

SYDNEY LAKESIDE HOLIDAY PARK PLAN OF MANAGEMENT



PUBLIC EXHIBITION DRAFT

APRIL 2010



Land and Property
Management Authority

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Executive Summary

Introduction

This is the first Plan of Management that has been prepared specifically for Sydney Lakeside Holiday Park.

This Plan of Management has been prepared to guide Pittwater Council, as land owner of community land and Trust Manager of Crown land in the Holiday Park, in the future management of Sydney Lakeside Holiday Park.

This Plan of Management satisfies the requirements for content and process in preparing a Plan of Management under the Local Government Act 1993 and the Crown Lands Act 1989.

Preparation of this Plan of Management involved consultation with stakeholders: government (Land and Property Management Authority and Sydney Water), residents (Lakeside Park Residents Association), and the community via a public hearing into the proposed categorisation of community land in the Holiday Park, and public exhibition of the Draft Plan of Management.

The Draft Plan of Management was placed on public exhibition for community comment commencing on 4 December 2009 to 29 January 2010. This was longer than the statutory minimum of 42 days for public exhibition of a Plan of Management for community land. After considering submissions to the public exhibition and to the public hearing in February 2010 Council resolved in April to re-exhibit an amended Plan of Management for public comment for three weeks from 24 April to 14 May 2010. Submissions from the public exhibition will be considered prior to adoption of the Plan.

This Plan of Management recommends changes in permitted uses and management direction for Sydney Lakeside Holiday Park, particularly in relation to creation of a Multi-Purpose Function precinct, adding cabin accommodation in the South West and North East precincts, and broadening the range of activities and services offered by the Holiday Park and Coastal Environment Centre. It recommends management actions aimed at meeting current needs and demands of reserve users, and highlights the reserve's significance in a regional and local context.

History

Indigenous

The Garigal and Cannalgal people, part of the Guringai language group, occupied the area prior to European settlement.

Non-indigenous

In the early 1800s the site was part of Narrabeen Swamp. The first land grants occurred in the 1810s. It was not until 1880 when a bridge across Narrabeen Lagoon was built that residential development and tourism (holidays and camping) began in earnest. A formal camping area was established on the northern side the lagoon in 1913. In the 1950s immigrants from Europe lived in on the site. Since that time, the Holiday Park has developed into a national award-winning holiday park.

Current status

Site Name	Sydney Lakeside Holiday Park
Address	Lake Park Road, North Narrabeen
Adjacent landuses, features	Residential, sporting fields Narrabeen Lagoon
Land parcels	Lot 2 DP 1064208 (Pittwater Council), Lots 7106 and 7107 DP 1058609 (Crown), Lot 2 DP 566522 (Sydney Water Corporation)
Area (ha)	13 hectares
Ownership	Pittwater Council, Crown, Sydney Water
Management	Pittwater Council, Lake Park (R49115) Reserve Trust, Sydney Water
Community land categorisation	General Community Use
Public purpose(s) of Crown land	Public Recreation
Zoning	6(a) Existing Recreation "A"
Catchment	Local, regional to international catchment of guests of the Holiday Park
Physical characteristics	Flat grassed area, landscaping of trees and shrubs, numerous management and accommodation buildings. Enjoys a foreshore location to Narrabeen Lagoon. Close to both North Narrabeen and Turimetta Beaches.
Flora and fauna	No natural vegetation. Flat grassed area. Fauna consistent with coastal areas.
Visual elements	Flat site, so views out limited by residential development to the west and north. Views out to Narrabeen Lagoon and Narrabeen beach. Views in from all surrounding areas, and from Pittwater Road (distant).
Access	Pedestrian from the lake foreshore (Pelican Path) and formal entry points from surrounding streets. Bus stops on Narrabeen Park Parade (Manly) and Pittwater Road (city, Palm Beach)
Assets and condition	Refer to Table 2.4
Key recent improvements	Installation of 28 new rooms in 2000; installation of 4 ensuite units to serve camp/caravan sites over past two years.
Existing uses	Tourist and permanent accommodation, informal and organised recreation activities for Holiday Park guests, environmental education at Coastal Environment Centre, Sydney water pumping station
Leases/ licenses/ bookings	No leases or licences. Management agreement to manage and maintain the Holiday Park.
Maintenance	Refer to Section 2.4
Income and expenditure	2008-09 income = \$3,720,000 (mainly from accommodation) 2008-09 expenditure = \$2,569,000
Easements	Sydney Water easement diagonally across the site on Council and Crown land

Basis for Management

Sydney Lakeside Holiday Park comprises both community land owned by Pittwater Council, and Crown land reserved for Public Recreation, so the *Local Government Act 1993* and the *Crown Lands Act 1989* both apply to its management. Other key relevant legislation includes State and regional planning policies and the Pittwater Local Environmental Plan under the *Environmental Planning and Assessment Act 1979*. Legislation regarding Holiday parks includes the *Residential Parks Act 1998* and the *Holiday Park (Long Term Casual Occupation) Act 2002*. Other legislation such as the Companion Animals Act and Disability Discrimination Act apply to management of Sydney Lakeside Holiday Park.

The local planning framework is governed by Council's 2020 Strategic Plan, annual Management Plan, Lakeside Park Plan of Management, the Pittwater Local Environmental Plan, and various policies governing uses.

Community values of Sydney Lakeside Holiday Park are related to environment, recreation, community, economic development and tourism, culture, access, and education.

The vision for Sydney Lakeside Holiday Park is:

Sydney Lakeside Holiday Park will continue to provide a range of tourist and permanent accommodation and associated facilities to a high standard and in a sustainable manner that encourages high guest satisfaction and return visitation by guests from all parts of the world.

Sydney Lakeside Holiday Park will be regarded as the best coastal holiday park in New South Wales.

The Holiday Park will continue to respect and take pride in its prime location on Narrabeen Lagoon.

The goal for Sydney Lakeside Holiday Park is to create a tourism and community facility that meets the diverse needs of the Pittwater and broader community, operates in a sustainable manner and reflects positively on the commitment of Pittwater Council in providing this facility. This goal for Sydney Lakeside Holiday Park encompasses a number of key targets, including:

- ☐ creating a northern beaches icon that reflects the local lifestyle.
- ☐ providing a quality tourism experience for visitors to Pittwater.
- ☐ performing an essential community role, such as providing long-term accommodation in a quality environment.
- ☐ promoting and enhancing the reputation of Pittwater and the northern beaches as a destination for tourism.
- ☐ supporting the economic growth, diversification and development of the northern beaches and local businesses.
- ☐ operating as a viable, financially sustainable business.
- ☐ competing favourably with other comparable destinations.
- ☐ presenting a quality destination with a broad range of opportunities to visitors.
- ☐ supporting environmental education through the functions of the Coastal Environment Centre.

Future roles of the Sydney Lakeside Holiday Park relate to the values.

Key issues

Actions relate to a number of key issues identified through preparation of this Plan of Management:

Value	Issues
Environmental	Building guidelines, self-sufficient water use, energy conservation, flooding, sea level rise and other climate change effects, sewer overflows, waste services, waste removal, tree planting, pest animal species.
Recreation	Indoor recreation facilities, outdoor recreation facilities.
Community	Meeting with long-stay residents, tenancy agreements, enforcement of Park Rules, encroachments, boundary between short-stay and long-stay areas, amenities building / laundry.

Value	Issues
Economic development and tourism	Cabin accommodation, Multi-Purpose Function precinct, conference facilities, Northern Amenities block, Coastal Environment Centre, dining facilities, camping sites, storage, ensuites, laundry facilities, bookings at peak times for high demand sites, use of amenities blocks by CEC users, capital replacement and improvement, economic development, eco-tourism.
Access	Pedestrian access from the foreshore, pedestrian access from Walsh Street, visitors' carpark, internal roads, external access road.
Cultural	Aboriginal culture and heritage, local history and preservation for future generations, association with camping and holiday memories, cultural assets and initiatives, natural environment.
Education	Educational partnerships
Management	Management contract, leases licences and other estates, management building, managers' residence, market opportunities and industry trends, site size and function, liquor licence, public purpose.

These issues are addressed in the Action Plans (refer Section 5).

Actions

This Plan of Management has been prepared with a series of Action Plans linked to the values. Strategies, actions, priorities, responsibilities, costs, and performance measurement are outlined, which will be incorporated into budgets and work programs.

Key actions and changes to the Holiday Park shown on the Future Directions plan (**Figure 5.1**) are to establish:

- ☐ a future possible Multi-Purpose Function precinct on the eastern boundary.
- ☐ potential future cabins in the North-East precinct.
- ☐ possible future cabins in the south of the South-West precinct.
- ☐ physically larger camping sites to accommodate "drive-through" caravans.

High priority actions are to:

- ☐ prepare building guidelines, based on best practice and relevant Development Control Plans, for the Holiday Park, to shape built-form outcomes.
- ☐ become self-sufficient in terms of water use.
- ☐ undertake an energy audit to reduce energy use.
- ☐ remove African Olives and Phoenix Palms on the Park frontages and replace with appropriate native species.
- ☐ provide an additional indoor recreation room.
- ☐ meet with long-term residents every 3 months.
- ☐ amend the Park Rules and add special conditions to the Residential Site Agreement.
- ☐ execute tenancy agreements with all long-term residents.
- ☐ survey the park to identify encroachments, and remedy them.
- ☐ remove 20 bunkhouse cabins from the cabin precinct and replace with new cabins.
- ☐ investigate the provision of interim conference facilities.
- ☐ provide central dining facilities for groups in the cabin precinct.

- ☐ provide a commercial kitchen.
- ☐ investigate ways to separate the foreshore and the Holiday Park at peak times.
- ☐ control pedestrian access from Walsh Street.
- ☐ seal the gravel shoulder to Lake Park Road.
- ☐ investigate opportunities for joint initiatives between the Coastal Environment Centre and the Holiday Park.

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1 INTRODUCTION

1.1 What is a Plan of Management?

A Plan of Management is a document that identifies issues affecting public land, and outlines how that land is intended to be used, improved, maintained and managed in the future.

1.2 Why prepare a Plan of Management for Sydney Lakeside Holiday Park?

Camping has occurred on the site now occupied by Sydney Lakeside Holiday Park for nearly 100 years. Structures associated with camping and accommodation on the site have been located in an ad-hoc manner in the intervening years, with little thought given to proper planning for these facilities. During that time a Plan for Management for the site has not been prepared that would guide the layout, functioning, and development of the Holiday Park. More recently the Holiday Park has been managed by external managers for some 20 years.

The key purposes of preparing the Plan of Management are to:

- ☐ prepare a Plan of Management for Sydney Lakeside Holiday Park that will be adopted by Council and the Land and Property Management Authority (LPMA).
- ☐ authorise Council to enter into a management contract for the Holiday Park, which expires in June 2010.
- ☐ facilitate proposed spatial improvements to the Holiday Park as shown in Section 5.
- ☐ provide for clear future development opportunities and establish supportive planning frameworks to realise these opportunities.
- ☐ authorise appropriate use agreements.
- ☐ authorise leases consistent with the sustainability, community service, environmental education and awareness attraction and eco-tourism themes of the Coastal Environment Centre

This Plan of Management sets out a management direction and permitted uses for the Holiday Park. It also recommends management actions aimed at meeting current and future demands of residents and users of the Holiday Park, and highlights the Holiday Park's significance in a regional and local context.

1.3 Land to which this Plan of Management applies

This Plan of Management applies to Sydney Lakeside Holiday Park (**Figure 1.1**), excluding the foreshore of Narrabeen Lagoon. Some of this area was included in the Plan of Management for Lake Park that was adopted by Council in 1996. Further, part of the Crown Reserve (R49115) – refer to Section 2.3 – is subject to a Plan of Management for Pittwater Ocean Beaches – North Narrabeen Rock Pool (refer to **Appendix D**).

Figure 1.1 Sydney Lakeside Holiday Park



Sydney Lakeside Holiday Park is approximately 13 hectares in area. As the Holiday Park comprises both community land owned by Pittwater Council and Crown land reserved for Public Recreation, both the *Local Government Act 1993* and the *Crown Lands Act 1989* apply to its management.

1.4 Objectives of this Plan of Management

This Plan of Management aims to:

- ☐ establish a sound and balanced approach to the management of Sydney Lakeside Holiday Park, while providing a flexible framework in which Council can respond to current needs and opportunities, as well as to future directions and pressures as demands on Sydney Lakeside Holiday Park change.
- ☐ meet all relevant legislative requirements.

- ☐ be consistent with Council's Management Plan and other strategies, plans and policies.
- ☐ reflect the values and expectations of the local Pittwater and wider community and reserve users for future use and enjoyment of Sydney Lakeside Holiday Park.
- ☐ identify management issues and address these in the context of community values and applicable legislation.
- ☐ set out an appropriate framework to guide decision making regarding the future use and sustainable management of the Holiday Park.
- ☐ authorise leasing, licensing and management of the Holiday Park and its facilities.
- ☐ present a framework that outlines the proposed initiatives and actions required to implement proposed physical changes and improvements to Sydney Lakeside Holiday Park and its facilities.

1.5 Process of preparing this Plan of Management

The process of preparing this Plan of Management, including consultations with residents, the local community, stakeholders, and documents produced at each stage, are shown in **Figure 1.2**.

1.5.1 Legislative requirements

Local Government Act

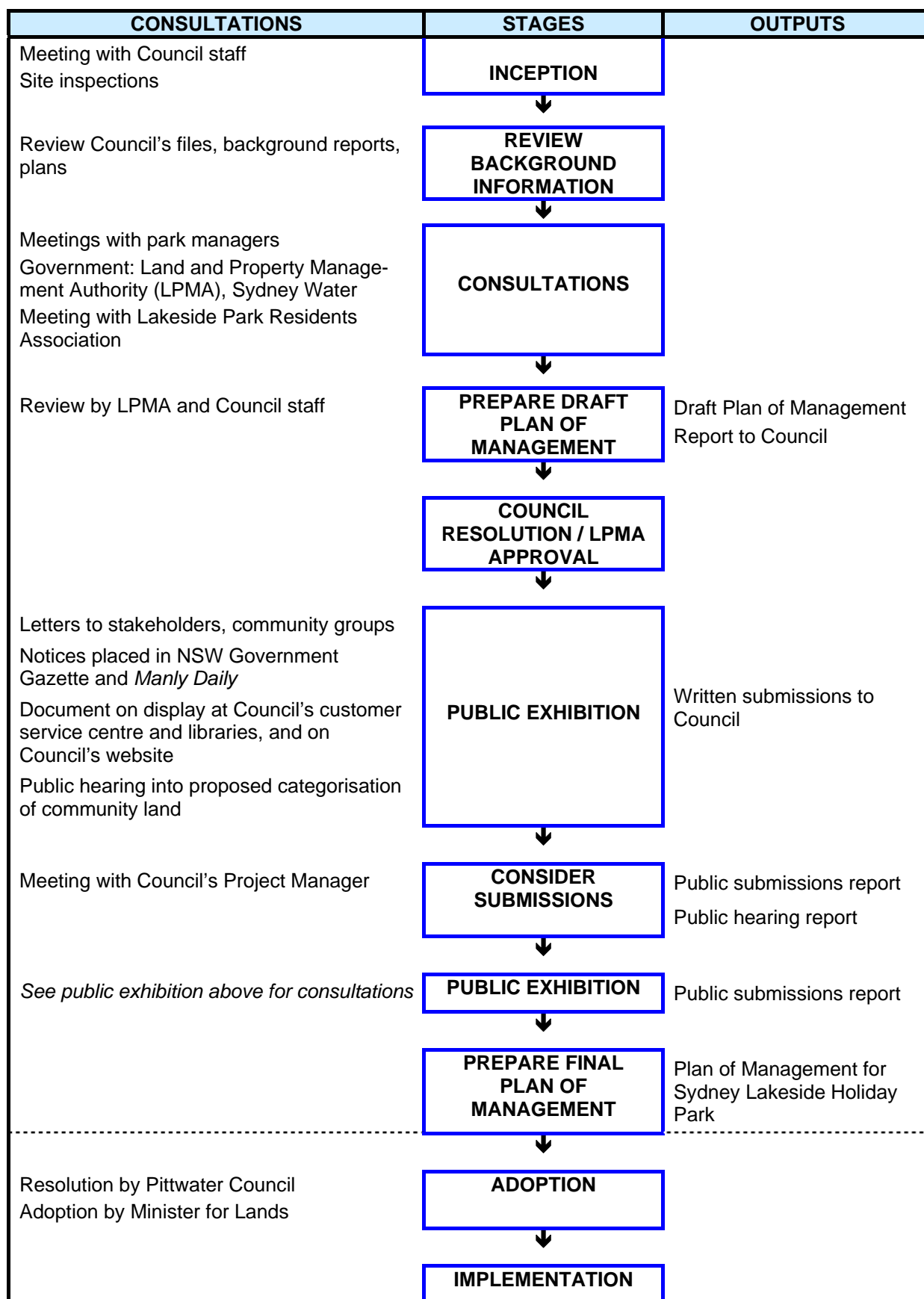
The *Local Government Act 1993* requires that draft Plans of Management are placed on public exhibition for a minimum of 28 days, with a further 14 days allowed for written comments.

Crown Lands Act

The process required by the Land and Property Management Authority (LPMA) under Sections 112 and 115 of the *Crown Lands Act 1989* and its Regulation for preparing a Plan of Management applying to Crown land is to:

- ☐ prepare a draft Plan of Management. The Minister may cause or direct a draft Plan of Management to be prepared; or a reserve trust may, with the Minister's consent, prepare a draft Plan of Management for the reserve.
- ☐ refer the draft Plan of Management to LPMA for comment prior to the public exhibition.
- ☐ place a public notice in the NSW Government Gazette and in local newspapers advising the public of the public exhibition.
- ☐ exhibit the draft Plan of Management to the public for not less than 28 days to allow for submissions to be made on the Plan of Management.
- ☐ refer public submissions regarding the draft Plan of Management to both the Minister for Lands and Pittwater Council as Trust Manager for consideration by the Minister prior to adoption.
- ☐ make any alterations to the Plan of Management as required by the Minister under Section 114 of the *Crown Lands Act 1989*.

Figure 1.2 Process of preparing this Plan of Management



- ☐ adopt the Plan of Management by Council, and by the Minister for Lands under Section 114 of the Crown Lands Act 1989.
- ☐ follow the adopted Plan of Management, with all operations (activities, uses and developments) being in accordance with the adopted Plan.

1.5.2 Consultations

Various user groups and interested organisations were consulted during preparation of this Plan of Management, as follows:

- ☐ government authorities: Land and Property Management Authority, and Sydney Water.
- ☐ interested groups: meeting with the Lakeside Park Residents Association on 19 March 2009.
- ☐ local residents and interested people by a public hearing into the proposed categorisation of community land combined with a community meeting proposed to held in February 2010.

The draft Plan of Management was exhibited for public comment for the period from 4 December 2009 to 29 January 2010.

Five submissions resulting from the public exhibition of the Draft Plan of Management were received. Key points raised were to:

- ☐ continue the good relationship between permanent residents and Council.
- ☐ support for the proposed replacement of exotic tree species.
- ☐ express concern that the proposed liquor licence and commercial kitchen/ restaurant would compete with local businesses.
- ☐ recognise the importance of the Coastal Environment Centre.
- ☐ limit the larger campervans and modern accommodation.
- ☐ restore pedestrian access through the Holiday Park.

In April 2010 Pittwater Council resolved to re-exhibit the Draft Plan of Management. The revised draft was placed on exhibition from 24 April to 14 May 2010.

Comments from both public exhibitions were considered and compiled into a Public Submissions Report, referred to the Land and Property Management Authority, and then incorporated into the final Plan of Management as appropriate.

1.6 What is included in this Plan of Management?

This Plan of Management is divided into the following sections, as outlined in **Table 1.1**.

Table 1.1 Structure of this Plan of Management

Section	What does it include?
1 Introduction	Background to the Plan of Management
2 Description of Sydney Lakeside Holiday Park	History, physical description, facilities, uses, maintenance
3 Planning context	State Government planning legislation, local planning context
4 Basis for Management of Sydney Lakeside Holiday Park	Values of the community and users, vision, roles, management principles and objectives
5 Action Plan	Landscape concept plan, discussion of current issues and options, strategies and actions to resolve issues consistent with values.
6 Implementation and review	Leases and licences, permitted future uses and developments, implementation, review

Requirements of the Local Government Act for the contents of a Plan of Management, and where they can be found in this Plan, are listed in **Table 1.2**.

Table 1.2 Contents of a Plan of Management for community land

Requirement of the Local Government Act	How this plan satisfies the Act
A description of the condition of the land, and of any buildings or other improvements on the land as at the date of adoption of the Plan of Management	Section 2
A description of the use of the land and any such buildings or improvements as at the date of adoption of the Plan of Management.	Section 2
Categorisation of community land	Section 3
Core objectives for management of the land.	Section 3
The purposes for which the land, and any such buildings or improvements, will be permitted to be used.	Sections 3, 6
The purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise.	Sections 3, 6
A description of the scale and intensity of any such permitted use or development.	Section 6
Authorisation of leases, licences or other estates over community land.	Section 6
Performance targets.	Section 5
A means for assessing achievement of objectives and performance targets.	Section 5

The objectives of the Crown Lands Act in Section 10 and the principles of Crown land management in Section 11 ensure that Crown land is managed for the benefit of the people of NSW. This Plan of Management has been prepared according to the requirements of Part 5 Division 6 – Plans of Management of the *Crown Lands Act 1989*. A Plan of Management will satisfy the *Crown Lands Act 1989* if the points in Table 1.3 are addressed.

