitor parking, Council approval for the exits will be required.
Operations	Concern that bike track access and public access at the rear of the park is maintained, not incorporated into the park.	Noted - The proposal will not restrict the shared pathway some modification to the boundary fence is proposed but will not restrict public access. The proposed fence replacement will provide an opportunity for some minor realignment which will assist in improving camping sites.
Operations	Concern about damaged and broken tourist van slabs. The PSSCA raised this as these slabs are a potential trip hazard	Noted – The Plan has been modified to include a program of repair and replacement.
Plan implementation	The conversion of holiday van sites to other uses will reduce sense of community spirit amongst van owners and increase anti-social behaviour etc.	Noted - The reduction in holiday van sites is proposed in discrete precincts with the balance retaining in existing areas. Similar site changes have previously occurred on the Park with no evidence suggesting these impacts.
Plan implementation	No compensation for the loss in holiday van sites as there are no alternate sites available for relocation	Noted - The staged development of the Park does not provide alternative sites for holiday vans to be relocated. The annual occupancy agreement does not provide compensation for the termination of agreements. Investigate a strategy to allow onsite turnover within the Parks prior to opening sites for new occupants.
Plan implementation	Reduction in holiday van sites will impact on the local economy and community	Noted – The change in site profile and increased occupancy by tourists will increase local business activity while the remaining holiday vans will assist to minimise impacts during off peak periods.

Type of Issue	Issue Raised	Response
Plan implementation	There is insufficient tourist site demand to sustain occupancy and revenue throughout the year to justify the proposed reduction in holiday van sites. The PSCCA is opposed to the removal of holiday vans beyond what was communicated in the 2005 Master Plan.	Noted – Occupancy data and demand provides sufficient evidence to implement a staged development approach replacing holiday van sites with sites that have a higher demand and yield. This approach can also be assessed following each phase of development and prior to implementation of the next development phase. The previous Master Plan has been superseded by the 2012 Plan of Management.
Plan implementation	Adjoining resident's in Shoal Bay Avenue concerned about the potential exposure to fire risk through building placement, potential building heights causing loss of views and competition with nearby B&B accommodation as a result of the removal of holiday vans from the western boundary and the replacement with cabins.	Noted - The overall site profile was examined and the number of cabin/villas has been revised. The new proposal is to convert the holiday van sites to tourist van sites with ensuite facilities.
Plan implementation	Adjoining residents in Shoal Bay Avenue opposed to the proposed rezoning and sale option for Lot 3. Concern was raised about the potential additional residential development introducing additional vehicular movements, access from Shoal Bay Avenue and the impact on public access.	Noted - The options for this lot have been reviewed. The revised proposal to retain Lot 3 as part of the holiday park will address concerns arising from the submissions
Plan implementation	Opposition to the loss of camping sites concern raised about limiting access for families and low cost accommodation options	Noted - The site profile has been reassessed and camping has been retained in its current location
Plan implementation	Concern raised about the proposed changes to the park and the loss of the facility been offered as a reasonably priced accommodation alternative to travellers.	Noted - This has been reassessed and the site profile has been amended to provide a balanced mix of accommodation types. The holiday park offers a range of accommodation types that are affordable within the context of the Port Stephens tourism market.
Plan implementation	Concern that there isn't an accurate assessment of the development potential within the 5 year term of the Plan and no timeframes have been given. The PSCCA consider that delivery of the proposed development it not achievable in 5 years.	Noted – The Plan has been modified to reflect an accurate assessment of each development phase and there has been financial analysis to support the capital investment. Information has also been included in the Plan to represent the planned development phases within the areas affected over a 5 – 7 year implementation period.

Type of Issue	Issue Raised	Response
Plan implementation	PSCCA support the improvements to health safety and security as well as any improvements which add value including changing underperforming sites, landscaping and services such as increasing density reconfiguring larger sites, accommodating motor homes and larger vehicles, internet access & pay TV.	Noted – Investigation into reconfiguring and increasing holiday van density will be investigated.
Plan implementation	PSCCA concerned that some of the development proposals within the previous master plan of 2005 have not been completed.	Noted – The Plan of Management reviewed all past project proposals and evaluated the options against other performance criteria. The 2012 revision re-examined the proposed development stages within the master plan, the 2012 development provides responsible and deliverable development phasing.