Table 1.3 Contents of a Plan of Management under the Crown Lands Act

A Plan of Management satisfies the Crown Lands Act if:	How this plan satisfies the Act
The Plan of Management is prepared by the Reserve Trust under Section 112 of the Act.	The has been prepared by Pittwater Council as Trust Manager of Crown land in Sydney Lakeside Holiday Park under Section 48 of the Act.
The objects of the Act (Section 10).	Section 3
The Plan of Management and its outcomes must incorporate and satisfy the principles of Crown land management (Section 11).	Section 3
The Plan of Management must address any matters required by the Minister responsible for Crown lands (Section 112).	Requirements of LPMA are addressed in relevant sections of the Plan of Management.
Any proposed uses, developments and management practices must be ancillary to or supportive of the public purpose for the reserved or dedicated land, and with any LPMA policies applying to Crown reserves.	Section 6
<p>If the Reserve Trust proposes that a reserve is to be used for an additional public purpose (Section 112), the draft plan must specify or deal with these matters:</p> <ul style="list-style-type: none"> <input type="checkbox"/> the condition of the reserve, and any buildings or other improvements on the reserve. <input type="checkbox"/> existing use of the reserve, and of any buildings or other improvements on the reserve. <input type="checkbox"/> the nature and scale of the proposed additional purpose. <input type="checkbox"/> the nature, scale and term of any lease, licence or other arrangement that is intended to be granted or entered into in relation to the additional purpose. <input type="checkbox"/> any submissions made in relation to the draft plan as a result of the consultation process and public exhibition requirements under Section 113. 	A Multi-Purpose Function precinct is proposed for the north-eastern part of the Crown reserve adjoining Narrabeen Park parade. The elements of the Multi-Purpose Function precinct are described in Section 5.1.

2 DESCRIPTION OF SYDNEY LAKESIDE HOLIDAY PARK

2.1 Location and context

Figure 2.1 shows the location and context of Sydney Lakeside Holiday Park.

Figure 2.1 Location of Sydney Lakeside Holiday Park



Sydney Lakeside Holiday Park is located at Lake Park Road in the suburb of North Narrabeen on the southern boundary of the Pittwater local government area. The Holiday Park adjoins Walsh Street and the sporting fields of Pittwater Park to the north; Ocean Street / Narrabeen Park Parade to the east; Narrabeen Lagoon and Lakeside Park to the south and south-west, and residences fronting Collins Street to the west. The arterial Pittwater Road is in close proximity.

The Holiday Park occupies a unique position adjoining Narrabeen Lagoon and being in close proximity to both North Narrabeen and Turimetta beaches, which are nearby to the east.

The Holiday Park provides approximately 250 short-term caravanning/camping and almost 70 cabin-type rooms, in addition to providing long-stay accommodation for nearly 100 residents. The Long-Stay precinct is contained within Council's land-holding. No "annuals" or permanent caravans are accommodated within the Holiday Park. The caravan/ camping sites are "low impact" uses of the Holiday Park.



Looking south across Narrabeen Lagoon



East to the Ocean Street bridge



Coastal Environment Centre

2.2 Significance of Sydney Lakeside Holiday Park

Due to its location and characteristics, Sydney Lakeside Holiday Park has substantial local and regional significance because it:

- ☐ is the only Holiday Park on the northern beaches of Sydney.
- ☐ is the oldest Council-owned Holiday Park in Australia.
- ☐ is located on a scenic lagoon close to the coast.
- ☐ has won several recent national and State-wide awards for Holiday Park and environmental management.
- ☐ attracts an international market.
- ☐ provides local employment.
- ☐ provides training and development opportunities to up-skill workers.
- ☐ is a major promotional focus for the Northern Beaches as a tourism destination.

- ☐ is a significant local business that promotes tourism and economic development on the northern beaches.
- ☐ provides housing choice to residents of Pittwater.
- ☐ provides valuable environmental education opportunities and programs through the Coastal Environment Centre.

2.3 Land ownership and management

2.3.1 Introduction

The land that forms Sydney Lakeside Holiday Park largely comprises four parcels of land that are under the respective ownership of the Crown, Council and Sydney Water, with Council being the manager of the three largest parcels.

The Council-owned land is described as Lot 2 of Deposited Plan (DP) 1064208 and has an area of some 8.64 hectares. When combined with the Crown land described below, the Holiday Park occupies almost 13 hectares in area. Part of the Council-owned land was originally purchased from the Salvation Army in 1941. It should be noted that whilst this small parcel contains a covenant prohibiting the sale or consumption of liquor, the Salvation Army has resolved to not enforce this covenant.

Land that also forms a part of this lot was previously resumed by the Cumberland County Council from the Salvation Army in 1953. This parcel was transferred to Council in 1954.

Lot 2 DP 1064208 also comprises the closed road formerly known as Mackenzie Parade that was transferred to Council from the Crown in 2001 upon the closure of Mackenzie Parade and the opening of the Walsh Street. The purpose for closing Mackenzie Parade and transferring it to Council from the Crown in exchange for Walsh Street becoming a Crown Road.

The Crown owns Lots 7106 and 7107 of DP 1058609 that together comprise part of Lake Park (R49115) Reserve. This Reserve was gazetted by the Crown in 1913. The combined area of Lots 7106 and 7107 is some 4.3 hectares. Further, Crown Reserve R49115 extends beyond the operational boundaries of the Holiday Park and includes part of the northern foreshore of Narrabeen Lagoon east of Ocean Street/ Narrabeen Park Parade. This part of the Crown Reserve is subject to a separate Plan of Management – Pittwater Ocean Beaches – North Narrabeen Rock Pool, which is attached as **Appendix D**. The Crown has appointed Council as manager of the Reserve Trust, thereby assuming responsibility for the care, control and management of this land.

The Crown Land which comprises Reserve R49115 is defined as Public Recreation for its Public Purpose under the Crown Lands Act. This Plan of Management seeks to add the following Public Purposes for Reserve R49115:

- ☐ Tourist Facilities and Services.
- ☐ Caravan Park.

These additional Public Purposes are to be declared under Section 87 of the Crown Lands Act.

Sydney Water owns a small parcel known as Lot 2 DP 566522 that houses a pumping station that occupies an area less than 150 square metres. The pumping station is serviced by an easement for water that runs roughly diagonally through the Holiday Park from the northern boundary on Walsh Street in a south-easterly direction to the intersecting boundary of Lot 7106 on Narrabeen Park Parade. This easement places restrictions on the use of the Holiday Park land through which the easement runs. Any future planning for additional structures or facilities needs to take into account the easement and its associated pipeline.

The current ownership and management of the land that comprises Sydney Lakeside Holiday Park is detailed in **Figure 2.2** and **Table 2.1**.

2.3.2 Community land

Community land in Sydney Lakeside Holiday Park is land owned in fee simple by Pittwater Council, and is classified as community land under the Local Government Act 1993. All land classified as community land must be managed in accordance with the Act and the provisions of its Plan of Management prepared under that Act.

Figure 2.2 Ownership of Sydney Lakeside Holiday Park



Table 2.1 Ownership and management of Sydney Lakeside Holiday Park

	Land parcels			
Lot/DP	Lot 2 DP 1064208	Lot 2 DP 566522	Lot 7107 DP 1058609	Lot 7106 DP 1058609
Owner	Pittwater Council	Sydney Water	Crown	Crown
Reserve Number	-	-	R49115	R49115
Management	Pittwater Council	Sydney Water	Lake Park (R49115) Reserve Trust	Lake Park (R49115) Reserve Trust
Zoning	6(a) Existing Recreation "A"	5(a) Special Uses "A"	6(a) Existing Recreation "A"	6(a) Existing Recreation "A"
Public Purpose	-	-	Public Recreation	Public Recreation
Category	General Community Use	-	-	-
Area	8.64 hectares	150m ²	2.0 hectares	2.3 hectares
Notes	Includes the McKenzie Parade closed public road, and a Sydney Water easement.	This parcel is fully fenced and is not part of the operations of the Holiday Park.	The Coastal Environment Centre occupies part of this parcel. The foreshore to Narrabeen Lagoon is addressed in the Lakeside Park Plan of Management.	Sydney Water easement traverses this parcel. The foreshore to Narrabeen Lagoon is addressed in the Lakeside Park Plan of Management.

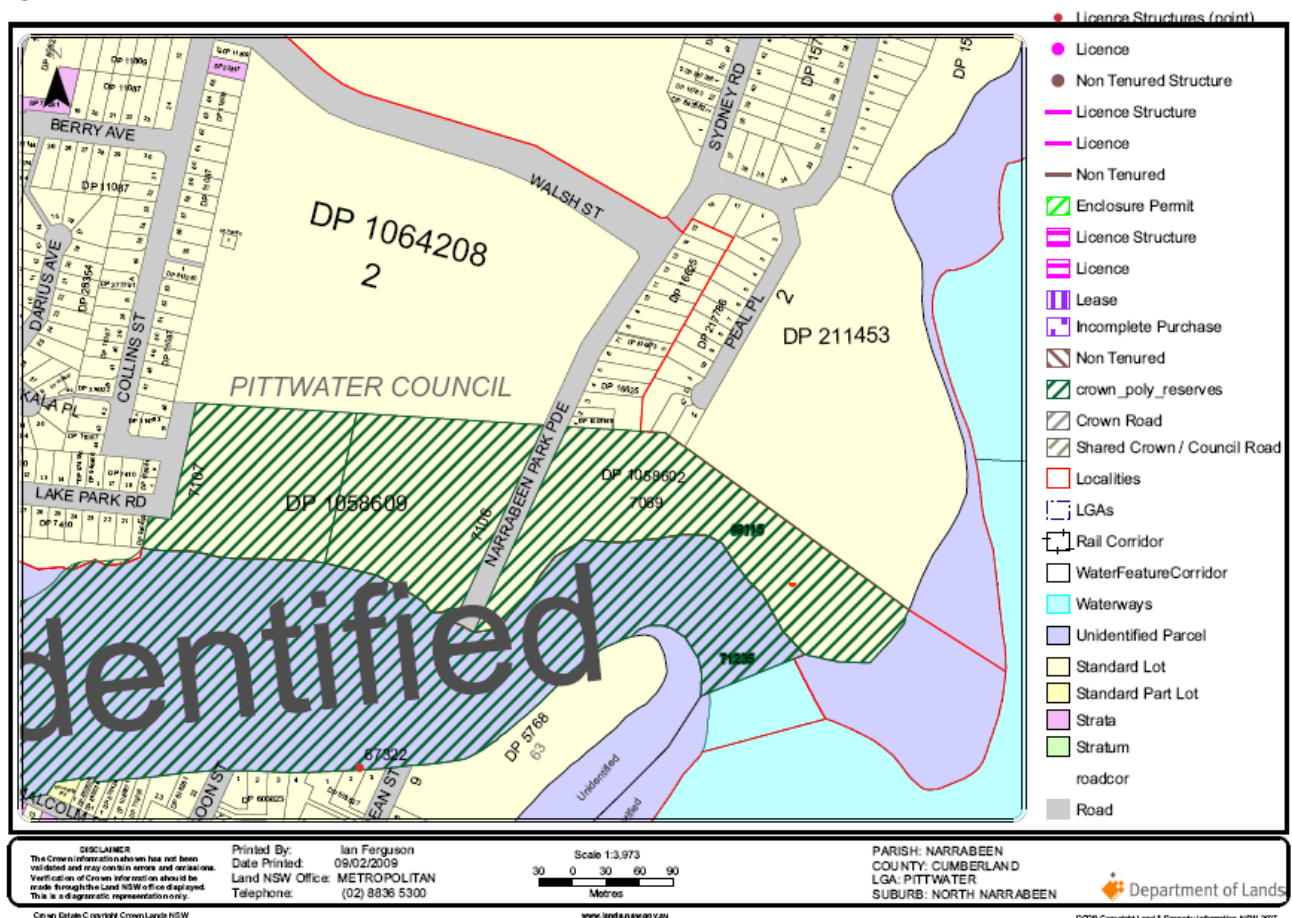
2.3.3 Crown land

Crown land comprising Sydney Lakeside Holiday Park is in the Parish of Narrabeen, County of Cumberland. Information about the Crown reserves in Sydney Lakeside Holiday Park is shown in **Table 2.1**.

The Lake Park (R49115) Reserve Trust has been appointed as trustee of the Crown Reserve pursuant to the provisions of the Crown Lands Act 1989. Pittwater Council has been duly appointed to manage the affairs of the Trust consistent with Section 95 of that Act.

Pittwater Council was appointed in 1992 under the Crown Lands Act 1989 to manage the affairs of the Reserve Trust created for Reserve 49115. R49115 also accommodates the Coastal Environment Centre. Part of Crown Reserve 49115, up to the northern alignment of Lake Park Road, is covered by the Plan of Management for Lakeside Park (Pittwater Council, 1996). The current management issues for this land in the Lagoon Foreshore (East) zone in the Lakeside Park Plan of Management are also addressed in Section 5 of this Plan of Management. That section of Crown Reserve 49115 which lies to the east of Narrabeen Park Parade and includes North Narrabeen Rock Pool, the carpark at Narrabeen Park Parade (opposite Sydney Lakeside Holiday Park) and the access road to the Rock Pool is addressed in the Pittwater Ocean Beaches Plan of Management (North Narrabeen Rock Pool) that was adopted by Council in 2005 (refer to **Appendix D**).

Figure 2.3 Crown Reserve R49115



2.3.4 Use agreements applying to Sydney Lakeside Holiday Park

No leases or licences apply to Sydney Lakeside Holiday Park. However, residents of the long-stay section of the Holiday Park are granted occupation under Residential Tenancy Agreements.

The Holiday Park is currently managed by a private tourism company, which has held the management rights since September 1999. The term of this agreement expires in June 2010. The management rights were tendered in late 2009 and a new Park manager has been appointed, taking over operations from 1 July 2010. Pittwater Council has granted approval to operate a caravan park and camping ground under Section 68 Part F2 of the *Local Government Act 1993* for this period.

Performance standards in the management contract include:

- ☐ maintaining, with the assistance of Council, an AAA¹ 4-star rating for the caravan park.
- ☐ increasing occupancy rates for the caravan park.
- ☐ increasing net profit for the caravan park without prejudicing current standards of operation.

¹ Australian Automobile Association (AAA), formerly the NRMA rating.

- ☐ a reduction in complaints about the caravan park.
- ☐ an increase in the number of return customers to the caravan park.
- ☐ increasing the number of referrals to local business given by staff.
- ☐ reducing non-recyclable waste generated by the Holiday Park.

2.3.5 Park rules

Occupation and use of the Lakeside Holiday Park by residents and visitors is subject to the Park Rules, which outline compliance requirements, enforcement, and penalties for non-compliance (refer to **Appendix A**).

2.3.6 Key stakeholders in Sydney Lakeside Holiday Park

Stakeholders responsible for management of land and facilities in Sydney Lakeside Holiday Park are in **Table 2.2**.

Table 2.2 Stakeholders in Sydney Lakeside Holiday Park

Organisation	Responsibilities / role
Pittwater Council	Land owner Reserve Trust manager Meetings with Lakeside Park Residents Association
Land and Property Management Authority	Land owner
Sydney Water Corporation	Land owner
Holiday Park manager	Management Bookings Maintenance and cleaning
Lakeside Park Residents Association	Permanent residents living in Sydney Lakeside Holiday Park

2.4 History and cultural heritage

2.4.1 Indigenous history

Pittwater and the Northern Beaches was the land of the Garigal and Cannalgal people, part of the Guringai language group. These people lived in family groups and moved around the area. The coast provided an abundant food supply.

Initially indigenous people were hospitable towards European explorers, but misunderstanding and hostility developed. European settlement in 1788 brought diseases such as smallpox and measles, to which the Guringai were not immune. Most of those who survived outbreaks of disease moved away from the coast as Europeans had occupied their territory competing for food and land.

The Guringai people left important evidence of their past and way of life before colonisation. These sites are of significance to the Aboriginal people because they are evidence of the past Aboriginal occupation of Australia, and are valued as a link with their traditional culture. There is also great scientific value in these sites. By studying the shells, stones and bones, we can learn a great deal about past environments, what plants and animals were used by people, what tools they used and how they survived.

There is a possibility that Sydney Lakeside Holiday Park may contain artefacts of the Guringai people's occupation of the land, because of its location on a lagoon with shelter and food sources.

2.4.2 Non-indigenous history

Historical events

The history of Sydney Lakeside Holiday Park and its context in Pittwater is well documented in various books and reports (refer to the reference list). Sydney Lakeside Holiday Park has a rich and varied history dating back to the early 1800s as summarised in **Table 2.3**.

The site of Sydney Lakeside Holiday Park was a popular location for picnics, holidays and camping during the early years of last century and this use has continued until the present day. So popular was the site for camping that it was known as "Tent City," a reference perhaps also to its use for housing during the Great Depression of the 1930s.

Table 2.3 Events in the non-indigenous history of Sydney Lakeside Holiday Park

Year	Events
	19 th century maps indicate the area now occupied by Lakeside Park was originally part of an extensive wetland known as Narrabeen Swamp.
1815	The first land grants in the area were made.
1819	The land owned by Pittwater Council was originally part of two separate land grants. The first parcel of 500 acres was granted to William Cossar in August, 1819. The grant had a notation that the site was called "Cloonagun."
Mid 1800s	The land was part of a 38 acre grant to John Thomas Collins, a prominent land holder in Pittwater at the time.
1834	A second parcel of land now owned by Pittwater Council was not granted until 1834 for an adjoining area of 201 acres to James Jenkins. In the same year, Jenkins also acquired Cossar's parcel of land from D'Arcy Wentworth. It appears that Cossar only owned his land for seven weeks as he sold to Matthew Bacon in early October 1819 who in turn sold it to D'Arcy Wentworth in 1825.
1880	Travellers had to ford the lake until a bridge across Narrabeen Lagoon was constructed.
1900	The land owned by James Jenkins was ultimately inherited by a descendant Elizabeth Jenkins who died in 1900. In her will the land passed to General William Booth of the Salvation Army.
1906	Warringah Council was formed.
c.1911	Subdivision of the Collins Estate into residential allotments saw the making of Lake Park Road and development of the residential areas to the north of the road.
1913	Extension of the tram to Narrabeen resulted in the area around Narrabeen Lake becoming popular for holidays and camping. A large camping ground became established on the northern side of the lagoon.
1923	On 5 February Warringah Council resolves to provide sanitary accommodation in Lake Park at Narrabeen, and that fees for camping in the park be the same as those for Griffith Park.
1925	The Ocean Street bridge was constructed.
1929	The Salvation Army owned land in Narrabeen that was subdivided for the Narrabeen Park Estate, and sold in 1928-29. The southern boundary of Stage 4 of the Estate is now the southern boundary of the Council-owned land in Sydney Lakeside Holiday Park.
1930s	Many people lived at Narrabeen Caravan Park during the Depression.
1941	Warringah Shire Council acquired an area of land from the Salvation Army.
1950s	Post-World War II immigrants lived at the Park. As many as 60 Dutch families lived in caravans, tents and other temporary accommodation in the "Tenten Kamp". The rental was about 10 shillings a week (a working wage was the equivalent of 168 shillings a week)

Table 2.3 Events in the non-indigenous history of Sydney Lakeside Holiday Park (cont.)

Year	Events
1953	The Cumberland County Council acquired an adjoining area of land from the Salvation Army
1954	Cumberland County Council transferred title to the area between Walsh Street and the former McKenzie Parade to Warringah Shire Council.
1992	The caravan park was transferred from Warringah Council to Pittwater Council after the latter was formed.
c.1996	The Pelican Path, a multi-purpose pathway linking the Holiday Park with North Narrabeen Beach, the Coastal Walkway and Lakeside Park, was constructed.
2008	The Holiday Park managers win a prestigious Gold Gumnut Award, an environmental initiative launched in 2002 by the Caravan and Camping Industry Association of NSW. The awards recognise demonstrated commitment to sustainable environmental and socially responsible management of Association members through a ratings scheme. ² The Holiday Park achieves the BIG4 National Award – Supreme Award for Excellence and the Land and Property Management Authority' Environmental Excellence Award.

Sources: Pittwater Council (1996), Lawrence (2006), Manly Daily 10/07/1994



Mr Keilor and daughters in front of a truck that she and her family lived in at the caravan park at Narrabeen during the Depression. Source: Ida Keilor. 20



Ida Keilor and her daughters in bathing costumes at the caravan park at Narrabeen during the Depression. Source: Ida Keilor. 22



Narrabeen Lake with Ocean Street Bridge and caravan park with hill sides around lake in background (late 1930s). Source: George Montgomery. 190



Bus driving down Ocean Street past Narrabeen caravan park 1940s. Source: Joan and Joy Parnell. 129

² Park operators must satisfy criteria and benchmarks in 10 categories: landscaping, water and waste water, solid waste, energy efficiency, air and noise pollution, biodiversity conservation, economics, staff, local community, and safety and emergency response planning. To achieve a Bronze award, the park must satisfy a minimum of 20 of the possible 50 criteria covered by the 10 categories, which is audited by University of Western Sydney experts. Parks that achieve an assessment of additional criteria and that prepare an Environmental Management Plan are eligible to apply for a Silver award.



View of Narrabeen Lake from Alleyne Street North Narrabeen with camping area in the background (1940s). Source: J. Akhurst, Joy and Joan Parnell. 14



Johanna Noyen and Josephus (Joe): Dutch immigrants living at Narrabeen. Source: Di Noyen. 112



Josephus (Joe) Noyen in nappy, far right; sister Georgette back to camera (1950s). Source: Di Noyen. 212

Heritage items and significance

There are no items of heritage significance within the site of the Holiday Park.

2.5 Physical characteristics

2.5.1 Catchment hydrology

Narrabeen Lagoon is a coastal lagoon with a catchment area of approximately 55 square kilometres and a surface area of approximately 250 hectares. There are several tributaries to Narrabeen Lagoon, including Nareen Creek, Deep Creek, Middle Creek, Mullet Creek (which includes Narrabeen Creek and Fern Creek) and South Creek.

Narrabeen Lagoon supports an important aquatic ecosystem and is used extensively by the community and visitors for a wide range of active and passive recreational activities, including boating, fishing, kayaking and swimming.

Narrabeen Lagoon catchment consists of large areas of bushland, mainly in the western sections, recreational reserves, commercial, light industrial and residential landuses. Parts of the Lagoon's catchment continue to be extensively developed for residential, commercial and industrial purposes, particularly in the Mullet Creek and Narrabeen Creek catchments.

The ocean entrance to Narrabeen Lagoon is located at the northern end of Narrabeen Beach, between Narrabeen Head and a stabilised sand dune known as Birdwood Park. A large flood tide shoal at the entrance significantly restricts tidal penetration into the lagoon, whilst coastal processes result in occasionally entrance closure. The entrance is opened mechanically, once water levels reach a certain height and periodic entrance clearance works are also undertaken to limit the severity of flooding of low-lying residential and commercial areas that fringe the Lagoon resulting from catchment inflows and maintain a reasonable level of water quality in the Lagoon during tidal flushing.