SUMMARY OF MATTERS RAISED THROUGH ADDITIONAL HOLIDAY VAN STAKEHOLDER CONSULTATION (DEC 2012 to FEB 2013)		
Type of Issue	Issue Raised	Response
Communication	Proper consultation has not been undertaken	Noted – The additional consultation period established for holiday van owners provided opportunity for the changes to the Plan of Management to be raised.
Communication	Lack of consultation with holiday van owners	Noted – The additional consultation period established for holiday van owners provided opportunity for the changes to the Plan of Management to be raised. The establishment of a consultative committee will provide ongoing consultation.
Commercial	Contest that all improvements will be funded from trust income and loans from PRMF	Noted – All proposed capital improvements can be funded from profits derived from the operations, it is not intended that new projects will be funded by loans. Contributions to Crown Reserves outside the Park will be guided by the Cluster Plan and reviewed in preparation for each financial year.
Commercial	The proposed level of expenditure is excessive and project returns will not align.	Noted – Crown Lands & the Trust are responsible for monitoring the implementation and performance of the operations
Commercial	The expenses from continued operations remain static or increase and are not in alignment with improved management and operational expectations	Noted – The PoM is supported by a business plan which includes income and expenditure projections. Crown Lands & the Trust are responsible for monitoring the performance of the operations
Commercial	Parks are not competing fairly in the local market given their access to low interest state funds	Noted – Low interest loans are historically available to all Crown land managers across the State. The proposed capital improvements are not intended to be funded from PRMF loans.

Type of Issue	Issue Raised	Response
Commercial	Concerned amount of Trust account funds	Noted – Crown & Corporate Trust are in agreement with the balance available in the Crown Holiday Parks Reserve Trust
Commercial	Financial modelling is insufficient to get accurate assessment of income to be derived from parks after redevelopment	Noted – Commercial information is not included in the PoM however supporting financial analysis is included in the business plan which provides justification for the redevelopment.
Commercial	Cost of employee benefits in future years	Noted – Budgets are prepared and approved by Crown & the Trust
Commercial	Parks operate on an uneven competitive advantage to other accommodation businesses in the area	Noted – Historically all Crown land managers across the State have access to the same resources and legislative responsibilities.
Commercial	Investment in ensuite sites is overcapitalisation of this site type	Noted - A business plan supports the progressive development of the park.
Commercial	Does not believe it is cost effective to move vans on park and replace with few ensuite sites	Noted – Commercial information is not included in the PoM however supporting financial analysis is included in the business plan providing justification for the redevelopment.
Commercial	Concerned changes could result in reduced revenue	Noted – Commercial information is not included in the PoM however supporting financial analysis is included in the business plan providing justification for the redevelopment. Crown Lands & the Trust will monitor the financial performance of the operations
Commercial	En-suite sites already not being used so why build more the proposed ensuite sites are not cost effective	Noted – Commercial information and supporting financial and market analysis in the business plan provides justification for the ensuite.
Commercial	Concerned financial modelling doesn't account for ownership split at Shoal Bay	Noted – Commercial information is not included in the PoM however supporting financial analysis is included in the business plan providing justification for the redevelopment. Crown Lands & the Trust will monitor the financial performance of the operations.
Operations	Proposal that no public sales of Holiday Vans or occupancy changes for 12 months, sales could however occur in unaffected areas to existing affected van owners, and alternatively a partial buy back should be considered by the Crown/Trust.	Noted – The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved sales approach.
Operations	A number of park specific issues have also been raised that will need require further discussion and negotiation with Park Management eg access points etc.	Noted – Operational matters will be managed through the Standard Operating Procedures. The establishment of a Consultative Committee will address the implementation of specific operational changes

Type of Issue	Issue Raised	Response
Operations	Concerned about proposed eastern exit to park near Government Road from Nannagai Place. Alternative exit point locations suggested including off Kingfisher Ave or Delf Drive or Oarfish Road or from Lot 3 onto Shoal Bay Ave	Noted – Operational matters will be managed through the Standard Operating Procedures. The establishment of a Consultative Committee will address the implementation of specific operational changes
Operations	Alternate exit points will result in holiday van owners being relocated or evicted. No information of this proposal was communicated at the time when purchased a holiday van.	Noted – Operational matters such as exit points will be managed through the Standard Operating Procedures. The establishment of a Consultative Committee will address the implementation of specific operational changes
Operations	Concerned that an exit onto Shoal Bay Road near the intersection of Government Road is too dangerous due to traffic.	Noted – Operational matters such as exit points will be managed through the Standard Operating Procedures. The establishment of a Consultative Committee will address the implementation of specific operational changes
Operations	Concerned that changed internal road system poses safety risks for van owners.	Noted – Operational matters such as changes to internal roads will be managed through the Standard Operating Procedures. The establishment of a Consultative Committee will address the implementation of specific operational changes
Operations	Doesn't agree with ban on sales for 1 year as proposed by PSCCA wants ban on sales for duration of POMS except within park.	Noted - The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved approach.
Operations	Consideration should be given to a buy back option for holiday van owners affected by development.	Noted - The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved approach. .
Operations	Objects to removal of vans and the annual sale of vans while the POM process is in place.	Noted - The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved approach.
Operations	Suggests natural attrition to reduce numbers and those that want to stay to have opportunity to go to safe areas of parks.	Noted – A reduction in the number of holiday vans is necessary to implement the PoM. The Standard Operating Procedures will provide opportunities for some van owners to remain through on site sales.
Plan implementation	Not expected that the POMs can be executed in their current form and satisfy commitments to Crown Lands and community expectations for trust expenditure.	Noted – Crown Lands & the Trust are responsible for monitoring the implementation and performance of the operations
Plan implementation	Insufficient funding allocated to general crown reserve maintenance compared to projected expenditure in the parks	Noted – Contributions to Crown Reserves outside the Park will be guided by the Cluster Plan and reviewed in preparation for each financial year.

Type of Issue	Issue Raised	Response
Plan implementation	Supports improvements to health & safety, changes to underperforming tourist sites for recreation space and gardens	Noted
Plan implementation	Seeks the retention of holiday vans on western boundary and install ensuite facilities on other sites	Noted – The business plan provides justification for the proposed redevelopment. Enhancing tourism experience and increased visitor nights will deliver a better financial return.
Plan implementation	Doesn't support relocation of vans from Western boundary for aesthetic and cost reasons	Noted – The business plan provides justification for the proposed redevelopment ensuite sites deliver a higher financial return than holiday van sites. Visual aspects of building height and design will be complementary to the park environment in keeping with the commitments in the PoM
Plan implementation	Wants to see van sales banned for duration of POM implementation except for sales to effected van site owners until all stages of POM completed.	Noted - The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved approach.
Plan implementation	Van owners if areas impacted by development are being discriminated against as others are still able to sell	Noted – A reduction in the number of holiday vans is necessary to implement the PoM. The Standard Operating Procedures for the Administration and Management of Holiday Vans outlines the approved approach.
Plan implementation	Van owners in affected areas should be given opportunity to move to other sites	Noted - The Standard Operating Procedures will provide opportunities for some van owners to remain through on site sales.
Plan implementation	Concerned by level of investment in Council side of park to detriment of Crown component	Noted - The PoM ensures a holistic approach to the strategic direction and long term sustainability of the holiday park. A business plan supports the progressive development of the park. Crown Lands & the Trust will monitor the performance of the operations.
Plan implementation	Concerned with state of foreshore and road network - wants greater investment in these rather than parks	Noted – Contributions to Crown Reserves outside the Park will be guided by the Cluster Plan and reviewed in preparation for each financial year.
Plan implementation	Suggests holiday vans remain in current location with ensuite sites located in Angelfish Drive	Noted – A reduction in the number of holiday vans is necessary to implement the PoM and achieve greater public access to the Park.
Plan implementation	Suggests the plans are not achievable	Noted - Financial and market analysis included in the business plan provides justification for the development phases.
Plan implementation	Holiday vans don't dominate the park so can't see reason for their removal	Noted – A reduction in the number of holiday vans is necessary to implement the PoM. Crown Lands & the Trust will monitor the performance of the operations