Within the Narrabeen Lagoon catchment, flooding can occur from either short duration rainfall bursts, typically along the tributary creeks, or longer duration rainfall events that result in flooding of the low-lying areas of the lagoon floodplain. A combination of these effects can accentuate flooding in the downstream parts of the tributary creeks. Floods in the tributary creeks generally have critical storm duration of two hours.

There are a significant number of flood affected commercial, light industrial and residential properties within the Narrabeen Lagoon floodplain. Flooding varies from water above habitable floors to inundation of gardens and secondary buildings. The primary flood affected areas within the Narrabeen Lagoon catchment include Sydney Lakeside Holiday Park and the surrounding residential area north of the lagoon entrance.

The land occupied by the Sydney Lakeside Holiday Park forms part of the floodplain for Narrabeen Lagoon, and experiences inundation from lagoon flooding, rather than overland flow or flooding from local creeks. Flooding zones are shown in Figure 2.4.

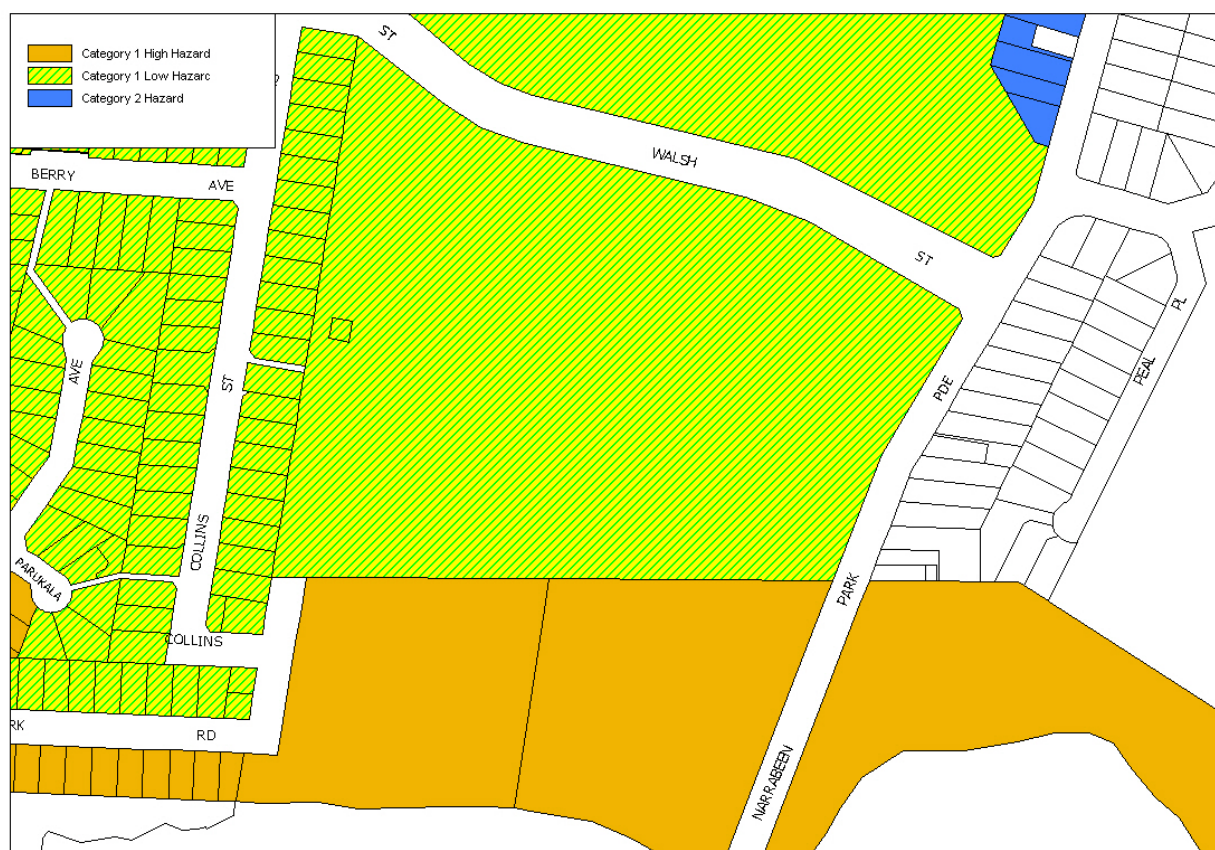
The 1% flood event occurs at 2.7 AHD. The Flood Planning Level, which is equivalent to the floor level of the buildings, is 3.2 AHD. Approximately one-quarter of the Holiday Park that is closest to Narrabeen Lake is rated as High Hazard, being affected by a 3.2 metre AHD Flood Planning Level (FPL) and a Probable Maximum Flood (PMF) of 4.3 metres AHD (Narrabeen Lagoon Flood Study, 2005). The remaining majority of the Holiday Park is rated as Low Hazard in terms of flooding.

It is proposed that a new Narrabeen Lagoon Flood Study be undertaken in the near future which may determine a new Flood Planning Level.

A Sydney Water easement runs diagonally through the site north-west-south-east. No permanent structures may be placed over the easement. A Sydney Water pumping station is located on the western side of the Holiday Park near the management office.

The Lakeside Holiday Park Integrated Water Harvesting and Reuse Scheme is a project jointly funded by Council and the NSW Department of Environment, Water and Climate Change (DEWCC). This project has seen rainwater tanks and water-efficient fittings installed throughout the Park.

Figure 2.4 Flooding zones in Sydney Lakeside Holiday Park



The potential for sea level rise and other associated climate change effects (such as increased rainfall) need also to be taken into account in the planning, design and operation of the Holiday Park. This is especially critical given that the subject area experiences flooding which results from inundation from the Lagoon. All significant infrastructure should be constructed to meet relevant NSW Government benchmarks and standards.

2.5.2 Flora and fauna

Flora

No natural vegetation remains on the site, having been cleared. Trees and shrubs, dominated by palms, pines and other non-indigenous species, have been planted throughout the site for shade and delineation of spaces including accommodation, carparks and roads. The camping area is predominantly grassed lawn.

Fauna

Species of fauna using the Holiday Park as habitat are consistent with other coastal reserves in Pittwater. Native species observed in the Holiday Park include bandicoots, possums, and several species of native birds. Introduced species in the Holiday Park include rabbits and ducks.

2.6 Visual assessment

The Sydney Lakeside Holiday Park is visible from Narrabeen Lagoon, North Narrabeen Surf Life Saving Club and Ocean Street, Lakeside Park, North Narrabeen Reserve, and adjoining roads. Distant views to the Holiday Park are available from Pittwater Road.

The Holiday Park is largely flat, so views out of the site are limited to a catchment of about 100 metres on the northern, southern and western sides. Trees on mounds along the eastern side restrict views from the east.

2.7 Access and circulation

Refer to **Figure 2.5** for access routes to and circulation within Sydney Lakeside Holiday Park.

2.7.1 Access to the Holiday Park

Sydney Lakeside Holiday Park is easily accessible by foot, bicycle, private and authorised vehicles, public bus, and by water.

Sydney Lakeside Holiday Park is located on the 'Pelican Path', a popular walking path along the northern foreshore of Narrabeen Lagoon between Lake Park Road and Ocean Street. The pelican Path provides access to the Coastal Environment Centre.

Several formal pedestrian access points are off Ocean Street to the east, Walsh Street to the north, and Collins Street to the west (permanent residents only). Access cards are required for entry to the Holiday Park at these points.

Vehicle access to the Holiday Park is via the formal entrance off Lake Park Road that is controlled by access cards and a boom gate.

A bus stop for buses to Manly is east of the Holiday Park on Narrabeen Park Parade. Several regional bus routes operate along Pittwater Road less than 500 metres to the west of the Holiday Park, which link the Sydney CBD with Palm Beach.

Sydney Lakeside Holiday Park is also accessible from Narrabeen Lagoon by watercraft.



Pelican Path



Internal roadways

2.7.2 Circulation within the Holiday Park

Numerous internal roads, carparks and footpaths paths are shown in **Figure 2.5**. These internal roads and footpaths provide connections to the Pelican Path, which links Pittwater Road to Narrabeen Park Parade/Ocean Street and North Narrabeen Beach. In addition, the internal footpaths provide a physical connection to the Ocean Street carpark that services North Narrabeen Beach and the North Narrabeen Rock Pool via a pedestrian crossing at the eastern perimeter of the Holiday Park (refer to **Figure 2.5**).

2.8 Built facilities and park furniture

The key built structures in the Holiday Park, and their use and condition, are set out in **Table 2.4** and shown in **Figure 2.2**.

The condition of built structures was assessed by an independent consultant in April 2009. They concluded that the condition of the built assets at Sydney Lakeside Holiday Park is of a higher standard than would normally be expected for holiday accommodation of this type. The reason for the higher standard appears to be the excellent maintenance program implemented by park management. A rolling program involving the repainting of internal and external surfaces, carpet replacement and repairs to fittings, fitments and architectural finishes has been implemented. This rolling program of preventative maintenance activities has prolonged the useful economic life of the build structures. However, a capital replacement program must be implemented to replace those assets in poor condition and with little (or none) remaining economic life.



Park entry and management building



Villa

Figure 2.5 Layout of Sydney Lakeside Holiday Park





Barbecue pavilion (south)



Cabin



Barbecue pavilion (north)



*Coach House and Pelican Room: games room,
Internet kiosk, TV room, meeting room*

Table 2.4 Use and condition of built elements of Sydney Lakeside Holiday Park

Structure	Description	Use	Condition
Management precinct			
Office / management building	Built in 1987. Includes reception, offices, meeting room, kitchen, guest internet access, information. Timber structure with metal roof.	Park management, guest services	Building shell elements, interior building elements, electrical services, plumbing fixtures and fire services are in good condition and are sound for intended use with minor deterioration. Mechanical services are in fair condition and are sound for intended use with significant deterioration.
Managers residence	Single-storey dwelling	Residence	Building shell elements are in poor condition but usable, subject to ongoing repairs to moderate deterioration. Interior building elements, electrical services, mechanical services and plumbing fixtures are in fair condition, sound for intended use with significant deterioration.
Assistant managers residence	Single-storey dwelling	Residence	Building shell elements, interior building elements, electrical services, mechanical services, plumbing fixtures and fire services are in good condition and are sound for intended purpose with minor deterioration.
Work shed	Single-storey construction – metal construction	Maintenance equipment storage, repairs	Building shell elements, interior building elements, electrical services, mechanical services, plumbing fixtures and fire services are in good condition and are sound for intended purpose with minor deterioration.
Entry gates	Boom gates	Vehicle entry control	Functional
Carpark	Asphalt surface	Vehicle parking	Good condition, and sound for intended use with minor deterioration.
Permanent residents precinct			
98 long-term residential dwellings	Single-storey dwellings	Residential dwelling	Not assessed as dwellings are privately owned.
Amenities building	Single storey structure - masonry	Residents use	Good condition, and sound for intended use with minor deterioration.
South-west precinct			
28 villas and 20 bungalows	Four-star standard two-bedroom self-contained facilities.	Guest accommodation	Villas - building shell elements, interior building elements, electrical services, mechanical services, plumbing fixtures and fire services are in good condition and are sound for intended purpose with minor deterioration. Bungalows – building shell elements and interior building elements are in very good condition and are sound for intended purpose with no deterioration. Electrical services, mechanical services, plumbing fixtures and fire services are in good condition and are sound for intended purpose with minor deterioration.

Table 2.4 Use and condition of built elements of Sydney Lakeside Holiday Park (cont.)

Structure	Description	Use	Condition
Villa ensuites	The ensuites are recent structures.	Guest amenities	Building shell elements, interior building elements, electrical services and plumbing fixtures are in good condition and are sound for intended purpose with minor deterioration.
Laundry	Single storey structure – timber with metal roof.	Laundry	Good condition, and sound for intended use with minor deterioration.
Carpark	Asphalt construction	Vehicle parking	Good condition, and sound for intended use with minor deterioration.
Coastal Environment Centre	Built in 1987; internal refurbishment 2009. Single-storey building – timber with metal roof.	Environmental education centre	Good condition. Sound for intended use with minor deterioration.
South-east precinct			
144 camping sites	Sullage and power	Camping	Good condition, and sound for intended use with minor deterioration.
South Amenities	Single storey structure – masonry. Amenities: Male, female toilets Male, female showers Showers and toilets for people with disabilities Laundry facilities: Washing machines Laundry tubs Clothes dryers Irons Ironing boards Line space	Amenities, laundry for guests	Amenities: good condition, and sound for intended use with minor deterioration. Laundry: good condition, and sound for intended use with minor deterioration.
Recreation precinct			
Barbecue shelters	Single storey structures – timber with metal roof.	Barbecues, school holiday activities	In good condition, and are sound for intended use with minor deterioration.
Camp kitchen	Single storey structure – timber with metal roof.	Food preparation by guests	In good condition, and are sound for intended use with minor deterioration.
Children's playground	9 years old. Small. Past economic life.	Children's play	Adequate. No shade provided.
North-east precinct			
20 group cabins / bunkhouses	Bunkhouses	Guest accommodation	The condition of the external walls, foundations and structural elements is poor. Building shell elements are in poor condition but usable, subject to ongoing repairs to severe deterioration. Interior building elements, electrical services, and plumbing fixtures are in fair condition, sound for intended use with significant deterioration. Fire services are in good condition, and sound for intended use with minor deterioration.

Table 2.4 Use and condition of built elements of Sydney Lakeside Holiday Park (cont.)

Structure	Description	Use	Condition
111 camping sites	Grassed sites provided with sullage and power	Camping	Good condition, and sound for intended use with minor deterioration.
Pelican Room and Coachhouse	Single storey structure – timber with metal roof.	Guest use for watching TV, playing games, Internet, conferences and meetings, school holiday activities	Games room, conference room, and Internet kiosk: in good condition, and are sound for intended use with minor deterioration.
North Amenities	Toilet and shower – single storey structure – masonry. Amenities: Male, female toilets Male, female showers Showers and toilets for people with disabilities Laundry facilities: Washing machines Laundry tubs Clothes dryers Irons and boards Line space	Amenities, laundry for guests	Amenities: good condition, and sound for intended use with minor deterioration. Laundry: good condition, and sound for intended use with minor deterioration.
All precincts			
Roads and pathways	Concrete. Roads are wide enough for vehicles	Access	Roads and pathways are in good condition, and are sound for intended purpose with minor deterioration.
Waste management facilities	Recycling facilities Dump points		Good condition. Sound for intended purpose with minor deterioration.

There are no on-site food outlets, but Holiday Park guests use local cafes and restaurants, and North Narrabeen Surf Life Saving Club. The current park management provides food catering services for group bookings when requested.

All utility services (electricity, gas, telephone, sewerage, drainage) are available in the Holiday Park.

2.9 Uses of Sydney Lakeside Holiday Park

2.9.1 Accommodation

The primary use of Sydney Lakeside Holiday Park is for tourist and permanent accommodation. The permanent accommodation in the Long-Stay precinct lies wholly within the Council-owned land.

The Holiday Park provides approximately 250 caravanning/camping sites and almost 70 cabin-type rooms for short-term accommodation. The Holiday Park does not provide for “annual” or permanent caravan sites. The mix of long-term, short-term and camping sites is

determined by both the Crown Lands Caravan Parks Policy and the Licence to Operate A Caravan Park issued under the Local Government Act.

Approximately 65,000 guests stayed at Sydney Lakeside Holiday Park in 2008-09³. During this period holiday clients by country of origin are as follows:

- ☐ Australia (74%)
- ☐ United Kingdom (7%)
- ☐ Germany (4%)
- ☐ Netherlands (2%)
- ☐ Switzerland (2%)
- ☐ Remainder (11%).

Of the Australian holiday clients, the majority (73%) are from NSW / ACT, followed by Queensland (10%) and Victoria (10%). The remainder of Australian visitors are from South Australia, Western Australia and Tasmania.



The most common length of stay is one night (28%) or two nights (24%), followed by seven nights (14%).

Between February 2008 and February 2009, occupancy rates for all accommodation was highest at Easter and the December-January school holidays, and are lowest in winter between May and August.

Groups catered for include junior and adult sporting groups, and international groups including:

- ☐ University exchange students from the United States.

³ 1 February 2008 to 28 February 2009.

- ☐ pilgrims for World Youth Day.
- ☐ small corporate conferences and training groups.
- ☐ participants in the Mounted Games, an international event based at the adjacent North Narrabeen Reserve.
- ☐ Participants in the world youth 'grommet' surfing championship and the Billabong surfing championship.

2.9.2 Informal activities

Informal uses of Sydney Lakeside Holiday Park by guests include:

- ☐ children's play.
- ☐ picnics and barbecues.
- ☐ indoor games in the Pelican Room in the high demand Christmas-New Year period.
- ☐ watching television and using the Internet in the Pelican Room.

2.9.3 Organised use

Activities for children staying at the Holiday Park are organised in the summer and Easter school holidays, such as:

- ☐ outdoor movies and a fair (with animal farm, face painting, clowns, and jumping castle) near the southern barbecue area.
- ☐ discos and trivia nights in the Pelican Room.
- ☐ music and other entertainment, such as magic shows.

The Holiday Park also promotes educational and fun activities run by the adjoining Coastal Environment Centre in the school holidays, and local commercial tours and organised activities. However, the Centre is generally not open on weekends when the Holiday Park is generally at its busiest. There is a potential opportunity to better link the educational aspects of the Centre with the operations of the Holiday Park.

Conflicts can arise between users of Lakeside Park and guests of the Holiday Park at high-use times when foreshore visitors encroach on accommodation areas and use the amenities in the Holiday Park. This conflict was identified in the 1996 Plan of Management for Lakeside Park which recommended the installation of a fence to delineate the public foreshore from the Holiday Park. This was based on an assessment of risk management and security in the Holiday Park.

2.9.4 Coastal Environment Centre

The Coastal Environment Centre was established in 1991. It is funded and managed by Pittwater Council. The Coastal Environment Centre aims to deliver professional, friendly, high-quality environmental education and awareness for children and the community. It seeks to ensure the protection, conservation and improvement of our environment and its wildlife "above and below the waterline."

The Coastal Environment Centre offers the following activities and services:

- ☐ education activities for pre-school, primary and high school students and teachers, including field trips for students and teachers from across Sydney and “Kids on the Coast” school holiday programs.
- ☐ community education activities such as walks, talks, seminars and workshops on topics such as environmental sustainability, wetlands, creeks, surf safety, and lagoon processes.
- ☐ a community action hub for volunteers.
- ☐ a venue for meetings and training.
- ☐ a ‘Knowledge Gateway’ as a demonstration site for renewable energy technology
- ☐ major community events.
- ☐ environmental attractions.
- ☐ HDTV eco-cinema.
- ☐ eco-tours.
- ☐ workshops.
- ☐ eco-shop.
- ☐ research library.
- ☐ aquariums.
- ☐ eco-garden

The Coastal Environment Centre delivers services to regional Sydney and NSW schools, communities and to national and international tourists. Over 17,000 children and adults across NSW and beyond benefit annually from Centre courses, education, resources and community events.

2.9.5 Prohibited activities

Prohibited activities in Sydney Lakeside Holiday Park are outlined in the Park Rules (refer to **Appendix A**).

2.10 Management and maintenance

2.10.1 Management

The managers are responsible for operation of the Holiday Park, in terms of:

- ☐ enquiry, reception and booking services.
- ☐ operational services including cleaning and housekeeping, and collection and banking of monies.
- ☐ marketing and promotion.
- ☐ referrals to local businesses.
- ☐ liaising with the long-stay residents about collection of rent, purchase and sale of moveable dwellings, enforcement of Park Rules. Communication with long-stay residents is through regular newsletters, meeting with the Lakeside Park Residents Committee, and individually as required.

- ☐ conflict resolution between residents of the Holiday Park.
- ☐ seeking to achieve environmentally sustainable outcomes.
- ☐ being the first point of contact for permanent residents, and, in the first instance, attempted resolution of issues that the permanent residents raise before referring the issue to the Council;
- ☐ recommending capital improvements and other initiatives to Council.
- ☐ keeping the Council informed of changes to ownership of permanent sites.
- ☐ keeping an accurate register of occupants and permanent residents of the Holiday Park.
- ☐ implementing safe work practices.
- ☐ enforcing Park Rules relating to the Holiday Park.
- ☐ yield management.

2.10.2 Staffing

The Holiday Park is managed by professional external managers, who employ 20 full-time equivalent staff, including house-keeping staff. Staff roles include:

- ☐ on-site manager and assistant manager.
- ☐ on-site after-hours security officer
- ☐ reception and guest relations
- ☐ bookings and reservations, with a dedicated Groups Manager.
- ☐ housekeeping, grounds and maintenance
- ☐ promotion and marketing.
- ☐ administration.
- ☐ finance.
- ☐ project management.
- ☐ service contract management (long-term contracts).

2.10.3 Cleaning and maintenance

The managers are also responsible for cleaning and maintenance of the Holiday Park. Such tasks include:

- ☐ ensuring that the grounds and landscaping are maintained to an acceptable standard, in keeping with the profile and reputation of the Holiday Park.
- ☐ maintaining all grounds and landscaping in a clean, safe and tidy condition by ensuring that all lawns are mowed, fertilised, watered, top-dressed, aerated, edged and trimmed on a regular basis.
- ☐ maintaining trees, shrubs and gardens.
- ☐ ensuring that all amenities blocks, including showers, toilets, ensuite and laundry facilities are cleaned on a regular basis to meet appropriate standards of presentation and hygiene. All facilities are cleaned twice daily when occupancy exceeds 66%.
- ☐ keeping power and utilities in good working order.

- ☐ servicing fire hoses and other fire services / emergency equipment.

2.11 Financial management

2.11.1 Income and expenditure

Fees and charges are set on an annual basis by Pittwater Council. Income from continuing operations of Sydney Lakeside Holiday Park in 2008-09 (Pittwater Council, 2009) was \$3,720,229, which was principally derived from accommodation costs.

Expenditure from continuing operations of Sydney Lakeside Holiday Park in 2008-09 was \$2,998,887, which included management costs, materials, contracts, interest and depreciation, levies, waste removal, and marketing costs.

The net profit to Council in 2008-09 was \$731,342.

The Reserve Trust is required to report annually to the Minister for Lands on activities and income streams deriving from use of the Crown Reserve.

2.11.2 Guidelines for expenditure

Under Section 106 of the *Crown Lands Act 1989*, income generated from the Crown land comprising Sydney Lakeside Holiday Park must be spent on improving that reserve or for the general purposes of the reserve trust, or unless the Minister makes a specific direction. Any income received from the use of Crown land in Sydney Lakeside Holiday Park must not be placed in general revenue of the trust manager, in this case Pittwater Council.

Council, as Trust Manager, pays a dividend to the Crown for income-producing activities on that part of the Holiday Park that comprises Crown land. This income aggregates in the Caravan Park Levy Fund, administered by the Land and Property Management Authority, with income from other caravan parks in NSW. The fund can be used for planning and similar activities for the Crown land – indeed, the Land and Property Management Authority has provided part funding for this Plan of Management from the Caravan Park Levy Fund.

3 PLANNING CONTEXT

3.1 Introduction

This section describes the legislative and policy framework applying to Sydney Lakeside Holiday Park. Full versions of the legislation referred to below is found on-line at www.legislation.nsw.gov.au and www.austlii.edu.au. Pittwater Council's website is www.pittwater.nsw.gov.au.

3.2 Legislation applying to Sydney Lakeside Holiday Park

3.2.1 Crown Lands Act 1989

Introduction

As part of the Sydney Lakeside Holiday Park is a Crown reserve, the *Crown Lands Act 1989* also applies to its management.

The *Crown Lands Act 1989* governs the planning, management and use of Crown land, including reservation or dedication for a range of public purposes, and leasing and licensing. The Land and Property Management Authority, together with Reserve Trusts appointed by the Minister, are responsible for management of the Crown reserve system throughout New South Wales to ensure that Crown land is managed for the benefit of the people of New South Wales, having regard for the principles of Crown land management.

A Reserve Trust is a corporation established and appointed to manage a Crown reserve. Trusts are nominated by the Minister for Lands (Section 92 of the *Crown Lands Act 1989*). Under Section 92 of the Act, the Minister appointed the Lake Park (R49115) Reserve Trust as trustee of the Crown reserve. The Reserve Trust is responsible for the care, control and management of the reserve. Pittwater Council manages the affairs of the Reserve Trust under Sections 92-95 of the *Crown Lands Act 1989*.

A Trust Board has functions conferred on it under the *Crown Lands Act 1989*. The Trust has care, control and management of the reserve in its everyday operation. The Minister cannot direct the Trust as to how it manages the reserve, unless the Trust exceeds its powers. The Minister can suggest or make representations to the Trust regarding management.

Use and management of Crown land

The use and management of Crown land is determined or influenced by:

- ☐ the objects of the Crown Lands Act (Section 10), particularly that Crown lands are managed for the benefit of the people of NSW.
- ☐ the principles of Crown land management (Section 11 of the Act).
- ☐ the public purpose(s) of the land (Sections 80 and 87). Crown land is reserved or dedicated for a public purpose(s), which means the reserve must provide a public benefit. Uses, activities, developments and agreements in a Crown reserve are defined by the public purpose(s) of the reserve. All uses of Crown reserves must be acceptable according to their public purpose(s). An additional purpose may be

proposed in a draft Plan of Management under Section 112 of the Act. Refer to **Figure 3.1**.

- ☐ Land and Property Management Authority' policies, such as the Food and Beverage Outlets on Crown Reserves Policy Position 2004.
- ☐ native title legislation – it is understood that native title has been lawfully extinguished over the Crown reserve in Sydney Lakeside Holiday Park.
- ☐ rental from leases or licences. A percentage of the rental received from new leases and/or licences of Crown land (rental over \$2,000) is placed in the Public Reserve Management Fund. This fund is a State government initiative that raises funds to assist Reserve Trusts in NSW.
- ☐ case law judgements, which influence the policy and practice of the Land and Property Management Authority and Trust managers in relation to land reserved for public recreation.
- ☐ any conditions and provisions within the zoning in the Council's Local Environmental Plan. However, the applicable Public Purpose defined by State government legislation overrides the local zoning.
- ☐ an adopted Plan of Management, a contractual agreement (lease or licence), or a combination of both to more specifically define the permitted uses.

The objectives of the Land and Property Management Authority regarding land management directly relate to the principles of Crown land management listed in Section 11 of the *Crown Lands Act 1989*. These principles, and how this Plan is consistent with those principles, are outlined below.

Table 3.1 Principles of Crown land management

Principle of Crown land management	How this Plan is consistent with the principles
Observe environmental protection principles in relation to the management and administration of Crown land.	This plan is supportive of protecting the natural foreshore ecosystem of Narrabeen Lagoon, and the visual significance of Sydney Lakeside Holiday Park.
Conserve the natural resources of Crown land (including water, soil, flora, fauna, and scenic quality) wherever possible.	As above, plus the implementation of the Water Harvesting and Reuse Scheme.
Encourage public use and enjoyment of appropriate Crown land.	Recommendations in the Plan encourage public use and enjoyment of Sydney Lakeside Holiday Park for tourist and long-term accommodation and associated recreational activities.
Encourage multiple use of Crown land, where appropriate.	Recommendations in the Plan would continue multiple uses of Sydney Lakeside Holiday Park, while recognising there may be conflicts between activities from time to time.
Use and manage Crown land in such a way that both the land and its resources are sustained in perpetuity, where appropriate	The Plan contains proposed actions which would help sustain the land and resources, such as managing the type and extent of activities and developments on Sydney Lakeside Holiday Park, and implementing ESD principles in management, operation and maintenance of the Holiday Park.
Occupy, use, sell, lease, license, or otherwise deal with Crown land in the best interests of the State, consistent with the above principles.	This Plan contains prescriptions that would ensure that land owners, managers, and any lessees and licensees deal with the reserve in the best interests of the State.

Relevant policies for management of Crown land

Consistent with the Crown Lands Act 1989, relevant policies for management of Crown land are:

- ☐ Crown Lands Caravan Parks Policy (1991), which is currently being reviewed by the Land and Property Management Authority.
- ☐ Food and Beverage Policy (2004).
- ☐ Fire Protection Policy for Caravan Parks on Crown Reserves and Leasehold Lands (2005).
- ☐ Crown Lands Policy for Tourist and Associated Facilities on Crown Land (2007).

Further details of these policies are set out in **Appendix B**.

3.2.2 Local Government Act 1993

Requirements of a Plan of Management

Part of Sydney Lakeside Holiday Park is owned by Pittwater Council. This land must be managed according to the provisions of the *Local Government Act 1993* and the *Local Government (General) Regulation 2005*. The Council-owned land is classified as 'community land' under the Act. Community land is defined as land that must be kept for the use of the general community, and can not be sold.

Requirements of the Local Government Act for a Plan of Management for and management of community land are as follows.

Table 3.2 Requirements of Local Government Act for community land management

Requirement of the Local Government Act	How this plan satisfies the Act
The Plan must describe the condition of the land, and of any buildings or other improvements on the land as at the date of adoption of the Plan of Management	Section 2
The Plan must describe use of the land and any such buildings or improvements as at the date of adoption of the Plan of Management.	Section 2
All community land must be categorised.	Section 3
The Plan must contain core objectives for management of the land.	Section 3
The Plan must specify the purposes for which the land, and any such buildings or improvements, will be permitted to be used.	Section 3, 6
The Plan must specify the purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise.	Section 6
The Plan must describe the scale and intensity of any such permitted use or development.	Section 6
The Plan must include performance targets.	Section 5
The Plan must contain means for assessing achievement of objectives and performance targets.	Section 5
Council must exhibit the draft Plan for 28 days and give at least 42 days for the making of submissions.	
Any amendments to a draft Plan must be publicly exhibited in the same way, until the Council can adopt the draft Plan without further amendment.	
A Council may only grant a lease, licence or other estate over community land if it is expressly authorised in a Plan of Management	Section 6

Categorisation

Background

Under Section 36 of the *Local Government Act 1993*, community land is required to be categorised as one or more of the following:

- ☐ Natural area (further categorised as either bushland, wetland, escarpment, watercourse or foreshore)
- ☐ Sportsground
- ☐ Park
- ☐ Area of cultural significance
- ☐ General community use.

The *Local Government Act 1993* also establishes core objectives for all categories of community land. Council must manage the community land according to these core objectives. Consistent with the guidelines for categorising community land in the *Local Government (General) Regulation 2005* and Section 36 (4) of the *Local Government Act 1993*, Sydney Lakeside Holiday Park is categorised as 'General Community Use' by way of a resolution by Council on 6 April 2010 (refer to **Figure 3.1** and **Table 3.3**). This category best reflects Council's intentions for future use and management of community land in Sydney Lakeside Holiday Park because of the multi-purpose nature of the Holiday Park, and its use by a broad cross-section of the community.

Figure 3.1 Categorisation of Community Land within Sydney Lakeside Holiday Park

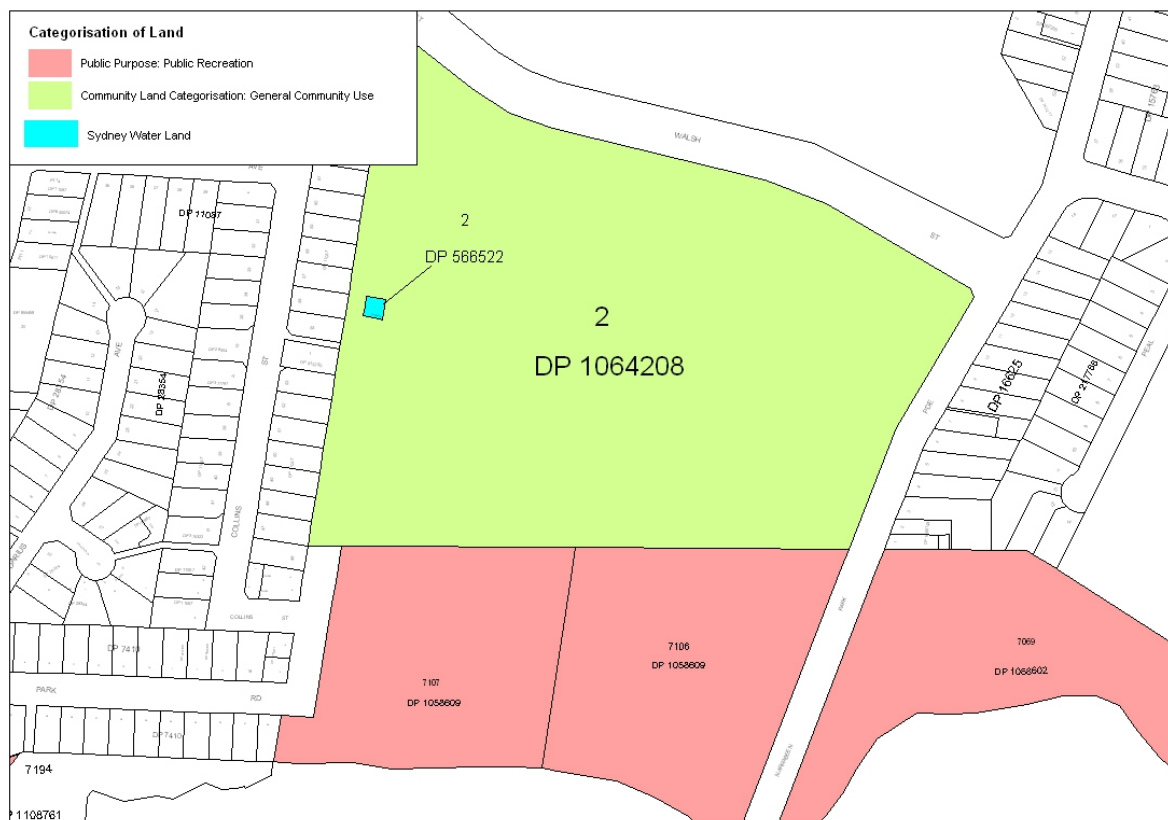


Table 3.3 Definitions of and core objectives for categories of community land

Category	Definition	Core objectives
General Community Use	Land that may be made available for use for any purpose for which community land may be used, whether by the public at large or by specific sections of the public.	<input type="checkbox"/> to promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public in relation to: <ul style="list-style-type: none"> - public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public. - purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

Any additional Council objectives must comply with the core objectives established within the Act. The significance of the prescribed core objectives is to ensure that any activities or uses of the land are consistent with the core objectives for that category of land.

Crown land at Sydney Lakeside Holiday Park is not required to be categorised under the Local Government Act, because it is not owned by Pittwater Council. The Public Purpose of the Crown land ultimately determines acceptable uses of the land. The General Community Use category that is proposed to apply to the community land in Sydney Lakeside Holiday Park is consistent with the public purpose of Public Recreation that applies to the Crown land. The small parcel of land within the Holiday Park that is owned by Sydney Water is not required to be categorised under the Local Government Act.

Operation of holiday parks

Under Section 68 of the *Local Government Act 1993*, Council approval is required to operate a caravan or camping ground or a manufactured home estate, and to install a moveable dwelling (manufactured home, other relocatable homes, tents and caravans) or associated structure (such as a carport or separating wall).

Council has granted its approval for the operation of a caravan or camping ground. This approval coincides with the term of the current management agreement.

Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005

This Regulation focuses on promoting the health, safety and amenity of the occupiers of moveable dwellings. It sets requirements and standards for the design, development, construction and operation of caravan parks, camping grounds and manufactured home estates, and for the installation of moveable dwellings and associated structures. A caravan park must comply with the provisions of this Regulation before Council can grant approval for the park to operate.

3.2.3 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EPA Act) establishes the statutory planning framework for environmental and land use planning in NSW through State Environmental Planning Policies (SEPPs), deemed SEPPs (formerly Regional Environmental

Plans (REPs)), and Local Environmental Plans (LEPs). The EPA Act also sets out processes for approving development applications for structures and works on public and private land as set out in the Pittwater Council LEP.

Relevant legislation under the EPA Act is set out in **Appendix B**, including State Environmental Planning Policies: 64 Advertising and Signage, and Temporary Structures and Places of Public Entertainment 2007.

State Environmental Planning Policy No. 21 – Caravan Parks

The aims of SEPP 21 are to encourage:

- ☐ orderly and economic use and development of land used or intended to be used as a caravan park catering exclusively or predominantly for short-term residents (such as tourists) or for long-term residents, or catering for both.
- ☐ proper management and development of land so used, for the purpose of promoting the social and economic welfare of the community.
- ☐ provision of community facilities for the land so used.
- ☐ protection of the environment of, and in the vicinity of, land so used.

SEPP 21 requires that sites within caravan parks be designated as short (tourist) or long term sites, and details the matters that Councils must consider in assessing development applications for caravan parks. These matters include the suitability of the site and locality for a caravan park, demand for both tourist and long term residential sites, adequacy of low-cost housing in the surrounding area, and the facilities and services proposed in the park and those that are available in the surrounding area for caravan park occupants.

Under SEPP 21, a caravan park or camping ground requires the development consent of the Council.

State Environmental Planning Policy (Infrastructure) 2007

The aim of State Environmental Planning Policy (Infrastructure) 2007 is to facilitate the effective delivery of infrastructure across NSW. It streamlines and standardises the development consent process for government infrastructure projects and for development on land owned by some government authorities.

SEPP (Infrastructure) 2007 has significant implications for the management and development of Crown reserves. It provides for a range of development exemptions, including:

- ☐ prescribed low-impact development (including roads, amenity blocks, visitor centres) by the Land and Property Management Authority or any other authority.
- ☐ certain development on Crown reserves where Council is the manager.
- ☐ certain development for waterway or foreshore management activities by or on behalf of a public authority.
- ☐ for any purpose relating to implementing a Plan of Management adopted under the *Crown Lands Act 1989*.

3.2.4 Residential Parks Act 1998

A long term resident is defined as a person whose principal place of residence is a dwelling on a site within a caravan park. The *Residential Parks Act 1998* sets out the rights and responsibilities of park owners and long term residents, including their rights and responsibilities under residential tenancy agreements. The Act specifies provisions that need to be included in tenancy agreements. The Act requires that residential tenancy agreements be entered into with any person staying more than 30 days in a park. People can stay up to a maximum of 60 days without a tenancy agreement, however, after 60 days the Act deems that a tenancy agreement is required.

The Act also establishes legislative protection for long term residents, and establishes procedures for resolving disputes between park owners and residents. One such procedure is to agree on park rules that are associated with the residential tenancy agreement.

The *Residential Parks Amendment Regulation 1999* follows on from the *Residential Parks Act 1998*, setting out more detail such as standard forms for residential tenancy agreements.

3.2.5 Holiday Park (Long Term Casual Occupants) Act 2002 and Regulations

This Act sets out the rights and obligations of owners of holiday and storage vans that occupy short term sites in caravan parks, including the provision for an occupation agreement between the van owner and the park owner.

3.2.6 Other relevant legislation and guidelines

Refer to **Appendix B** for more detail about other applicable legislation:

- ☐ Disability Discrimination Act 1992
- ☐ Protection of the Environment Operations Act 1997
- ☐ Waste Minimisation Act 1995
- ☐ Companion Animals Act 1998.

The Building Code of Australia sets out minimum standards of performance for fire and other safety measures in caravan parks.

3.3 State Government policies and initiatives

The Caravan Park Levy Committee (Land and Property Management Authority) provides grant funding to undertake certain planning activities and loan funds to undertake improvements to the Holiday Park, including the provision of recreation facilities and environmental improvements. The Authority has provided part funding for the preparation of this Plan of Management.

Other relevant NSW Government policies that apply to Crown land are described under **Appendix B**.

3.4 Local planning context

3.4.1 Planning framework

Pittwater Council's planning framework guides this Plan of Management as follows:

- ☐ 2020 Strategic Plan.
- ☐ annual Management Plan.
- ☐ Pittwater Local Environmental Plan.
- ☐ Lakeside Park Plan of Management.
- ☐ Policies such as the Sustainability Policy, and policy for the Regulatory Process for the Permanent Section of Sydney Lakeside Narrabeen.
- ☐

3.4.2 Strategic planning

Council's 2020 Strategic Plan guides all future planning and direction for the Pittwater area. It sets out a vision of what Pittwater should be in 2020, as well as outlines Council's strategies to achieve this vision.

The community's vision for Pittwater is:

***'To be a vibrant sustainable community of connected villages
inspired by bush, beach and water.'***

The five key directions for Pittwater Council to achieve this vision are:

- ☐ Supporting and Connecting our Community
- ☐ Valuing and Caring for our Natural Environment
- ☐ Enhancing our Working and Learning
- ☐ Leading an Effective and Collaborative Council
- ☐ Integrating our Built Environment.

Council's four-year Management Plan and annual budget, fees and charges drive the Strategic Plan. A strategic initiative of Council's Business Management Strategy is to 'Effectively manage and maximise returns from commercial enterprise', including managing and implementing the Plan of Management for Sydney Lakeside Holiday Park.

3.4.3 Local planning instruments

Zoning and development controls

Under the *Pittwater Local Environmental Plan 1993*, land at Sydney Lakeside Holiday Park is zoned 6(a) Existing Recreation "A", and 5(a) Special Uses "A" which applies to a small portion of the Holiday Park that corresponds to a Sydney Water pumping station.

The objectives of the 6(a) zone under the LEP are to:

- ☐ provide a range of open space and recreational land.
- ☐ ensure that development on such land:
 - is for a purpose that promotes or is related to the use and enjoyment of open space.
 - is consistent with the purposes for which the land was reserved or otherwise set aside for public use.
 - does not substantially diminish public use of, or access to, open space.
 - does not adversely affect the natural environment, the heritage significance of any heritage items or heritage conservation areas or the existing amenity of the area.

Figure 3.2 Zoning of Sydney Lakeside Holiday Park



The LEP identifies developments and uses in the 6(a) and 5(a) zones that may be allowed with or without development consent, or are prohibited as shown in **Table 3.4**.

Table 3.4 Zoning table

Without development consent	With development consent	Prohibited
6(a) Existing Recreation “A”		
Any land use set out under the heading “Permissible Uses Exempt” in any relevant Plan of Management.	Any land use set out under the heading “Permissible Uses Requiring Development Consent” in any relevant Plan of Management.	Any purpose other than a purpose for which development may be carried out without development consent or only with development consent.
5(a) Special Uses ‘A’		
Nil	Advertisements, drainage, helipads, roads, the purpose indicated by scarlet lettering on the Zoning Map and any ordinarily incidental or subsidiary purpose, utility installations (other than gas holders or generating works).	Any purpose other than a purpose for which development may be carried out only with development consent.

Notwithstanding the permissible developments and uses listed above, the public purposes of a Crown reserve override the local zoning to determine acceptable developments and uses on the reserve. The zoning of 6(a) Existing Recreation “A” should be consistent with the Public Purpose of Public Recreation applying to Crown land at the Holiday Park. Council will refer to this Plan of Management as well as the Pittwater Local Environmental Plan and other relevant legislation in assessing development applications relating to Sydney Lakeside Holiday Park.

Other planning considerations applying to Sydney Lakeside Holiday Park are set out in the Lakeside Park Plan of Management (1996), which includes a small portion of the Sydney Lakeside Holiday Park on its southern boundary.

3.4.4 Council policies

Council policies that apply to Sydney Lakeside Holiday Park include:

- ☐ Regulatory Process for the Permanent Section of Sydney Lakeside Narrabeen Policy (2003) which establishes a proper process for the appropriate management of development within the permanent / long stay section of Sydney Lakeside Narrabeen. All applications for the installation of new moveable dwellings on existing permanent sites or alterations / additions to existing dwellings and associated structures within the permanent / long stay section of Sydney Lakeside Narrabeen must be in accordance with the *Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005*. The policy sets out a process for assessment and approval of applications.
- ☐ Lakeside Caravan Park Policy, which aims to protect and enhance the intrinsic qualities of the Park as a recreational, tourist, environmental and community resource: promote a more effective management framework and derive optimum return on the asset to ratepayers; and to satisfy the needs of tourists and long-term residents by maintaining a four-star AAA rating.
- ☐ Sustainability Policy (2006), which states that Pittwater Council is committed to making progress towards sustainability, and that Council will exercise community leadership on sustainable development in Pittwater.

- ☐ Coastal Environment Centre, which sets out conditions of hire and charges, which establishes the fees for venue hire and conditions of use of the facility.
- ☐ Film Permit Policy, which permits the use of Council controlled land for the purposes of filming and encourages responsible working relationships between film producers and Council to protect the local amenity of residents and the location venues.
- ☐ Prohibited Activities on Council and Public Reserves Policy, which restricts the use of trail bikes, motorised kites, ultralight aircraft, model aircraft and hang gliders on Council owned or controlled land.
- ☐ Tourism Policy – Regional Tourism Plan (2006), which aims to facilitate a managed and sustainable approach to tourism development in Pittwater. Council is committed to the orderly and strategic development of tourism initiatives that benefit the ratepayers of Pittwater, but which are environmentally and structurally sensitive to our unique environment. The objectives of the Tourism Policy include to ensure that:
 - the natural environment of Pittwater is protected and appreciated by visitors and community alike and managed for sustainability.
 - tourism/visitation issues are considered in the strategic planning of the area.
 - any investment in infrastructure provision or upgrade has the two-fold benefit of improving facilities for the community while addressing the needs of tourism operators and users.