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SOURCE OF AERIAL IMAGERY: SPATIAL INFORMATION EXCHANGE, NEW LAND & PROPERTY INFORMATION

JOB NAME: SHOAL BAY HOLIDAY PARK - PLAN OF MANAGEMENT

DRG TITLE: AERIAL CONTEXT

CLIENT: PORT STEPHENS HOLIDAY PARK RESERVE TRUST - PORT STEPHENS COUNCIL

JOB No: 28.04

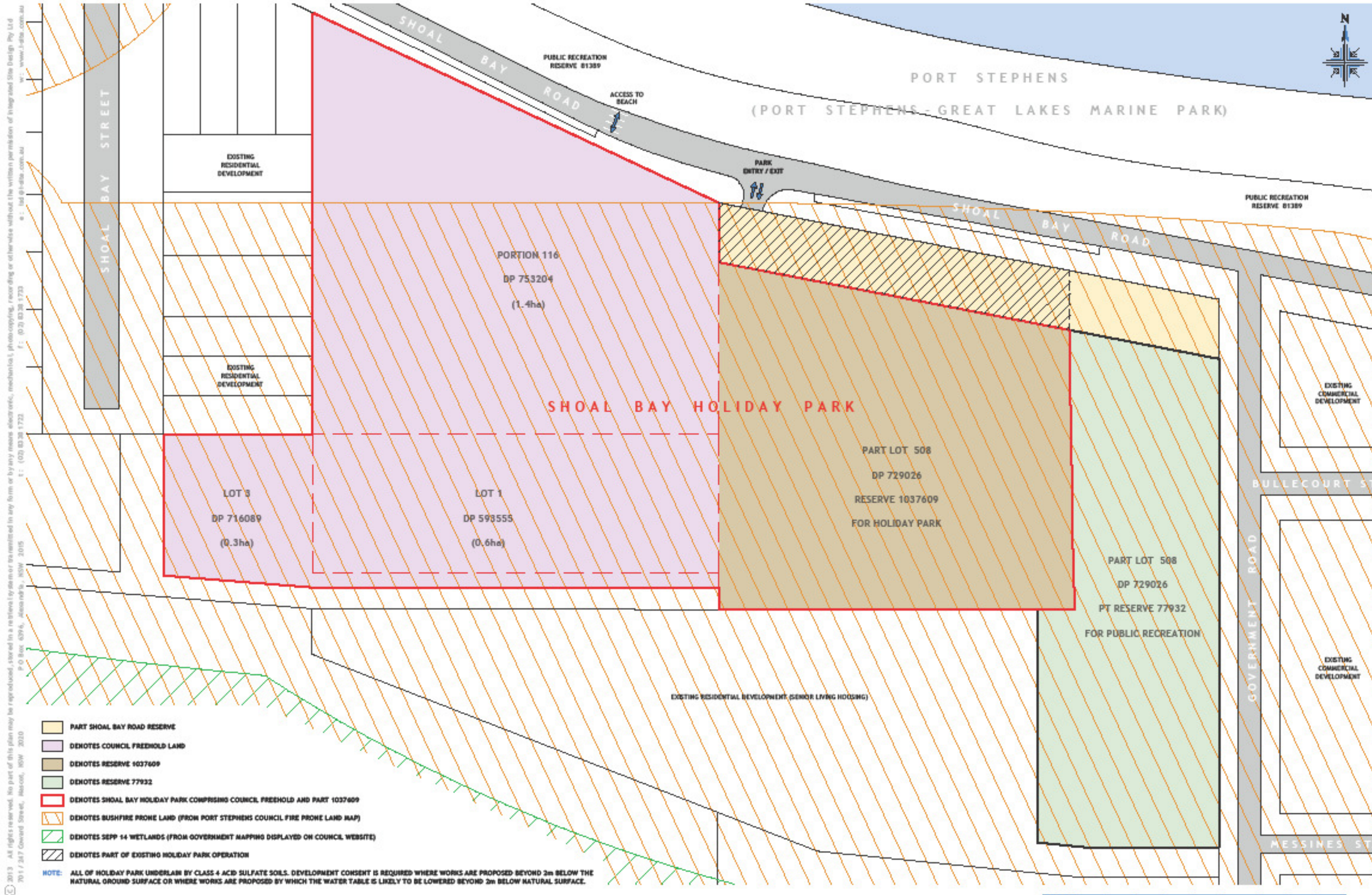
DATE: OCTOBER 2013

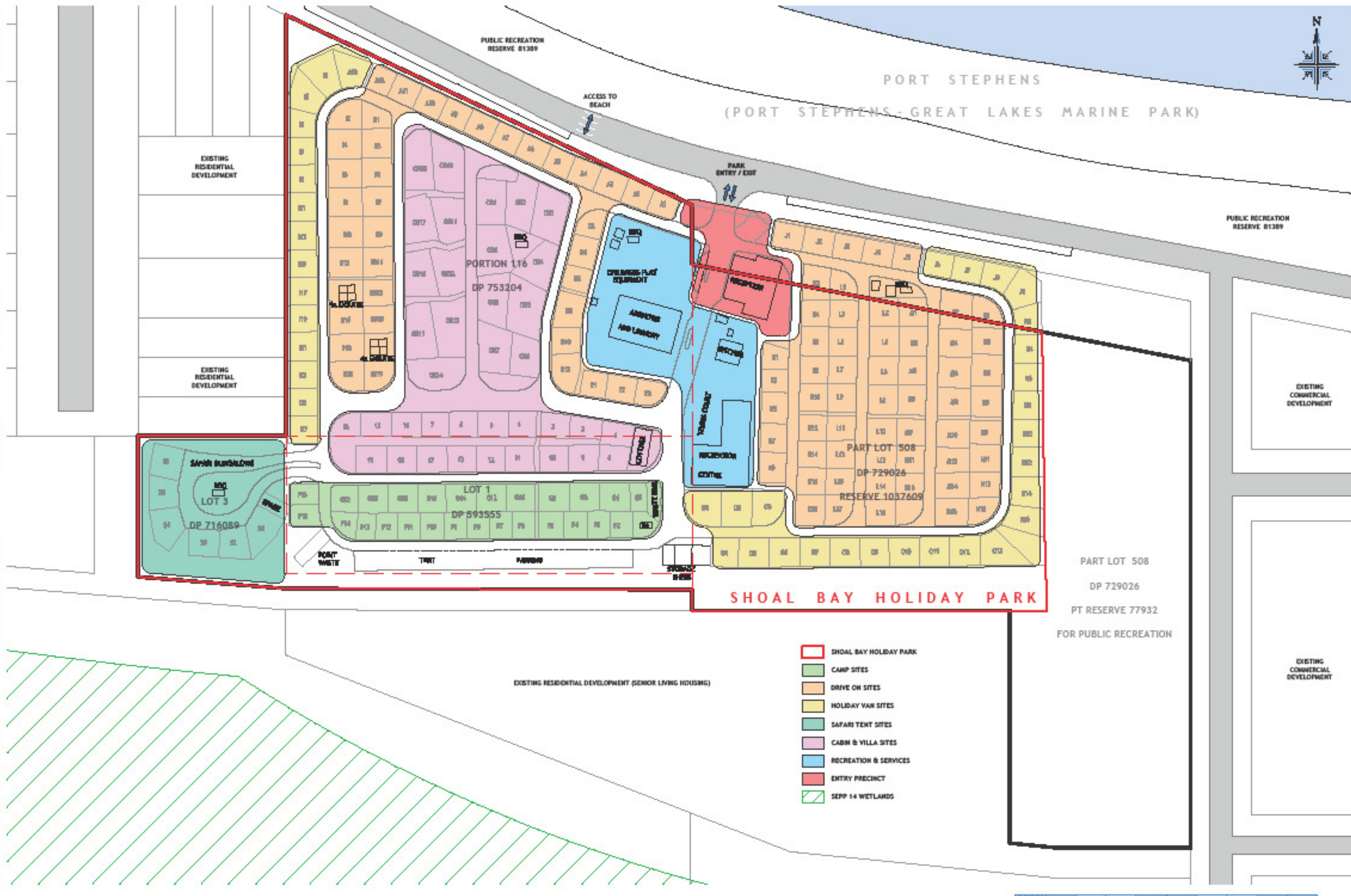
A2 SCALE: 1:800



DRG No:

C-00





### Safety

- Replace damaged tourist van slabs
- Upgrade street lighting
- Ensure appropriate safety measures for pedestrians crossing Shoal Bay Road
- Extend CCTV surveillance at strategic locations
- Improve entry/exit of vehicles
- Replace boundary fence and provide pedestrian gates

### Boundaries

- Redefine the park boundaries
- Provide and maintain a fence and buffer planting where necessary
- Provide pedestrian and vehicular access points to match desire lines and linkages
- Apply appropriate bushfire management practices

### Accommodation

- Refurbish cabins to maintain customer satisfaction
- Replace safari tents with new onsite tent product, reconfigure and landscape Lot 3
- Establish additional ensuite facilities for tourist van sites
- Reconfigure camping area including along the southern boundary
- Establish small amenities to service camping precinct

### Recreational Facilities

- Upgrade and expand existing recreational facilities to support the total accommodation provision within the Park
- Extend the recreation precinct to establish a swimming pool and improved playground facilities (location indicated by the red asterisk)
- Upgrade BBQ facilities and shelter structures