4 BASIS FOR MANAGEMENT OF SYDNEY LAKESIDE HOLIDAY PARK

4.1 Introduction

The legislative and State, regional and local planning context applying to Sydney Lakeside Holiday Park was outlined in **Section 3**. This section defines the specific roles and objectives for Sydney Lakeside Holiday Park, based on community values and management directions of Pittwater Council and the Land and Property Management Authority.

The needs and requirements of Pittwater Council (as manager and land owner), Land and Property Management Authority (as land owner), residents (as neighbours and users), current and future visitors (as users), and leaseholders and other government stakeholders, are reflected in management of Sydney Lakeside Holiday Park.

4.2 Community values

The Pittwater community and users value various aspects of Sydney Lakeside Holiday Park for different reasons. By understanding the reasons why the community and users value Sydney Lakeside Holiday Park, the role that the community expects Sydney Lakeside Holiday Park to play in the future may be determined. Also, as the Plan of Management is based on protecting and enhancing the community's values, management actions and desired outcomes that are based on these values are recommended.

Using values as the basis of the Plan of Management ensures that this plan will be valid longer than one based on simply addressing issues. Issues-driven Plans of Management can quickly become out of date. Values change at a much slower pace than issues do. Values may remain constant for up to a generation, therefore once values are documented, issues can easily be dealt with as they arise consistent with the values. New issues that arise over time very often cannot be dealt with easily unless a new Plan of Management is prepared.

Community values are reflected in various Council strategic plans, including Council's Management Plan and its 2020 Strategic Plan (Our Sustainable Future). The community of Pittwater places a high value on recreation and foreshore parks. The values outlined below are primarily based on those identified in community and stakeholder consultation regarding Sydney Lakeside Holiday Park in March 2009.

Table 4.1 Values of Sydney Lakeside Holiday Park

Value	Explanation
Environment	The Holiday Park is valued because of its location on the foreshores of Narrabeen Lagoon. Management, operation and maintenance of the Holiday Park embrace Ecologically Sustainable Development (ESD) principles.
Recreation	A range of indoor and outdoor recreational opportunities are available for guests and residents.
Community	The Sydney Lakeside Holiday Park is home to 98 households living in the long-term residents' section of the Park. Reasons why long-term residents live in the Holiday Park include that the housing is affordable, secure and private and so the residents have peace of mind; and that they can have their own gardens to look after.

Table 4.1 Values of Sydney Lakeside Holiday Park (cont.)

Value	Explanation
Economic development and tourism	Sydney Lakeside Holiday Park provides a variety of tourist accommodation options and associated recreational facilities that cater for various markets and budgets. Camping in some form has occurred on the site for nearly 100 years. The Holiday Park attracts repeat visitors year after year, and many locals. The Holiday Park contributes to the local economy through a financial return to Pittwater Council and networking with local businesses.
Access	The Holiday Park is easily accessible by pedestrians, vehicle, bicycle, public bus and water. Residents and visitors like its central location, and availability of public transport close to the Park.
Cultural	Sydney Lakeside Holiday Park represents a culturally significant community resource that encompasses a cultural tourism resource; a natural resource; accommodation and a conference venue. Sydney Lakeside also potentially links to Aboriginal culture and heritage given the past occupation of these lands by the Guringai People.
Education	The Coastal Environment Centre is a valuable asset to students in the Pittwater and the wider community as a venue and resources for coastal environmental education.

The management objectives, issues and actions outlined in the following sections will be presented according to these community values.

4.3 Vision for Sydney Lakeside Holiday Park

The management of Sydney Lakeside Holiday Park is based on a vision statement that is shared by Council, the Reserve Trust, and the wider community. The vision is endorsed by Council and the Land and Property Management Authority. The vision for the park is intended to inspire Council and the Reserve Trust, providing a long-term ideal and focus for all future decisions affecting Sydney Lakeside Holiday Park.

The overall management objective for Sydney Lakeside Holiday Park is to preserve it as a local and regional community resource. This can be achieved by maintaining and strengthening Sydney Lakeside Holiday Park's features and facilities to maximise opportunities for a wide range of accommodation.

Council's corporate goals, community and user values, and the desired outcomes of the community culminate in a vision for the future direction of Sydney Lakeside Holiday Park:

Sydney Lakeside Holiday Park will continue to provide a range of tourist and permanent accommodation and associated facilities to a high standard and in a sustainable manner that encourages high guest satisfaction and return visitation by guests from all parts of the world.

Sydney Lakeside Holiday Park will be regarded as the best coastal holiday park in New South Wales.

The Holiday Park will continue to respect and take pride in its prime location on Narrabeen Lagoon.

4.4 Goal for Sydney Lakeside Holiday Park

Following on from the vision, the goal for Sydney Lakeside Holiday Park is to create a tourism and community facility that meets the diverse needs of the Pittwater and broader community, operates in a sustainable manner and reflects positively on the commitment of Pittwater Council in providing this facility.

The goal for Sydney Lakeside Holiday Park encompasses a number of key targets, including:

- ☐ creating a northern beaches icon that reflects the local lifestyle.
- ☐ providing a quality tourism experience for visitors to Pittwater.
- ☐ performing an essential community role, such as providing long-term accommodation in a quality environment.
- ☐ promoting and enhancing the reputation of Pittwater and the northern beaches as a destination for tourism.
- ☐ supporting the economic growth, diversification and development of the northern beaches and local businesses.
- ☐ operating as a viable, financially sustainable business.
- ☐ competing favourably with other comparable destinations.
- ☐ presenting a quality destination with a broad range of opportunities to visitors.
- ☐ supporting environmental education through the functions of the Coastal Environment Centre.
- ☐ adopting the principles of resource conservation and ecologically sustainable development through sustainable practices, such as reduction in energy consumption and re-use/recycling water resources.

4.5 Management principles and objectives

Following on from the values, vision and goal above, it is important to establish some management principles against which recommendations for uses and development of Sydney Lakeside Holiday Park will also be made. As owner of land and Trust Manager of Crown land in Sydney Lakeside Holiday Park, Pittwater Council intends to manage Sydney Lakeside Holiday Park to:

- ☐ protect and enhance the intrinsic qualities and values of the site as a recreational, tourist, environmental, educational and community resource
- ☐ ensure that major changes to Sydney Lakeside Holiday Park reflect its intrinsic qualities.
- ☐ limit additional developments and structures that do not relate to the roles of Sydney Lakeside Holiday Park.
- ☐ minimise uses that have adverse impacts on Sydney Lakeside Holiday Park long-term residents, short-stay guests, and local residents.
- ☐ ensure future uses are compatible with the existing range of activities, the Holiday Park's character, and the carrying capacity of facilities and settings.
- ☐ limit commercial activities to those that are related to accommodation, recreation and /or the environment, and that directly benefit reserve users.

- ☐ recognise that the Holiday Park attracts a strong local as well as an international catchment of users.

Objectives, performance targets and methods of monitoring that these targets are being achieved are set out below.

Table 4.2 Management objectives for Sydney Lakeside Holiday Park

Key objectives	Objectives for management of Sydney Lakeside Holiday Park	Performance targets	Method of measurement
Management			
A quality facility that is well managed and maintained.	Continue industry-leading management of the Holiday Park. Maintain all Park assets in a safe, hygienic, clean and tidy condition to ensure the highest level of presentation at all times. Maintain the Park at a 4.5 star rating or better at all times. Comply with Occupational Health and Safety (OHS) management systems and practices.	80% satisfaction level with on-site management, performance, presentation and maintenance. Facility meets an established, industry benchmark for quality.	Annual user survey; liaison meetings with long-term residents. AAA Rating for the Holiday Park.
A viable, financially sustainable business	Operate the Holiday Park in a professional manner and generally according to commercial principles.	Financial returns that enable improvements and maintenance	Assessment of annual accounts data.
		Increasing utilisation/ occupancy. Quality marketing and promotional activities.	Regular reports on occupancy/vacancy rates and key markets. Increased occupancy rates and market statistics.
Environment			
An environmentally sustainable facility that enhances local biodiversity and water quality	Respect the unique physical setting. Achieve environmentally sustainable outcomes. Provide a range of appropriate shade planting and landscaping themes in the Park.	Increasing planting of native plants Up to date chemical storage and handling procedures Implementation of sustainable resource management practices, such as rainwater harvesting, waste recycling and energy efficiency.	Increase in the proportion of native plantings rather than exotic plantings. Codified procedures that comply with relevant standards. Awards for environmental management and initiatives.

Table 4.2 Management objectives for Sydney Lakeside Holiday Park (cont.)

Key objectives	Objectives for management of Sydney Lakeside Holiday Park	Performance targets	Method of measurement
A facility that provides opportunity for interaction with Narrabeen Lagoon.	Promote the environmental attributes of Narrabeen Lagoon to visitors. Establish cross-promotional linkages with the Coastal Environment Centre.	Increase in number of visits to the Coastal Environmental Centre. Increase in return visits to the Coastal Environment Centre. Increase in joint Holiday Park-Coastal Environment Centre activities.	Bookings Visitor counts
Recreation			
An enjoyable facility in which to holiday	Provide a range of recreation activity opportunities including a children's playground, electronic games and the like. Promote a fun, holiday atmosphere.	80% user satisfaction with the Holiday Park, its attributes and facilities.	Annual user survey
Community			
A facility that contributes to the broader community and the Holiday Park community, especially its long-term residents	Long-term residents are an integral part of the park, and their ongoing presence is anticipated. Provide long-term residency at a level which optimises income but does not detract from the operation or aesthetics of the tourist accommodation. Retain long-term residents, while capping the number of permanent residences at the current level. Locate long term residents in areas which do not detract from or inhibit tourism activities. Ensure the residential amenity of the long stay area by enforcing the Park Rules and other regulations.	80% user satisfaction with the Holiday Park	Annual user survey; liaison meetings with long-term residents
Economic development and tourism			
A facility that promotes Pittwater; contributes to the tourism experience of the northern beaches and supports local businesses	Continually upgrade the standard of holiday accommodation and Park facilities. Maintain (at a minimum) the current 4.5 star AAA Tourism (NRMA) rating and standards of operation. Offer a range of accommodation options to optimise income throughout the year.	Increase in occupancy rates. Increase in net profit	Industry awards Feedback from residents and guests Bookings data

Table 4.2 Management objectives for Sydney Lakeside Holiday Park (cont.)

Key objectives	Objectives for management of Sydney Lakeside Holiday Park	Performance targets	Method of measurement
A facility that promotes Pittwater; contributes to the tourism experience of the northern beaches and supports local businesses (cont.)	Increase the number of return customers to the Holiday Park.	Number of return visits	User survey
	Encourage traditional holidaying activities, such as low-key and affordable family and traditional camping.	Satisfaction with facility	User survey
	Provide a range of complementary park facilities, including a shop and tourist booking office.	Satisfaction with services and facilities	User survey
	Support economic development within the Pittwater Council local government area.	Multiplier effects + business referrals	Feedback from Chamber of Commerce
	Increase turnover and net profit from the Park without prejudicing current standards of operation.	Turnover benchmark	Assessment of annual accounts
	Ensure rentals are at market value, and not below market to avoid subsidisation by ratepayers and to remain competitive.	Market value benchmark	Valuation
	Increase the number of referrals to local business given by Holiday Park staff and increase local networking opportunities.	Increased referrals and effectiveness	Direct comparison
	Foster the provision of commercial opportunities which enhance and complement use of the area.	Identify and progress commercial initiatives	Direct assessment
	Respond to trends in holiday park operation, such as the demand for conference facilities and group accommodation.	Provide responsive facilities and services that meet industry benchmarks	Direct assessment through industry associations
	Develop, promote and deliver local, regional, national and international eco-community and eco-tourism services.	Services meet expectations and demand	User survey
Cultural			
Cultural Significance	Preserve, protect and promote the cultural significance of the Holiday Park.	Ensure an ongoing connection with historic use of the land	Document and promote the local history for future generations
		Provide exhibition space/ cultural display space with the proposed Multi-Purpose Function centre	Utilisation of exhibition space for local history /cultural purposes
Aboriginal culture and heritage	Recognise and respect the connection of the Guringai people to the land and natural environment of the area	Protect Aboriginal culture and heritage	Commission the Aboriginal Heritage Office to conduct a site survey to identify potentially significant sites/artefacts

Table 4.2 Management objectives for Sydney Lakeside Holiday Park (cont.)

Key objectives	Objectives for management of Sydney Lakeside Holiday Park	Performance targets	Method of measurement
Education			
A venue and setting for coastal environmental education activities for a range of audiences.	Provide environmental education resources and activities for the Pittwater and wider community.	Increased visitation and use of the Coastal Environment Centre. 80% satisfaction of visitors with the centre.	Visitor surveys Bookings
Access			
A facility that is easy to find, safe, welcoming and provides accessible facilities for people with special needs	Ensure security and privacy of long-stay residents and short-stay guests. Improve security and risk management in the Holiday Park. Ensure equity of access by the community to camping and caravan sites on the reserve, particularly in high demand periods.	Sufficient directional signs and appropriate accessible facilities for people with special needs. Implement measures to support enhanced security and risk management practices. Positive feedback from long-term residents and short-stay guests.	User survey

4.6 Future roles of Sydney Lakeside Holiday Park

Following on from the values and vision defined above, the future roles of Sydney Lakeside Holiday Park are defined below.

Table 4.3 Future roles of Sydney Lakeside Holiday Park

Value	Roles of Sydney Lakeside Holiday Park
Environment	A model for ecologically sustainable development and management among Holiday Parks in Australia.
Recreation	Venue for low-key informal recreational activities.
Community	Quality accommodation and environment for permanent residents and short-stay guests.
Economic development and tourism	An asset providing a financial return to Pittwater Council and its community. Provision of a range of quality short-stay accommodation from villas and bungalows to bunkhouses, caravanning and camping. Provision of related outdoor and indoor dining and recreation facilities.
Cultural	Reminder of past occupation and uses of the site. Opportunities for additional cultural uses.
Education	A venue for environmental education resources and activities.
Access	A secure environment that enhances the tourism experience. Manageable access with appropriate definition of boundaries.

4.7 Tourism and holiday park trends

4.7.1 International and domestic tourism

International Tourism

The Federal Department of Resources, Energy and Tourism has determined that domestic tourism activity, which contributes 74% of the tourism industry's GDP, has fallen slightly over the last ten years, contracting at an average rate of 1.2% each year from 1998-99 to 2008-09. Outbound tourism has grown strongly over the same period, increasing at an average rate of 6.2%, indicating an increasing propensity for Australians to travel overseas. Australians' increased propensity to travel overseas has been fuelled by an appreciation of the Australian dollar against a range of currencies, notably the United States dollar since the beginning of this decade, combined with increased competition and access to overseas destinations (particularly package travel to South-East Asia and the Pacific). International travel to Australia also increased over the 10-year period, growing at an average rate of 2.6% per annum.

However, the Global Financial Crisis and ensuing slowdown in the world economy resulted in falls in tourism activity across each of these sectors during 2009.

In 2008-09, the United Kingdom continued to be Australia's most valuable inbound tourism market, accounting for 13.6% of Total International Economic Value (TIEV), followed by China (10.1% of TIEV); New Zealand (8.3%); the United States (8%); and Japan (5.8%).

Over the period 2008-18, the average annual growth in international visitor arrivals to Australia is expected to be 4% to reach almost 8.2 million arrivals in 2018. New Zealand is forecast to be Australia's largest inbound source market for arrivals in 2018, accounting for 15.6% of all international arrivals. In 2018, China is expected to replace the United Kingdom as Australia's most valuable market (\$5.8 billion), accounting for 16.3% of total TIEV.

In 2008-09, around half (47%) of visitors to Australia travelled here for a holiday, while a further 23.2% visited for the purpose of visiting friends or relatives. Visitors for holiday purposes (generally the most income and wealth responsive segment) experienced a decline in 2008-09. This is likely a result of households limiting their discretionary expenditure on items such as travel in response to concerns about the economic impacts of the Global Financial Crisis.

Approximately 55% of international visitors to Australia visited NSW compared to 43% who visited Queensland and 27% who visited Victoria.

Domestic tourism

International travel to NSW

Following modest falls in domestic overnight activity in 2007-08, both overnight trips and visitor nights fell sharply in 2008-09, down 7.1% and 8% respectively. Total Domestic Economic Value (TDEV), which is a measure of domestic (day and overnight) tourism's contribution to the economy decreased 3.9% to \$62.8 billion in 2008-09.

Tourism NSW has determined that NSW received over 2.7 million international overnight visitors (Year End 09) – down by 2.1% on YE 08. NSW received 52.4% of visitors, with this share down by 1.2% compared to YE 08.

The United Kingdom (13.9%) was the largest source market of international visitors to NSW, followed by New Zealand (13.2%); the United States (11.2%); China (8.7%); and Korea (4.9%).

Holiday/pleasure (57%) was the largest purpose for international visitors to NSW, followed by visiting friends/relatives at 25.5%. Of all international markets to NSW, Taiwan (75.2%) had the highest proportion who visited for the main purpose of a holiday, followed by Germany (69.1%); Switzerland (68.4%); Scandinavia (66.1%) and then The Netherlands (65.4%).

Rented house/apartment (40.7%) was the most popular accommodation type used for nights in NSW by international travellers. Standard hotel/motel accommodation accounted for 5.5%.

Sydney received almost 2.5 million international overnight visitors YE 09 – down by 6% on YE 08. However, it should be noted that the Sydney Region received 93.9% of visitors in NSW (down 0.3% to YE 08).

Holiday/leisure (56.3%) was the largest purpose for international overnight visitors to the Region, followed by friends/relatives at 22.5%.

The United Kingdom (13.9%) was the Region's largest source market of visitors, followed by China (12.3%); New Zealand (12.3%); the United States (10.9%); and Korea (5.5%).

Approximately 56% of international visitors spent time in the Sydney region, compared to 26% who visited the Melbourne area and 18% who visited the Gold Coast.

Domestic Overnight Travel to Sydney

Sydney received over 6.6 million domestic overnight visitors (Year End 09) – down by 14.6% on YE 08. The Sydney Region received 29.8% of visitors in NSW – this share was down by 2.1% compared to YE 08.

Visiting friends/relatives (38.3%) was the largest purpose for visitors to the Region, followed by holiday/leisure (29.1%).

Friends/relatives' property (51.8%) was the most popular accommodation type used for nights in the Sydney Region, followed by luxury hotel or resort (4 or 5 star) at 16.6% was the next most popular accommodation type, with standard hotel/motel third at 14.7%. While no information is available specifically for the Sydney Region, caravan park/commercial camping ground accommodation accounted for 12.9% of accommodation for domestic overnight travel in NSW (following friends/relatives' property (38.9%) and hotel/motel (15.2%).

The Sydney Region received 51.4% of visitors from intrastate (and regional NSW contributed 83.2% of the intrastate visitation). Interstate contributed 48.6% of visitors to the Sydney Region, with Victoria being the biggest interstate market for visitors, with Queensland the next biggest market.

Sydney Lakeside Holiday Park Market

The tourism markets for Sydney Lakeside Holiday Park can be identified as:

- ☐ 63% of the Park's guests originate from within Australia, of which 70% are from NSW.

- ☐ The primary international market is the United Kingdom, followed by other European countries including Germany, Switzerland and The Netherlands.

4.7.2 The caravan and holiday park industry

Introduction

In preparing this Plan of Management, Pittwater Council commissioned a recognised international expert, the Foresight Management Group (outdoor recreational consultants), to provide advice on the nature and extent of the industry, market overview, nature of demand, description of the holiday park industry and trends in park management. The Foresight Management Group has outlined the likely future demands for holiday park accommodation and facilities which are addressed in the following section of this Plan. Their report is attached as **Appendix E**.

The caravan and camping industry

Background

Most of Australia's caravan and holiday parks were built before 1979 and were constructed to cater for the holiday expectations of that era. Many of the parks are no longer in a position to accommodate the needs and wants of today's guest. Subsequently, the infrastructure of many parks has been rendered obsolete, primarily because the amenities (such as 15 amp electrical hookups) and size of sites offered are not meeting the demands of today's caravans and motorhomes. The increased demand for ever-larger caravans and motor-homes will further strain the infrastructure of existing parks.

The industry is slowly shifting its product offering and experiences. While many caravan parks still reflect the same image today as when first constructed some thirty years ago, a new breed of holiday park is gradually making its way onto the scene. These parks tend to be more upscale, offer lots of amenities, programs and other customer services.

Recent demand and trends

The caravan and camping industry is the fastest growing tourism sector in Australia, which is growing at an annual rate of 15% (Caravan & Recreational Vehicle Association). Tourism Research Australia has recently revealed that visitor night stays at caravan and camping sites in Australia rose 31%, from 8.4 million in 2000 to 11 million in 2005.

There are currently around 330,000 Recreational Vehicles (RV) registered in Australia. RVs produced in 2005 included 18,000 caravans, 2,000 campervans/motorhomes and 1,650 camper and tent trailers.

The domestic market is the key opportunity for caravan and holiday parks, although the international market is where the growth opportunities lie. Several corporations have entered the market, seizing on opportunities inherent in operating quality parks. This form of competition will put pressure on the family entrepreneur as the traditional operator.

The cabin market is continuing to grow strongly, particularly at the upper end of the market. Some parks are experiencing a higher return on cabins (higher occupancy and higher rates, minus the additional housekeeping expenses) than sites.

Occupancy figures vary, but many parks are at full occupancy during peak periods – school holidays and Christmas - and at 10% occupancy during the slower intervals. As a result, many parks are examining a variety of methods to encourage visitation during the slower periods.

Very few new parks have been built in Australia in the past few years, in sharp contrast to the United States and Canada, where a number of new RV parks and campgrounds are under construction.

Very few visionaries are found in the industry and as a result, innovation is based on copying others. This approach is typical of many small to medium tourism enterprises.

Rising fuel prices may see less travel from park to park and an increase in the number of annuals (those seeking access to the site for consecutive years).

The industry has been slow to move away from its roots of offering inexpensive accommodation to the family market. A variety of other niche markets are available to pursue.

Alison Huth, author of *The Business of Caravan Parks*, suggests the growth potential for the Caravan/Holiday Park industry as unlimited for a variety of reasons:

- ☐ ageing baby boomers are either selling their homes or downsizing and purchasing caravans, motorhomes and four-wheel drives and hitting the road.
- ☐ the next generation are retuning to holiday parks with their children.
- ☐ customers can return to their preferred destinations and stay in a holiday park where there is value for their money and flexibility/ choice of accommodation options.
- ☐ during the 1990's, there was a steady increase in the number of new caravans and campervans registered each year. This upward trend shows no signs of diminishing.
- ☐ international travellers are using caravan parks as a way to see Australia. As their numbers increase, so will their use of these parks.

Growth is the operative word with respect to caravan sales. According to Huth, in 1990 there were 4,342 new caravans built and registered in Australia. In 2000, that figure rose to 10,503. In 2004, 17,400 new caravans were built and registered. In addition to the caravans, an additional 1600 tent trailers, 1,500 park cabins and 1,500 motorhomes were built.

People visit caravan/holiday parks for different reasons. Some seek solitude, while others are looking for social opportunities. Several want to recreate, while others view their stay as just a form of accommodation. Some seek a lot of amenities at a park, while others search for a place to escape and get back to nature. Someone's definition of camping may mean pitching a tent in a National Park for a weekend, while for others it may mean leaving their caravan or motorhome at a favourite holiday park for an extended period during summer.

An emerging trend is the participation in family reunions and group get-togethers at a caravan/holiday park. In the United States, a recent K.O.A. survey noted that 25% of their guests have camped in the past 12 months in order to participate in these types of events.

For the majority of travellers today, camping, caravanning and staying in cabins involve enjoying the outdoors without the hassles. Many Baby Boomers love the idea of camping but think that the great outdoors would be better if there was an upscale coffee shop at the end of every trail. This older, more affluent generation of campers is taking the "rough" out of roughing it.

For that reason, in the United States approximately 70% of today's campers use a caravan or motorhome of some description. Undoubtedly, similar numbers apply to Australia, with one key

exception. The introduction of a variety of cabins reflect many of the luxuries found at home – state of the art kitchens, comfortable living space, flat screen TVs, etc has skewed the percentage of use of caravans downward. More consumers are using cabins and therefore parks are responding in-kind, offering a variety of cabin styles.

As the Australian camping market is perhaps five to ten years behind the trends found in the United States, it is important to highlight the key features and amenities sought by a North American camper. These features should be incorporated into a percentage of developed sites to ensure that Sydney Lakeside Holiday Park is positioned to capitalise on these same trends when they occur here.

Caravan/holiday park users

According to a Roy Morgan research study commissioned by the Caravan, RV and Accommodation Industry of Australia, the caravan/holiday park market can be broken down into the following groups:

- ☐ **Caravanners** – approximately 7.5% of Australian travellers used a caravan as a form of accommodation. This group includes ‘sunbirds’ – older travellers who leave the colder southern states and head north to Queensland. Research undertaken by Cairns Coconut Holiday Resort suggests that this group are loyal, repeat customers who see the park as “theirs” due to their frequent return visits. They often request the same site and use the park’s amenities to the fullest.
- ☐ **Campers** – tend to be young people – singles and couples – who are budget minded and therefore utilise tents as their means of accommodation. This group is interested in amenities such as ensuite sites and camper kitchens.
- ☐ **Cabin/Accommodation Users** – cabins are attractive to young families, couples, budget travellers and retirees. In other words, all aspects of the target market, as cabins can offer good value. Cabins offer the greatest financial return, reflecting higher occupancy rates and rates compared to camping and caravanning sites. This is illustrated by the Lakeview Villas demonstrating both the highest occupancy rates and also generating the longest stay and average revenue per unit of accommodation within Sydney Lakeside. Clearly, the customer is supportive of the upper end of the cabin market.

Recent studies have suggested that caravanners (and RV’ers or recreational vehicle users) are looking for:

- ☐ helpful staff and friendly hospitality.
- ☐ clean grounds and level sites for camping, rather than mounded, landscaped sites.
- ☐ high quality cabins.
- ☐ swimming pool.
- ☐ reasonable rates.
- ☐ scenic setting, gardens and quiet surroundings.
- ☐ clean bathroom facilities and ensuites associated with caravan sites.
- ☐ available large and pull-through sites, with concrete pads.
- ☐ Big-Rig friendly parks that have wide, easy to navigate paved roads.
- ☐ large, landscaped sites (15 metres by 30 metres) able to accommodate a Class A motorhome and an extra vehicle (many current sites are less than 8 metres in width). Sites need to be longer, wider, and offer more amenities and flexibility to accommodate pull-through situations. For example, a Class A motorhome needs

additional space on which to park itself, with its tow-trailer meaning that the unit is occupying two sites.

- ☐ full utilities, including sewer, water, and 50 amp power.
- ☐ technological services such as wireless internet, pay TV, Foxtel.
- ☐ screening in between sites and screening of long term residents to provide a sense of privacy.
- ☐ parks that are in close proximity to places that guests wish to visit.

Other facilities and services that caravanners and campers are increasingly seeking include on-site events and activities, food catering, and conference and meeting facilities.

Conclusion

Following on from these trends, there are a number of opportunities that could be capitalised upon at Sydney Lakeside, including:

- ☐ pent-up demand for quality facilities, both in the cabin market and camping/caravan site market.
- ☐ offering a variety of site sizes and density, a reflection of both the physical character of the site and market demand. Different precincts could reflect different levels of amenities and service.
- ☐ both the international and domestic markets create opportunities, but different products/ approaches will be needed to create the awareness of the quality opportunities available within the Park.
- ☐ attracting new markets to the Park that will make use of the facilities during quieter periods. Potential markets could include small business meetings, conferences and camper rallies.
- ☐ introducing additional amenities including a small gym, sauna, spa, swimming pool, adult-oriented lounge and quality patio furniture on selected sites.
- ☐ landscaping to provide natural buffers between developed sites.

Ongoing management of Sydney Lakeside Holiday Park recognises, accommodates and monitors these and emerging trends in holiday park use and management.

4.8 Cultural significance

4.8.1 Introduction

Pittwater Council has adopted its Cultural Plan – *Living Pittwater, Our Cultural Plan* – to capture the key role that culture plays in the planning for and delivery of services. The Cultural Plan enables Pittwater to identify its cultural assets, identity and needs as well as providing a framework to develop cultural initiatives to increase opportunities for Pittwater residents.

In terms of the Cultural Plan, culture is held to mean:

Culture arises from a community's sense of place, heritage and local distinctiveness. Culture is defined by peoples' beliefs, attitudes and way of life including aspirations and values about the environment, lifestyle, social connection and creative pursuits.

Culture includes:

- ☐ shared memories.
- ☐ what we consider valuable to pass on to future generations.
- ☐ the built environment, heritage, architecture, landscaping and archaeology.
- ☐ parks, open space, wildlife habitats, water environment and countryside recreation.

The Cultural Assets and Resource Inventory that is a companion piece to the Cultural Plan places Sydney Lakeside Holiday Park in a number of categories of cultural asset as:

- ☐ a cultural tourism resource.
- ☐ a natural resource (other).
- ☐ accommodation.
- ☐ a conference venue.

Actions and initiatives arising from the Cultural Plan, together with other cultural initiatives, that relate to the cultural significance of Sydney Lakeside Holiday Park are described in Section 5.

4.8.2 Aboriginal culture and heritage

For thousands of years prior to the arrival of Europeans, the vast area of land stretching between what is now Newcastle through to the southern-most part of present day Sydney was home to the Guringai people. Living primarily along the foreshores of Sydney Harbour, they fished and hunted in the waters and hinterlands of the area and harvested food from the surrounding bush. Self-sufficient and harmonious, the Guringai had no need to travel far from their lands, since the resources about them were so abundant and trade with other tribal groups was well-established. Moving throughout the country in accordance with the seasons, the Guringai spent only 4-5 hours per day working to ensure their survival. With such a large amount of leisure time available, they developed a rich and complex ritual life – language, customs, spirituality and the law – the heart of which was connection to the land. The Aboriginal lifestyle was based on total kinship with the natural environment.

The European colonisation in 1788 brought armed conflict and a lack of understanding, which heralded the demise of the Guringai clans, along with the other peoples of the Sydney Basin. The consequence of this event was that the stories of the land were forever lost. Much of what we do know about the Guringai must be gleaned from their archaeological remains.

The Guringai people, who once occupied this area, left important evidence of their past and way of life prior to colonisation. All Aboriginal sites are significant to Aboriginal people because they are evidence of the past Aboriginal occupation of Australia and are valued as a link with their traditional culture. Middens, shelters, engravings and art remnants of indigenous life are prolific throughout the region, but no-one remains to reveal their particular meanings or ancient significance. Given its location at the mouth of a lagoon, evidence of Aboriginal occupation of the Sydney Lakeside Holiday Park is possible. Therefore, this Plan of Management proposes several actions to ensure that evidence of the Guringai peoples' connection to the land is protected, preserved and managed.

5 ACTION PLAN

5.1 Future direction

The vision for the future direction for the Holiday Park anticipates the following elements:

- ☐ North East Precinct: potential future cabin precinct.
- ☐ South West Precinct: potential additional cabins in this precinct.
- ☐ Multi-Purpose Function precinct – potential precinct for the creation of a Multi-Purpose Function building.
- ☐ South East Precinct: physically larger camping sites to accommodate “drive-through” caravans.

These elements are shown in **Figure 5.1** and are described below.

Figure 5.1 Future direction for Sydney Lakeside Holiday Park



The North East precinct represents an opportunity to accommodate additional cabins of a similar standard and quality to the existing arrangements in the South West precinct. There are currently 20 older cabins located in this precinct that have reached the end of their economic life and are in need of replacement in the short term. It is intended to replace these existing 20 cabins with 10 new larger cabins at the same location. The new cabins will be fitted out to a contemporary standard of cabin accommodation and have a larger footprint than the existing buildings. It is also intended to install between 30-40 additional cabins within the North-East precinct which is currently occupied by camp sites. The precise number and location of these additional 30-40 cabins within the precinct is subject to further detailed design and financial and site analysis. The potential for the Holiday Park to accommodate additional cabins in the North East precinct will be investigated as a future action under this Plan of Management. The possible future direction of providing additional cabin accommodation reflects current industry trends whereby patrons are demanding high quality cabin accommodation in preference to more traditional camping experiences.

The South West precinct represents a future opportunity to accommodate a small number of additional cabins to support the demand for existing cabins in this area. It is anticipated that between 5-8 additional high quality lakefront cabins could be accommodated at this location subject to further detailed design and financial and site analysis. The potential for this precinct to accommodate extra cabins will be investigated as a future action under this Plan of Management.

The Multi-Purpose Function Precinct represents a future opportunity to create a hub within the Holiday Park that will support the tourism functions of the Holiday Park and also the educational functions of the Coastal Environment Centre. Together, the Holiday Park and the Coastal Environment Centre could attract and mutually support business activity in the area of ecotourism, such as conferences and associated demand for on-site accommodation in the Holiday Park.

The Multi-Purpose Function Precinct could include the following key elements:

- ☐ conference facilities that support the Holiday Park in attracting the growing niche market for conferences and events and associated demands for on-site accommodation, including eco-tourism conferences.
- ☐ environmental education facilities currently provided for in the Coastal Environment Centre.
- ☐ function facilities for private events, such as weddings.
- ☐ associated on-site parking.
- ☐ a small scale retail outlet serving the Holiday Park to provide basic groceries (ie a “general store”), kiosk and recreational equipment hire (such as fishing equipment, canoes and the like).

The Multi-Purpose Function precinct would support the operations of the Holiday Park in attracting new niche markets, such as the conference market. It would represent an additional public purpose for the Holiday Park and reflect the proposed Public Purpose of Tourist and Other Facilities. The provision of a Multi-Purpose Function precinct, especially the conference and function facilities, would provide the community with enhanced opportunities to enjoy Sydney Lakeside Holiday Park. The future opportunity to create a Multi-Purpose Function precinct within the Holiday Park will be investigated as a future action under this Plan of Management.

The South East precinct will remain a camping and caravanning precinct. The need for physically larger camping sites to accommodate “drive-through” caravans has been identified through market analysis. Current trends are showing that there is demand for Big-Rig friendly sites and access roads that can accommodate larger motor homes, many of which travel with an extra

vehicle. The scope for providing a variety and density of camping/caravanning sites will be determined for the South East precinct of the Holiday Park.

High priority actions and changes to Sydney Lakeside Holiday Park include to:

- ☐ plan for the future growth of the Holiday Park as outlined above.
- ☐ plan for and support an enhanced role and presence for the Coastal Environment Centre as an environmental education facility.
- ☐ ensure that the planning framework for the Holiday Park appropriately and adequately supports the future development activities.
- ☐ continue to provide for housing choice in Pittwater by acknowledging the affordable housing role played by the long-stay precinct.
- ☐ continue to provide quality short-term holiday facilities for local and international guests.
- ☐ better delineate the various functional areas of the Holiday Park.
- ☐ establish clear and concise areas of responsibility for actions.
- ☐ plan, develop and promote all CEC community, schools and eco-tourism activities and events.

5.2 Action Plan

5.2.1 Introduction

The management actions to resolve the management issues (consistent with the community's values) from **Section 4** and to implement the Future Direction (see **Section 5.1**) over the next 10 years are presented in the following tables. Table headings are explained as follows:

Value – values of Sydney Lakeside Holiday Park, as described in Section 4.

Strategy – reflects the value and provides direction for the actions.

Action – a specific task required to resolve issues, consistent with the value and strategy.

Priority – importance or urgency of the action, rated as high, medium, low or ongoing.

Responsibility – section within Council, or another organisation, responsible for implementing the action.

Responsibilities within Council for implementing actions are:

CDC	Corporate Development and Commercial
CEC	Coastal Environment Centre
CMCC	Catchment Management and Climate Change
EC	Environmental Compliance
FP	Finance (Property)
NEE	Natural Environment and Education
RRBS	Reserves, Recreation and Building Services
UI	Urban Infrastructure

Other organisations responsible for implementing actions are:

AHO Aboriginal Housing Office
LPMA Land and Property Management Authority
PM Park Management

Performance target – the desired outcome in implementing and achieving the action.

Means of Assessment – how the achievement of the performance target can be measured and assessed.

5.2.2 Environmental

Table 5.1 Actions to address environmental issues

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Building guidelines	<p>Development Control Plan No. 21 Lakeside Caravan Park was in force from 23 January 1999, but was repealed in 2004. The DCP provided development design controls to control development within the Lakeside Caravan Park, and to supplement the Pittwater Local Environmental Plan 1994.</p> <p>Building guidelines would assist Council in considering applications for modifications and improvements to residences and other buildings in the Holiday Park.</p>	Provide guidelines for design of and modifications to buildings in the Holiday Park.	Prepare new building guidelines, based on the repealed DCP.	High	CDC EC	Building guidelines prepared and implemented.	Measure compliance off applications with the guidelines.
Self-sufficient water use	There are opportunities for reducing water use in the Holiday Park.	Identify water-efficient methods to move towards self-sufficiency.	Install water tanks.	High	CMCC	Water tanks installed.	Analyse water consumption figures to identify reduced potable water use.
			Investigate water harvesting and re-use options.	High	CMCC	Stormwater harvesting scheme implemented.	Analyse water consumption figures to identify reduced potable water use.

Table 5.1 Actions to address environmental issues (cont.)

Issue	Background	Strategies	Actions	Priority	Responsibility	Performance target	Means of assessment
Energy conservation	There are opportunities to reduce energy consumption in the Holiday Park.	Strive for reduced energy consumption by installing energy efficient devices, by demand management, and by alternative sources.	Conduct an energy audit to determine scope for reducing energy consumption.	High	CDC	Energy audit conducted and an energy target established for reduced consumption.	Analyse energy consumption figures to determine energy savings.
Flooding	The Holiday Park can be subject to inundation by flooding.	Minimise the impacts of flooding on the Holiday Park.	Complete detailed flood analysis and modelling as part of a new flood study for Narrabeen Lagoon.	High	CMCC	Flood analysis and modelling completed.	Revised flood levels established for the Holiday Park.
		Implement risk management and emergency response in the event of flooding.	Address flood affectation and appropriate responses through the development of a Flood Emergency Response Plan.	High	CMCC	Flood Emergency Response Plan prepared, in consultation with State Emergency Services.	Flood Emergency Response Plan incorporated in emergency planning at Holiday Park.
Sea level rise and other climate change effects	As the Holiday Park is affected to flooding by inundation, any change in sea level could create the need for appropriate management responses	Devise approaches to address any rise in sea level.	Complete detailed flood analysis and modelling as part of a new flood study for Narrabeen Lagoon, to monitor the influence of sea level rises on a five-yearly basis and develop appropriate management responses.	Medium	CMCC FP CDC	Flood analysis and modelling completed.	Regular monitoring program established and management responses implemented.

Table 5.1 Actions to address environmental issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- ibility	Performance target	Means of assessment
Sewer overflows	Sewer overflows occur from neighbouring properties on the western side of the Holiday Park.	Protect the health and amenity of long-term residents and adjoining neighbours. Minimise the environmental impact of sewer overflows.	Investigate sewer over-flows to identify causes and solutions.	Medium	UI	Investigation completed into cause and effects of overflow. Solutions implemented and amenity protected.	Monitor situation to ensure overflows do not recur.
Waste services	Ensure that waste services are provided to match requirements.	Determine the most efficient and cost- effective solution for waste services.	Review current contractual arrangements for waste services.	Low	FP	Waste contract reviewed.	Cost effective and efficient service provision meets requirements.
			Investigate other options for waste services.	Medium	FP	Alternative solutions investigated.	Cost effective and efficient solutions implemented.
Waste removal	Access to garbage bins by garbage trucks is difficult due to narrow internal roads.	Ensure easy vehicle access to waste bins.	Install more waste bins in locations that garbage trucks can access.	Low	CDC	Review needs for additional bins and assess suitable locations.	Appropriate number of bins in accessible locations.
Tree planting	Some tree species, such as pines, are uprooting the land and roads in the Holiday Park, or are weeds that are inappropriate in this location (such as African Olives and Phoenix Palms).	Minimise the effects of unsuitable planting on the environs of the Holiday Park.	Remove African Olives and Phoenix Palms, especially along the Walsh Street and Narrabeen Park Parade frontages, and replace with native species.	High	RRBS	Exotic species on frontages replaced with appropriate native species.	Number of exotic plantings removed.

Table 5.1 Actions to address environmental issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- ibility	Performance target	Means of assessment
Tree planting (cont.)	Suitable species for planting include Banksias, Tea Trees, Eucalypts and Grevilleas.		Replace other unsuitable tree species as required.	Medium	RRBS	Unsuitable species on frontages replaced with appropriate native species.	Number of unsuitable plantings removed.
Pest animal species	Several animal species, such as rabbits and ducks, are a nuisance.	Ensure that pest animals are effectively managed.	Undertake a humane and effective program to cull pest animal species, in conjunction with an education programme in effectively managing pest species.	Medium	RRBS NEE	Culling and educational programs implemented.	Numbers of pest species.

5.2.3 Recreation

Table 5.2 Actions to address recreation issues

Issue	Background	Strategies	Actions	Priority	Responsibility	Performance target	Means of assessment
Indoor recreational facilities	The Coachhouse and the Pelican Room cater for indoor recreation activities for guests. It is used especially during wet weather. There is increasing demand for health and fitness activities. Facilities for such activities are being introduced successfully in other Holiday Parks.	Provide and upgrade indoor recreational facilities for the enjoyment of Holiday Park guests. Provide for increasing demand for health and fitness activities.	Provide an additional indoor recreation room.	High	CDC PM	Investigation of demand, cost and location completed.	Investigation concluded. Recommendations implemented.
			Investigate and provide space and facilities for a gym, fitness instruction, swimming pool, sauna, spa, adult-oriented lounge and massage therapy.	Medium	CDC PM	Investigation of demand, cost and location completed.	Investigation concluded. Recommendations implemented.
Outdoor recreation facilities	There are limited on-site recreational facilities, which include a children's playground and picnic / barbecue area.	Supplement existing outdoor recreation facilities to cater for guests' needs.	Construct a children's playground.	Medium	CDC PM	Investigation of demand, cost and location completed.	Investigation concluded. Recommendations implemented.
			Investigate and construct a wet play area/ swimming pool.	Low	CDC PM	Investigation of demand, cost and location completed.	Investigation concluded. Recommendations implemented.
			Construct a half-court tennis court.	Low	CDC PM	Investigation of demand, cost and location completed.	Investigation concluded. Recommendations implemented.

5.2.4 Community

Table 5.3 Actions to address community issues

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Meeting with long-stay residents	Meetings with long-stay residents are held quarterly to discuss suggestions and issues.	Regularly meet with the long-stay residents.	Meet with long-stay residents every 3 months.	High	FP PM	Program of regular meetings established.	Assess against calendar of meetings.
Tenancy agreements	<p>A legal conveyancing process does not apply to the sale or purchase of a residence in the Holiday Park. A Residential Tenancy Agreement gives the right to occupy the building. Not all occupants have signed a Tenancy Agreement, which requires that the Holiday Park owner is notified of the intention to sell.</p> <p>The Park Rules state that the Holiday Park manager must be advised before a 'For Sale' sign is placed inside the unit.</p> <p>Applications for permanent residency and all other tenancy matters are managed according to the Residential Tenancy Act and the Moveable Dwellings Act.</p>	<p>Ensure the occupation of long-stay sites is formalised.</p> <p>Ensure that prospective purchasers are aware of any encroachments / unauthorised structures.</p> <p>Ensure all long-stay residents are aware of the rules of establishment for relocatable buildings on sites.</p>	<p>Amend the Park Rules so that:</p> <ul style="list-style-type: none"> <input type="checkbox"/> long-stay residents inform the Holiday Park manager of the potential sale of their residence. <input type="checkbox"/> the Holiday Park manager approves new long-stay residents before the sale is completed. <input type="checkbox"/> long-stay residents place a copy of the site plan and approved structures on the Contract for Sale. 	High	FP PM	Park Rules amended.	New Park Rules adopted.
			Execute tenancy agreements with all long-stay residents.	High	PM	Formalise all occupation. Ensure long-stay residents have an executed residential site.	Audit all occupations to ensure compliance with executed residential site.