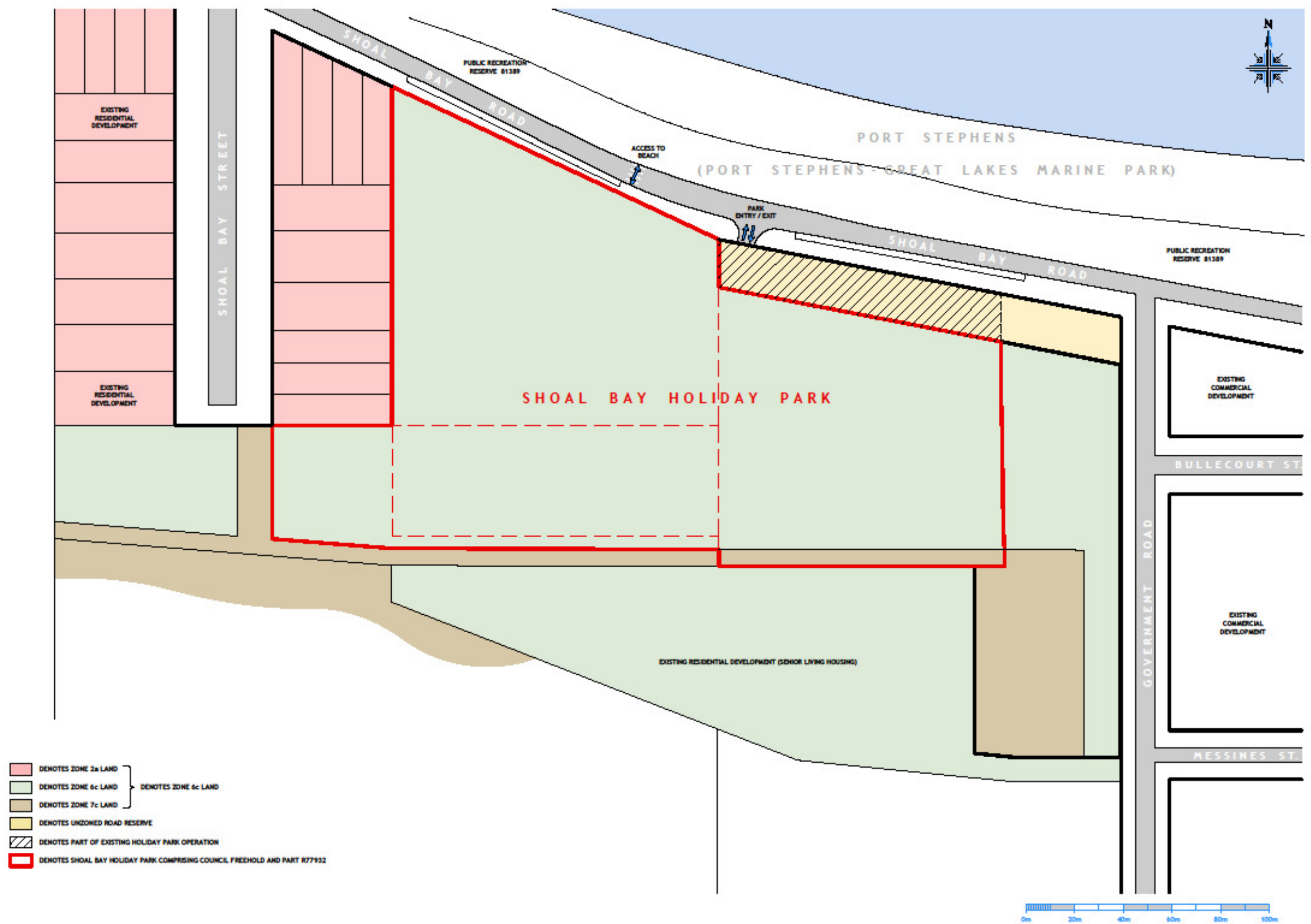


### Environmental

- Manage all vegetation and landscaped areas to enhance habitat and amenity, reduce risk of fire and storm threat
- Organise appropriate stormwater management
- Organise waste and environmental management to progress toward "Gold Gumnut" accreditation
- Apply ecologically sustainable development principles to all development proposals and management practices

### Land Status

- Close the affected area of Shoal Bay Road Reserve under the provisions of the Roads Act 1993 and incorporate into the holiday park within Reserve No. 1037609.





#### PHASE 1 (CURRENT)

- Power-head meter installation
- Building repairs

#### PHASE 2

- Cabin refurbishment
- Replace damaged tourist van slabs - (Stage 1)
- Upgrade street lighting - (Stage 1)

#### PHASE 3

- Replace safari tents with new onsite tent product, reconfigure and landscape Lot 3
- Install additional and replace BBQs and picnic structures - (Stage 1)
- Replace damaged tourist van slabs - (Stage 2)

#### PHASE 4

- Install additional ensuite facilities for tourist van sites
- Replace boundary fence and modify entrance and exit points

#### PHASE 5

- Reconfigure camping area including along the southern boundary
- Extend CCTV network
- Amenities block upgrade and installation of solar panels
- Install additional and replace BBQs and picnic structures - (Stage 2)
- Define tourist van precinct
- Define holiday van precinct
- Upgrade street lighting - (Stage 2)

#### PHASE 6

- Install additional ensuite facilities for tourist van sites
- Extend recreation precinct to establish pool and improved playground facilities

#### PHASE 7

- Improve park storage facilities
- Establish small amenities block to service camping precinct

- 1 DENOTES DEVELOPMENT PHASE
- SHOAL BAY HOLIDAY PARK
- BOUNDARY FENCE - PHASE 3
- CAMP SITES
- TOURIST VAN SITES
- HOLIDAY VAN SITES
- CABIN & VILLA SITES
- RECREATION & SERVICES