Table 5.3 Actions to address community issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Encroach- ments	<p>Unauthorised structures such as pergolas, decks and fences encroach on public areas and parts of housing in the long-stay residents' precinct.</p> <p>The Residential Site Agreement describes the residential site (such as the site number) and identifies the size of the site, but no conveyancing is carried out. The seller is not obligated to confirm the legal area of the site.</p> <p>Therefore, buyers are not necessarily aware of unauthorised structures encroaching on community land.</p>	<p>Discourage future encroachments.</p> <p>Manage risks and reduce liability in relation to encroachments.</p>	Amend the Park Rules and add a Special Condition to the Residential Site Agreement that requires prospective sellers to advise Park Management of the intention to sell premises.	High	FP PM	Amendments made to Park Rules.	Assess against area of occupation under Residential Site Agreement. Park Rules amended.
			Amend the Park Rules and add a Special Condition to the Residential Site Agreement that requires prospective sellers to provide a copy of a survey showing the size/area of the site and approved structures to prospective buyers.	High	FP PM	Special condition added to Residential Site Agreement.	Purchasers are aware of any unauthorised structures or encroachments before entering into contracts for sale.
			Add Special Conditions to the Residential Site Agreement that defines clauses 2 – Rent, 11 – Offensive Behaviour, 12 – Use of the Residential Site, and 19 – Alterations and Additions to the Residential Site as “Essential Terms”, of which breaches can lead to the termination of the Agreement.	High	FP PM	Special condition added to Residential Site Agreement.	Assess compliance with Essential Terms of Agreements.
			Commission a survey to identify encroachments and propose a remedy to address the encroachments, especially recent encroachments or unauthorised structures.	High	FP	Undertake a survey to identify encroachments.	Survey completed.
			Remove any future encroachments.	Ongoing	FP EC	Encroachments addressed.	Compliance with terms of Residential Site Agreements.

Table 5.3 Actions to address community issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Enforcement of Park Rules	The Park Rules are regularly breached.	Ensure all new long-stay residents are provided with a copy of the Park Rules.	Regularly remind long-stay residents of their obligations under the Park Rules.	Ongoing	PM	Provide copies of Park Rules with Residential Site Agreements. Meetings with Lakeside Park Residents Association to address Park Rules and Breaches.	Compliance with Park Rules.
			Implement a dispute resolution process when breaches of the Park Rules occur.	Ongoing	PM FP	Dispute resolution process implemented.	Dispute resolution used and outcome adopted.
Boundary between short-stay and long-stay areas	The permanent residents have requested a stronger landscaped buffer between the long-stay residential area and the northern tourist sites to prevent access by non-residents.	Restrict access by short-stay guests to the long-term residents' area. Clearly delineate the boundary between the short-stay area and long-stay accommodation	Fence and landscape the boundary between the long-term residents' area and the short-stay area.	Medium	PM	Appropriate delineation of long-stay area achieved.	Assess effectiveness of boundary treatment.
Amenities building / laundry	The amenities building / laundry in the permanent area is almost obsolete, because toilet and laundry facilities are in most long-stay residences.	Maximise the utility value of all Park assets.	Investigate an alternative use for the amenities building / laundry in the permanent area.	Medium	CDC PM	Investigation completed.	Alternative use adopted.

5.2.5 Economic development and tourism

Table 5.4 Actions to address economic development and tourism issues

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Cabin accomm- odation	<p>The 20 bunk-house cabins in the centre of the Park are beyond their economic life, and do not warrant any further capital or maintenance expenditure. This is because the overall condition of these 25 year old cabins is poor, due to severe deterioration of their structural shells and major structural elements, including external walls, foundations and other structural elements. The Fitness for Purpose of these cabins is generally rated as usable, subject to ongoing repairs to severe deterioration.</p> <p>Due to severe deterioration of these building elements, refurbishment of the cabins is not considered to be a viable option. It is recommended that a program be implemented to replace the cabins over the next three-year period, commencing with those cabins that are in poorest condition.</p> <p>A cabin replacement program will ensure that the associated revenue stream generated is not lost to the income from the Holiday Park.</p>	Provide accommodation to meet market demand.	Remove 20 bunk-house cabins from the cabin precinct, and replace with new (10) cabins.	High	CDC	Bunkhouses cabins removed and new cabins installed.	Utilisation data for new cabins.
		Expand the cabin precinct in the north-east corner.	Investigate the opportunity to provide additional cabin accommodation (30-40) in the North-East Precinct.	Medium	CDC	Investigation completed.	Outcomes implemented.
			Investigate the opportunity to provide a small number of additional cabins (up to 8) in the South-West Precinct.	Medium	CDC	Investigation completed.	Outcomes implemented.

Table 5.4 Actions to address economic development and tourism issues (cont.)

Issue	Background	Strategies	Actions	Priority	Responsibility	Performance target	Means of assessment
Multi-Purpose Function Precinct	A Multi-Purpose Function Precinct incorporating conference facilities that support the operations of the Holiday Park, and possibly a relocated Coastal Environment Centre, is proposed (refer to Section 5.1).	Investigate the demand for and pursue development of the Multi-Purpose Function Precinct that will showcase sustainable development.	Liaise with Business Events Sydney regarding preparing an initial feasibility assessment of developing a conference facility at Sydney Lakeside Holiday Park.	Medium	CDC	Feasibility assessment concluded.	Outcomes implemented.
			If feasible, investigate funding options for construction of the conference facility / Multi-Purpose Function facility.	Medium	CDC	Funding options identified.	Funding committed to construction.
			Investigate construction of the conference facility / Multi-Purpose Function facility.	Medium	CDC	Investigation concluded.	Outcomes implemented.
			Link bookings of the Coastal Environment Centre to accommodation bookings at the Holiday Park.	Medium	CDC F	Bookings linked.	System review to determine effectiveness.
Conference facilities	There is potential for adaptive re-use of the Coach-House to provide interim conference facilities, pending development of the Multi-Purpose Function precinct.	Capture the growing niche market for conference facilities.	Investigate interim solutions to provide conference facilities.	High	CC PM	Investigation concluded.	Outcomes implemented.
Northern Amenities Block	Subject to the outcomes of the investigation into the potential for additional cabins in the North-East precinct, the long term use of the Northern Amenities Building needs to be determined.	Ensure optimal use of built assets.	Investigate the adaptive re-use of this building for other purposes relating to the operation of the Holiday Park.	Medium	CDC	Investigation concluded.	Outcomes implemented.
Coastal Environment Centre	Subject to the outcomes of the investigation into the creation of the Multi-Purpose Function Precinct, the long term use of the existing Coastal Environmental Centre building needs to be determined.	Ensure optimal use of built assets.	Investigate the adaptive re-use of the Coastal Environment Centre building for other purposes relating to the operation of the Holiday Park.	Low	CDC	Investigation concluded.	Outcomes implemented.

Table 5.4 Actions to address economic development and tourism issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Dining facilities	Group bookings are becoming key business.	Capture the niche market requiring catering facilities.	Provide a central dining facility for groups in the cabin precinct.	High	PM	Central dining facility provided.	Utilisation data.
			Provide a commercial kitchen to enable on-site catering to meet dining requirements.	High	CDC FP	Commercial kitchen facility provided.	Utilisation data.
Camping sites	Grass dies off when it is covered by tents, caravans and other structures. Drive-through sites and sites to accommodate larger accommodation vehicles are becoming increasingly in demand.	Reduce maintenance expenditure on camping sites. Meet industry demands for physically larger sites to accommodate 'Big Rigs'.	Construct concrete pads on some camping sites.	Medium	PM	Concrete pads constructed.	Utilisation data.
			Investigate the potential to create physically larger sites in the South East precinct to accommodate larger camping and caravanning requirements	High	PM CDC	Larger 'drive-through' sites created.	Utilisation data.
Storage	There is a lack of storage space for housekeeping equipment such as vacuums in the cabins precinct.	Provide sufficient storage space.	Consider existing alternatives for storage, such as the North Amenities Building.	Medium	PM FP	Options investigated.	Outcomes implemented.
Ensuites	Ensuites in the camping / caravan area are in high demand.	Capture the niche market requiring ensuites.	Construct more ensuites in the camping / caravan area to meet increasing demand.	High	PM FP	Additional ensuites constructed.	Utilisation data.
Laundry facilities	Upgraded laundry facilities and replacement of appliances which are beyond their economic life are required over time.	Ensure that laundry facilities meet demands and satisfy rating requirements.	Upgrade laundry facilities and appliances.	Medium	CDC PM	Upgraded laundry facilities and appliances in place.	Survey to measure user satisfaction.
Bookings at peak times for high demand sites	Bookings are taken according to availability of sites.	Ensure fairness in allocating high demand sites at peak times.	Investigate options for equitably allocating prime villas, bungalows and camping sites at peak times (ballot, first in etc.).	Low	FP	Alternative site allocation mechanisms investigated.	Outcomes considered.

Table 5.4 Actions to address economic development and tourism issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Use of amenities blocks by Coastal Environment Centre users	The southern amenities block in the tourist precinct may be required to service the needs of large organised groups visiting the Coastal Environment Centre. Sudden use of these facilities by unexpected, large groups can lead to a lack of cleanliness, shortages in supplies, and liability issues arising from lack of supervision.	Facilitate use of the southern amenities block by groups visiting the Coastal Environment Centre, without compromising security and cleanliness of the amenities block for Holiday Park guests.	Negotiate use of the southern amenities block by CEC users and cleaning supply replacement, supervision and cost arrangements with the Holiday Park manager when group bookings for the CEC are taken.	Ongoing	CEC	Arrangements formalised and implemented.	Monitoring of arrangement to ensure satisfactory outcome.
Capital replacement and improvement	A forward program for capital replacement and improvements is required.	Adopt a total asset management philosophy to plan and budget for life-cycle costs and capital upgrades.	Prepare a full Asset Management Plan for the Holiday Park to identify costs and timing for capital replacement and improvement.	Medium	CDC	Asset Management Plan prepared.	Capital improvement and replacement program in place to support budget preparation.
		Develop and implement an asset management process.	Prepare a full Asset Management Plan for the Holiday Park to determine and cost all required maintenance activities.	Medium	UI	Asset Management Plan prepared.	Maintenance program in place to support budget preparation.
			Develop and implement programs for planned, preventative, emergency and reactive maintenance.	Ongoing	UI	Rolling maintenance program developed.	Condition audit.

Table 5.4 Actions to address economic development and tourism issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Economic development	The Holiday Park plays an important role in fostering economic development in terms of tourism, local business participation, education and training.	Acknowledge and promote the key economic development benefits generated by a locally significant tourism operation.	Review and assess the economic benefits and potential of the Holiday Park in terms of local employment, multiplier effects, relationships with local business, and commercial development opportunities.	Medium	CDC	Review undertaken and economic benefits quantified.	Quantitative assessment.
Eco-tourism	There are opportunities to capture the emerging market for eco-tourism.	Translate demands for eco-tourism into demands for accommodation within the Holiday Park.	Undertake an assessment of the nature and extent of the eco-tourism market and the number of bed-nights that this market might generate.	Medium	CEC PM CDC	Market assessment undertaken.	Bed-nights derived from this market.

5.2.6 Cultural

Table 5.5 Actions to address cultural issues

Issue	Background	Strategies	Actions	Priority	Respons- ibility	Performance target	Means of assessment
Aboriginal culture and heritage	Ongoing identification and management of Aboriginal culture and heritage	Celebrate Pittwater's indigenous culture to create a vibrant culture.	Commission the Aboriginal Heritage Office to conduct a site survey to identify potentially significant sites/ artefacts.	Medium	CDC AHO	AHO satisfaction with process to identify, preserve and protect items	Assess management practices against the protection regime
		Preservation of any evidence of the Guringai peoples' association with the land and natural environment.	Undertake on-site monitoring of activities that may affect items of significance.	Medium	CDC AHO		
			Make recommendations for actions to protect potentially significant items.	Medium	CDC AHO		
			Undertake inspections of the site when works are proposed.	Medium	CDC AHO		
Local history and preservation for future generations	The holiday park site has a varied history, including that it was formerly known as "Tent City" because it provided a home for people affected by the Great Depression of the 1930's.	Ensure that the local history of the area is preserved for future generations.	Document historical and photographic records of the "Tent City", and display these photographs in appropriate locations.	Medium	CDC PM	Assembly of records and material for display	Verification of records
		Promote historical linkages with current usage. Retain the historical essence of the "Tent City" during the Great Depression.	Assemble photographic displays in the proposed Multi-Purpose Function Centre to emphasise the historical use of the area.	Low	CDC PM	Displays held	Feedback and commentary

Table 5.5 Actions to address cultural issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- ibility	Performance target	Means of assessment
Association with camping and holiday memories	The Holiday Park site has been used for camping for nearly 100 years.	Retain a significant number of camping sites to meet the demand for this low-cost holiday experience, and to retain the connection with the long-standing use of the area as a site for camping.	Ensure that a minimum of 150 camping sites remain available for camping/caravanning.	Medium	CDC PM	150 camping sites retained	Verification on-site and demand
Cultural asset and initiatives	The proposed Multi-Purpose Centre will be an appropriate venue for exhibitions and displays of local historical and cultural aspects.	Promote Pittwater's cultural assets and encourage visitors. Provide appropriate facilities to cater for cultural activities and opportunities.	Use the proposed Multi-Purpose Function Centre as a venue to provide exhibition space for local history / cultural initiatives and displays.	Low	CDC PM	Number of displays and initiatives conducted	Visitation numbers
Natural environment	The natural coastal and lagoon setting of the Holiday Park adds to its significance as a cultural asset.	Maintain and promote the natural environment as a cultural asset. Increase environmental awareness and sustainable development.	Promote the programs conducted by the CEC to promote environmental awareness.	Ongoing	CEC	Number of programs	Number of participants

5.2.7 Access

Table 5.6 Actions to address access issues

Issue	Background	Strategies	Actions	Priority	Responsibility	Performance target	Means of assessment
Pedestrian access from the foreshore	A need has been identified to provide a suitable means of separating the tourist sites and Holiday Park amenities from the foreshore area, from operational and risk management viewpoints (insurance, security, theft prevention). Installation of a fence separating the Holiday Park from the foreshore and Coastal Environment Centre was endorsed in the adopted Lakeside Park Plan of Management (1996) as a possible solution.	Separate the tourist sites from the foreshore.	Provide a suitable temporary barrier between the foreshore and the Holiday Park at peak times.	High	RRBS	Delineation of the Holiday Park from foreshore areas.	Feedback from Holiday Park guests, CEC and the public.
		Improve security and risk management of the Holiday Park.	Investigate measures to separate tourist sites from the public foreshore area.	High	RRBS	Delineation of the Holiday Park from foreshore areas.	Feedback from Holiday Park guests, CEC and the public.
Pedestrian access from Walsh Street	Unauthorised public access from Walsh Street to the long-stay area occurs.	Effectively manage access to and security of the Holiday Park.	Identify measures to control pedestrian access from Walsh Street.	High	RRBS	Measures identified and implemented.	Feedback from long-stay residents.
Visitor's carpark	It is difficult to obtain a parking space in the visitors' carpark at times.	Ensure that only appropriate users occupy visitors' parking spaces.	Investigate options to increase spaces or improve turnover of parking spaces in the visitors' carpark.	Medium	CDC FP	Options investigated and implemented.	Number of complaints.
Internal roads	Expansion joints in internal roads are opening.	Ensure internal roads are in good condition.	Investigate repairing internal roads in the Asset Management Plan.	Medium	UI	Investigation complete and maintenance measures identified.	Condition audit.
External access road	The single gravel shoulder to the narrow Lake Park Road affects the safe passage of vehicles (particularly wide towed caravans) to the Holiday Park. Vehicles are often forced on to the pot-holed gravel shoulder when facing on-coming traffic.	Minimise vehicle conflicts at the entrance to the Holiday Park.	Seal the gravel shoulder to Lake Park Road as part of the pavement maintenance program.	High	UI	Sealing of shoulder achieved.	Inclusion in pavement maintenance program.

5.2.8 Education

Table 5.7 Actions to address education issues

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Educational partnerships	There is an unique partnering opportunity between the Coastal Environment Centre and the Holiday Park to promote environmental education and eco-tourism.	Create stronger linkages, pursue commercial opportunities, and establish commercial partnerships between the Holiday Park and the Coastal Environment Centre.	Investigate opportunities to undertake joint initiatives that capitalise and promote both the Coastal Environment Centre and the Holiday Park.	High	CEC CDC PM	Identify areas for joint initiatives.	Number and benefit of joint initiatives.

5.2.9 Management

Table 5.8 Actions to address management issues

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Management contract	The current management contract expires in June 2010.	Approach the market to ensure a commercially viable management arrangement is in place.	Seek competitive public tenders from professional managers to manage the Holiday Park.	High	CDC	Tenders called. Tenders assessed.	Decision by Council.
			Issue a new management contract and appoint a manager of the Holiday Park.	High	CDC	Management team appointed.	Management agreement executed by Council.
Leases, licences and other estates	Management of the Holiday Park must comply with relevant legislation.	Ensure leases, licences and other estates are expressly authorised.	<p>This Plan of Management expressly authorises:</p> <ul style="list-style-type: none"> <input type="checkbox"/> A lease or similar arrangement (such as a management agreement) for the management of the Holiday Park for a maximum term of 21 years. <input type="checkbox"/> Residential tenancy agreements for occupants of the long-stay area. <input type="checkbox"/> Leases / licences that are consistent with Section 6.2.3 of this Plan. <input type="checkbox"/> Other leases / licences for the Coastal Environment Centre and the Multi-Purpose Function Precinct. 	High	CDC FP	Appropriate leases, licences and other estates are entered into.	Compliance with regulatory regime.

Table 5.8 Actions to address management issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Management building	The management / office building is not large enough for its current and intended functions, such as staff meetings, sale of basic groceries, and equipment hire.	Ensure effective asset management and fitness for purpose.	Extend / replace the management office / building as part of the Asset Management Plan.	Medium	CDC	Appropriate accommodation in place to meet needs.	Feedback from park management.
Managers' residence	The manager's residence requires maintenance to bring it up to an acceptable standard.	Ensure effective asset management and fitness for purpose.	Upgrade the manager's residence as part of the Asset Management Plan.	Medium	CDC	Upgrade to meet needs and ensure fitness-for-purpose.	Feedback from park management.
Market opportunities and industry trends	Ensure that the Holiday Park identifies and targets market opportunities and responds to emerging industry trends to ensure quality of the offering and ongoing viability	Undertake market research and participate in key industry groups to identify industry trends	Review the market intelligence and niche market opportunities identified in the Foresight Management Group research and update this market review as required; Actively participate in key industry groups to ensure currency of information on emerging markets, industry trends and opportunities	High	PM	Market intelligence reviewed and updated as required. Participation and membership of key industry groups.	Marketing initiatives reflect niche opportunities. Number of groups and updated market intelligence.

Table 5.8 Actions to address management issues (cont.)

Issue	Background	Strategies	Actions	Priority	Respons- -ibility	Performance target	Means of assessment
Site size and function	There is demand for larger serviced camping sites to accommodate drive-through sites for caravans/ motor-homes known as 'Big Rigs'.	Position Sydney Lakeside Holiday Park to capture this emerging niche market.	Further research the market intelligence that shows the market segment for large serviced sites is growing and that demand is not satisfied.	High	CDC PM	Research undertaken and marketing initiatives reflect opportunities.	Outcomes implemented.
			Review the infrastructure required to support these sites.	High	CDC PM	Review completed.	Outcomes implemented.
Liquor Licence	As part of the long term development of the Holiday Park, there may a desire to offer food and beverages to cater for functions and conferences held in or associated with the Holiday Park. This is not a proposal for an "off-licence" for the Holiday Park to sell alcohol to the public.	Ensure appropriate services and facilities are available for users of the Holiday Park.	Review the legal framework for obtaining a liquor licence.	Medium	CC	Review completed.	Outcomes implemented.
			Undertake a full search of legal title to determine the ability to obtain a liquor licence.	Medium	CC	Search completed.	Outcomes implemented.
Public purpose	The proposed Multi-Purpose Function precinct may require a change in the public purpose of Crown land from Public Recreation to Community or Tourism Purposes.	Provide for future growth and development of the Holiday Park.	Liaise with the Land and Property Management Authority (LPMA) about changing the public purpose of Crown Land to be occupied by the Multi-Purpose Function precinct.	Low	FP	Liaison and discussion with LPMA.	Public Purpose changed if appropriate.

6 IMPLEMENTATION AND REVIEW

6.1 Permitted future uses and developments

6.1.1 Introduction

It is not possible to forecast every activity, development or structure that may occur at Sydney Lakeside Holiday Park in the future. New activities, developments and structures may be proposed in response to an application for use of Sydney Lakeside Holiday Park, or because funding or another opportunity becomes available, or to address a need or management issue that may not be evident when preparing this Plan of Management.

This section defines the range of activities that can occur and the facilities and structures that can be built at Sydney Lakeside Holiday Park. It also identifies the need or otherwise for development consent for a proposed activity, and provides guidelines to assist Council to assess and determine any Development Applications.

Guidelines for assessing the appropriateness of new activities, developments and structures in Sydney Lakeside Holiday Park are outlined below.

6.1.2 Legislative requirements

Community land

Under the *Local Government Act 1993*, uses and developments of land categorised as community land must be consistent with the guidelines for categorisation and the core objectives of the relevant category.

Leases, licences and other estates over community land must follow the requirements of the *Local Government Act 1993* for leases, licences and other estates.

Crown land

Principles of Crown land management

Crown land must be generally used and managed according to the principles of Crown land management under Section 11 of the *Crown Lands Act 1989* (refer to Section 3).

Public purpose

Any proposed use or development of Sydney Lakeside Holiday Park must be in the first instance ancillary to and supportive of the public purpose. Sydney Lakeside Holiday Park is partly Crown land that is reserved for the public purpose of Public Recreation. The uses, activities, developments and agreements for its use are determined by what is acceptable under the public purpose. The public purpose, in conjunction with the zoning and other provisions in the Pittwater Local Environmental Plan, determines the permissible uses.

Permissible uses

The Reserve Trust must consider certain issues when deciding whether a particular land use or development on Crown land is appropriate, including the:

- ☐ compatibility of the proposal with the notified public purpose of the reserve.
- ☐ impact on the existing use of the reserve.
- ☐ compatibility with the vision and management objectives established for the reserve.
- ☐ need for the proposal and whether it will promote and be ancillary to the use and enjoyment of the reserve, as distinct from satisfying a requirement generated by an adjoining property or by an independent or collateral community need.
- ☐ advantage and benefit that the development would bring to the normal reserve user.
- ☐ management responsibility and public availability of the development to reserve users.
- ☐ need for a lease and its draft terms, conditions and rental that would apply.

Proposed uses or developments must also accord with the principles of Crown land management, case law (for the public purpose of Public Recreation), policies, and requirements for leasing and licensing outlined below.

The Reserve Trust will have the ongoing responsibility to provide care, control and management of Crown Land in this reserve in accordance with the *Crown Lands Act 1989*. It is important that all parcels of Crown Reserve are managed according to the *Crown Lands Act 1989*, as well as within the broader context of all land under Council's control.

Case law

Case law judgements influence the policy and practice of the Land and Property Management Authority, and Pittwater Council as the manager of the Reserve Trusts, to assist in defining acceptable uses and activities on Crown reserves for Public Recreation.

Principles established by case law are:

- ☐ use of the reserve must be consistent with the public purpose for which the land is dedicated or reserved. This includes uses ancillary to or supportive of the reserve purpose.
- ☐ improvements and developments to land which is reserved or dedicated are confined to those which support, or are ancillary to, the public purpose of the reservation. Such improvements and developments would include a kiosk on a reserve for Public Recreation.
- ☐ a reserve cannot be used for a purpose relating to an activity that is occurring off the reserve and that is not consistent with the reserve purpose. For example, car parking on a Crown reserve for Public Recreation that serves an adjoining land use would not be acceptable.
- ☐ land reserved or dedicated for public recreation must be open to the public generally as a right. Exclusive use of the reserve should be minimised to avoid sections of the community becoming alienated from using the reserve. The public may only be restricted from access to parts of the reserve and buildings if it is necessary for the public's enjoyment of the reserve or for health and safety reasons to be excluded, for example from a workshop, equipment storage or operational facilities.

- ☐ access as of right does not mean entirely free access. Reasonable entry fees and charges may be imposed, as well as other legal constraints to entry such as those relating to health and safety for example.
- ☐ a lease or licence must be consistent with the reason or purpose of the land's reservation or dedication.

Equity of access for the broader community to the Crown reserve will be achieved via the "Pelican Path" that provides a physical connection between Pittwater Road, Lakeside Park, the Narrabeen Lagoon foreshore, and North Narrabeen beach and rock pool.

Equity of access to camping and caravan sites on the Crown reserve, particularly in high demand periods such as Christmas-New Year, will be achieved by investigating options for equitably allocating prime sites (refer to **Table 5.4**).

Public access along the foreshore of Narrabeen Lagoon should be maximised by incorporating appropriate setbacks for camping / caravan park sites and car parking.

Parking areas on the reserve should not compromise the environmental values of the reserve, or the ability of the broader community to access the foreshore of the lagoon.

Policies

Uses of Crown land must also be consistent with any relevant policies relating to Crown lands, such as the Food and Beverage Policy that is applicable to restaurants, cafes, kiosks and the like.

Leases and licences

Refer to **Section 6.2** and **Appendix C** for requirements for leases and licences on Crown reserves.

Development application requirements

Reserve Trusts are "public authorities" as defined in the Environmental Planning and Assessment Act. Under Clause 49 of the Environmental Planning and Assessment Regulation 2000, consent in writing of the owner of the land for a development application is not required when a public authority, before making the application, serves a copy of the application on the owner.

Activity and development approval

Under Pittwater Council's Local Environmental Plan (LEP), Plans of Management define permissible development, activities and uses within 6(a) Open Space Recreation areas. Consequently, this Plan of Management establishes a framework which identifies when development consent is required and heads of consideration to guide the determination of development applications.

Generally, activities and developments that will be permissible at Sydney Lakeside Holiday Park are consistent with the Local Government Act core objectives and Council's objectives for the Holiday Park. Larger scale activities and developments that are still consistent with the core objectives and objectives will be subject to development consent procedures under the *Environmental Planning and Assessment Act 1979*. This Plan of Management would be an important supporting document for the required development and building applications for proposed works.

Permissible activities and developments listed in **Table 6.1** that do not require development consent may require a permit from Council, such as minor works associated with the operations of the Holiday Park (for example playgrounds, landscaping and the like). The Park Manager is responsible for submitting the permit application, including any permit application from a permanent/long-stay resident, to Council's Principal Officer - Commercial. Day-to-day use of Sydney Lakeside Holiday Park is managed by the Park Manager.

Any approval or permit issued shall be governed, inter alia, by the provisions of the *Residential Parks Act 1998*; and the *Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005*.

Pittwater Council requires that an application form is completed for any desired modifications to existing dwellings and associated structures or installation of new moveable dwellings on permanent / long stay sites. Council's Finance (Property) section assesses such applications. Standard conditions of approval are issued to applicants, which relate to hours of work, safety of contractors, setbacks from other dwellings, stormwater drainage, and external colours and finishes. Compliance with the Park Rules (**Appendix A**) during construction and after occupation is required.

Any Development Applications, proposed works and major management issues will be advertised to residents for their information and to invite comment.

6.1.3 Permitted activities and developments

General

The following principles will assist Council to determine an application for either development consent or a permit in Sydney Lakeside Holiday Park. Activities and developments that are permitted within Sydney Lakeside Holiday Park should be consistent with:

- ☐ the objectives of this Plan of Management (Section 1).
- ☐ relevant legislation (Section 3.1), particularly the *Crown Lands Act 1989* and *Local Government Act 1993*.
- ☐ the categorisation of and core objectives for community land, and the public purpose of Crown land.
- ☐ the zoning under the Pittwater Local Environmental Plan (Section 3).
- ☐ values of Sydney Lakeside Holiday Park (Section 4).
- ☐ objectives for Sydney Lakeside Holiday Park (Section 4).
- ☐ the future roles of Sydney Lakeside Holiday Park (Section 4).
- ☐ additional guidelines for assessing future uses and developments:
 - the activity must not generate excessive noise, particularly at night and early morning.
 - there should not be more than ten events requiring development consent held in any one calendar year.
 - if development consent or a permit is granted, a condition should be imposed requiring cleaning up and repair of any damage to the Park.
 - a bond (commensurate with the scale of the event) may be imposed as a guarantee of conformance to the approval requirements.

The Holiday Park component of Crown Reserve 49115 should contain a mix of camping and caravan facilities to cater for the public recreational needs of the broader community. "Holiday vans" (ie. "annuals" that are used on a regular basis) are not suitable on reserves for Public Recreation.

Examples of permissible activities and developments are listed below.

Table 6.1 Permissible facilities and activities

Permissible uses not requiring development consent (these may require approval under Part V of the EPA Act 1979)	Permissible uses requiring development consent	Prohibited uses including (but not limited to the following)
<p>Minor works associated with Park maintenance and improvements (such as landscaping and planting, erecting temporary and permanent fences under 3 metres in height, maintenance and repairs to existing buildings and facilities, security devices).</p> <p>Activities and works consistent with the Plan of Management, including installation of pre-fabricated cabins and the like, moveable dwellings and associated structures, carports, alterations and additions to existing structures and construction/ demolition/ addition/ alteration of structures that are ancillary or incidental to the Holiday Park; and associated earthworks</p> <p>Temporary activities/functions, developments (including the erection of temporary structures) or events for social, cultural, recreational and economic benefit of the community, consistent with the Local Government Act core objectives and Council objectives for Sydney Lakeside Holiday Park that do not exceed one of the following criteria:</p> <p>(a) The number of participants and on any one day of an event does not exceed 2000; or</p> <p>(b) Activities may only occur during the period 7:30 am to 10:30 pm Monday to Saturday, but 8:00 am to 8:00 pm Sunday; or</p> <p>(c) Activities do not occur over a total of more than 3 continuous days</p> <p>Temporary activities, developments or events requiring a lease, licence or other estate under the Local Government Act</p> <p>Recreational facilities (such as swimming pool, playground equipment/structures)</p>	<p>Multi – Purpose Function precinct – construction of conference facilities, community facilities, educational facilities, and the like and associated facilities/ structures/ infrastructure</p> <p>Temporary activities, developments or events consistent with the Local Government Act core objectives and Council objectives for Sydney Lakeside Holiday Park that exceed one of the following criteria:</p> <p>(a) The number of participants and/or spectators on any one day of an event will exceed 2000; or</p> <p>(b) Activities will occur outside the period 7:30 am to 11:30 pm Monday to Saturday, or 8:00 am to 8:00 pm Sunday; or</p> <p>(c) Activities or temporary facilities will occur over a total of more than 3 continuous days</p>	<p>Extractive industries</p> <p>Private vehicular and other access to adjoining lands</p> <p>Dumping of refuse (other than importing of fill for approved or permitted works)</p> <p>Vegetation removal not in accordance with Council's tree preservation and management order or the Plan of Management</p> <p>Private alienation of, or encroachment into, the Holiday Park</p> <p>Development and temporary activities or events not consistent with Local Government Act core objectives or Council objectives for Sydney Lakeside Holiday Park</p> <p>Domestic drainage outlets into the Park</p> <p>Recreational motor sports (including four wheel driving, motorbike riding and the like)</p>

Table 6.1 Permissible facilities and activities (cont.)

Permissible uses not requiring development consent (these may require approval under Part V of the EPA Act 1979)	Permissible uses requiring development consent	Prohibited uses including (but not limited to the following)
<p>Minor public drainage, stormwater infrastructure, installation of rainwater tanks, and installation of water harvesting / reuse systems.</p> <p>Water, sewer, gas, electricity and telephone supply and reticulation</p> <p>Shelters, shade structures, park furniture, picnic/barbecue facilities, amenities blocks, garbage areas, viewing platforms and the like, consistent with the Plan of Management</p> <p>Landscaping work, tree lopping and trimming, bush regeneration, land restoration works and the like</p> <p>Compliance, directional, interpretive, identification and safety signage</p> <p>Filling (to maximum depth of 500mm) levelling, grading and top-dressing</p> <p>Car parking areas, road works and footpaths, vehicle entry and traffic management devices, and overflow parking</p> <p>Temporary advertising</p> <p>Filming and photography</p> <p>Lighting</p> <p>Low intensity commercial use (subject to licence approval) for retail, café, kiosk or restaurant development</p> <p>Animal control and eradication</p> <p>Small scale retail operations associated with the normal administrative functions of the Park, including vending machines, ice machines, sale of drinks and small items (including groceries and food)</p> <p>Mobile food and beverage vending</p> <p>Emergency equipment such as fire hydrants and hoses</p> <p>Exempt and complying development under the Pittwater Local Environmental Plan</p>	<p>Mobile phone towers and associated equipment</p> <p>Filling greater than 500mm in depth</p> <p>Helicopter landing sites (except for emergency use)</p>	<p>Advertising of a permanent nature</p> <p>Gaming</p> <p>Equestrian activities</p> <p>Storage of water craft/equipment below Mean High Water Mark</p> <p>Riding of trail bikes</p>

Express authorisations

Uses and developments that are expressly authorised by this Plan of Management are:

- ☐ leases, licences or other estates for proposed facilities/structures shown on the Future Direction Plan (**Figure 5.1**).
- ☐ ongoing management of the Holiday Park by either management agreement, lease agreement or similar arrangement for a maximum term of 21 years.
- ☐ other leases / licences for the Coastal Environment Centre and the Multi-Purpose Function Precinct.
- ☐ short-term licences for any permissible use defined in Section 6 and consistent with the objectives of this Plan of Management (**Section 4**).
- ☐ granting of a Residential Site Agreement for residential sites, excluding encroachments.

Requirements for habitable structures

A portion of the Holiday Park that is less than 3.2 metres AHD is flood liable (**Figure 2.3**). Council has an adopted flood policy for the area to minimise damage caused by flood events. As such, no habitable structure including a relocatable home, rigid annexe or associated structure is to be installed on that portion of the Holiday Park without prior approval from Council. The floor level of any refurbishment, including alterations and/or additions of habitable structures, should be a minimum of 3.2 metres AHD. This practice is currently applied to habitable structures in the Holiday Park (both long term/permanent and short term accommodation). The flood planning level needs to be continually applied to habitable structures in the Holiday Park.

During flood events, while the flow velocity of inundation is low, it is important that habitable structures in the Holiday Park retain their integrity. This can be achieved by ensuring that structures are effectively tied-in to the ground. This practice is currently implemented and should be continued for habitable structures. This practice is consistent with the regulatory regime established under the *Local Government (Local Government (Manufactured Home Estates, Caravan Parks, Camping Grounds and Moveable Dwellings) Regulation 2005*.

6.1.4 Scale and intensity of future uses and development

The scale and intensity of permissible future uses and development in Sydney Lakeside Holiday Park is dependent on:

- ☐ the nature of the approved future activities and developments.
- ☐ the Future Directions plan for Sydney Lakeside Holiday Park (**Section 5.1**).
- ☐ the carrying capacity of the Holiday Park and its facilities.
- ☐ feedback from permanent residents and holiday guests.
- ☐ approved Development Applications, permits, leases and licences.

In assessing the suitability of Sydney Lakeside Holiday Park as a venue for temporary activities, functions and events, Pittwater Council will apply the following criteria that such activities should:

- ☐ not result in physical damage to Sydney Lakeside Holiday Park.
- ☐ be generally available to all sectors of the community.

- ☐ not result in a significant impact on adjoining residents or other users of Sydney Lakeside Holiday Park.

Organisers of the event should be responsible for cleaning up the site and repairing any damage that may occur.

Impacts of future uses and developments on the Holiday Park and its users should be regularly monitored, and appropriately managed.

6.2 Leases and licences

6.2.1 What are leases and licences?

A lease will be typically required where exclusive use or control of all or part of Sydney Lakeside Holiday Park is desirable for effective management. A lease may also be required due to the scale of investment in facilities, the necessity for security measures, or where the relationship between a major user and facilities in Sydney Lakeside Holiday Park justify such security of tenure.

Licences allow multiple and non-exclusive use of an area. A licence may be required where intermittent or short-term use or control of all or part of Sydney Lakeside Holiday Park is proposed. A number of licences for different users can apply to the same area at the same time, provided there is no conflict of interest.

Leases and licences can be established by the Council for public or private purposes, providing they are consistent with the objectives of this Plan of Management, and that the residential and environmental amenity of surrounding areas is maintained.

Licences and leases for the use of the subject land for activities need to be permissible under the *Local Government Act 1993*, *Crown Lands Act 1989*, the Pittwater Local Environmental Plan, this Plan of Management, and pursuant to Development Consent if required. Legislation relevant to leases and licences is in **Appendix C**.

6.2.2 Existing leases and licences

There are no current leases or licences applying to Sydney Lakeside Holiday Park.

Management agreements have been in place for some 20 years which were re-tendered in early-mid 2010. A new 10 + 5 year management agreement will be entered into, commencing 1 July 2010.

6.2.3 Authorisation of future leases and licences

Leasing and licensing will be in accordance with the objectives and principles of Council's adopted annual Management Plan. Depending on the nature of the proposed lease or licence, Council would develop specific objectives and conditions tailored to the proposal.

Future leases and licences are expressly authorised by this Plan of Management if they meet the guidelines for permissible activities and developments (Section 6.1.3), are consistent with the examples of permissible activities and developments in **Table 6.1**, and satisfy the broad objectives for the Holiday Park set out in Section 4.

6.2.4 Guidelines for assessing proposed uses under lease or licence

In considering whether to grant any lease or licence, the Trust (for Crown land) and Council should take into account the consistency of the proposal with the values and objectives of this Plan of Management, particularly regarding:

- ☐ whether the use/activity is in the public interest.
- ☐ whether the use / activity is consistent with the public purpose of Crown land and the categorisation of community land.
- ☐ whether the use/activity would not cause any significant detrimental impact on the reserve or on the local community.
- ☐ the impact of the lease/licence on the public/private space of the reserve.
- ☐ the impact on maintaining the reserve as one cohesive open space.
- ☐ compatibility with zoning and other Council requirements.
- ☐ provision of benefits and services or facilities to the users of the land.
- ☐ responsibility of the lessee/licensee for ensuring the area is maintained to a standard which is acceptable to Council.
- ☐ the need to define the times the land or facility will be available for use by the lessee/licensee.
- ☐ any fixed or temporary outdoor lighting of areas to be allowed only between the hours identified in the lease/licence.

Further considerations that may affect leases and licences are:

- ☐ fees can be charged as part of a lease or licence and will be commercially based.
- ☐ the lessee or licensee should take out public risk insurance and produce certificates of currency as required.
- ☐ use of the premises by the lessee or licensee is restricted to only those activities authorised in the lease or licence.
- ☐ no assignment, transfer or sub-letting etc. will be permitted without Council's consent.
- ☐ ownership of improvements should be dealt with in the lease or licence.
- ☐ a lease (5 years or more) should be registered on the land title.
- ☐ a licence can be terminated by either party.

6.3 Funding sources

6.3.1 Introduction

There are various approaches that Council and the Reserve Trust can take in funding the implementation of this Plan of Management. Pittwater Council, as Trust Manager and land owner, is likely to fund most of the proposed improvements to Sydney Lakeside Holiday Park, with assistance from other parties.

6.3.2 Reserve Trust proceeds

Under Section 106 of the *Crown Lands Act 1989*, the Minister may direct that proceeds from a sale, lease, easement or licence (including a temporary licence) of a Crown reserve be paid to:

- ☐ another Reserve Trust to be used for care, control and management of the other Trust's reserve.
- ☐ the Consolidated fund or to a Public Reserves Management Fund under the *Public Reserves Management Fund Act 1987*.

The Public Reserves Management Fund provides loans or grants that assist Crown Reserve Trusts in the management, planning and development of Crown reserves. The fund principally relies on levies on coastal caravan parks, and repayments of loan principal and interest. Coastal Reserve Trusts which operate caravan / Holiday Parks pay a levy into the Public Reserve Management Fund from the revenue generated by the parks. This caravan park levy income is only available for park improvements to those reserve trusts that pay such levies.

A levy on the proceeds from leases and licences that can then be applied for the care and maintenance of Crown reserves also contributes to the Public Reserves Management Fund. Funds are distributed on a merit basis to Trusts that apply for grant funds for specific projects.

In the absence of a direction from the Minister, the proceeds from a reserve shall be invested or applied for the general purposes of the Reserve Trust.

6.3.3 Council funding

General

The implementation of this Plan of Management is achieved through its linkage with Council's Management Plan, Operational Budget, and Capital Works Program. Funding is integral to implementing the Plan.

Funding arrangements for the Holiday Park need to address recurrent costs of management and maintenance, together with capital costs for new facilities or upgrading works. Council currently funds management and maintenance costs through its annual budget allocation, and uses capital funds for capital and non-recurrent works.

Funding for construction of new facilities is generally through the annual budgeting process, but special projects may be partly funded through State Government grant allocations, which may involve matching funding from Council.

Staging of works will need to occur because Pittwater Council cannot meet the cost of every single item of work proposed at one time, due to other financial commitments throughout the local government area. Actions listed in the Action Plans have been prioritised, which will assist in preparing forward work programs and annual budgets. This Plan will therefore provide direction for future works in the Holiday Park.

Partnerships

There is an opportunity to develop further partnerships with third parties in relation to improvements and ongoing management of the Holiday Park.

Income from use of the Holiday Park

Income from Sydney Lakeside Holiday Park is generated by site fees from permanent residents, tourist accommodation fees, and other minor sources.

6.3.4 Resident rental payments

Residents of the long-stay area are required to pay a market rent. Rentals of long-stay sites are currently increased by CPI plus 1% each year until 20 July 2011. A new arrangement will be entered into with residents of the long-stay area for the following the expiration of the current arrangement.

6.3.5 Grants

A number of Commonwealth and State Government grants are available to assist with capital works in the Holiday Park. While not exhaustive, the following list gives an indication of the range of available grant programs through which improvements to Sydney Lakeside Holiday Park consistent with their size, catchment and intended uses could be funded.

Table 6.2 Potential sources of grant funding

Grant	Organisation	Purpose
Commonwealth		
Community Water Grants	Department of Environment and Heritage	Offers grants to help local community organisations to save, recycle or improve the health of their local water resources. Grants are available for projects related to water saving and efficiency, water recycling, and water treatment to improve surface and groundwater health.
State		
Public Reserve Management Fund	Land and Property Management Authority	Assists Crown Reserve Trusts in the management, planning and development of Crown reserves.
Environmental Trust: Integrated Environmental Program	Department of Environment and Conservation	Environmental restoration and rehabilitation to prevent or reduce pollution, waste or other environmental degradation.

6.3.6 Commercial partners

Council anticipates that the long-term management of the Holiday Park will continue the philosophy of partnering with the park management. This partnering approach is based on the foundations of co-operation and mutual benefit. Partnering can deliver mutually beneficial outcomes based on sharing risks and rewards. It could be anticipated that commercial partners could contribute capital for improving the facilities of the Holiday Park in the future.

6.4 Reporting

The Park Manager reports to Pittwater Council on the finances and operation of the Park on a quarterly and annual basis.

Under Section 122 of the *Crown Lands Act 1989*, a Reserve Trust must furnish a report on its activities for the previous financial year to the Land and Property Management Authority. Contents of such reports are listed in Clause 32(2) of the *Crown Lands Regulation 2006*.

6.5 Implementation of this Plan of Management

Once Council adopts this Plan of Management and the Land and Property Management Authority approves it, it is incumbent on the Reserve Trust to “carry out and give effect to it” (Section 114 of the *Crown Lands Act 1989*). The Trust must only allow operations or development that is in accordance with the Plan of Management.

Implementation of the Plan of Management will be monitored annually with the preparation of annual performance standards and capital works programs. Performance standards and works programs for administration, maintenance and upgrading works are revised each year to meet allocated budgets and works priorities determined in Council’s annual Management Plan.

Funding for management of the Holiday Park will be sought from a range of government, Council, corporate and community sources on an ongoing basis.

6.6 Review of this Plan of Management

This Plan of Management is intended to be reviewed and updated within five years, ie. by 2015, with a major review by 2020. It should be updated to reflect changing community and Council priorities and issues, to take into account changes in legislation or Ministerial directions, and to recognise completed actions. Review of this Plan of Management should also take into account the outcomes of periodic reviews of Council’s strategic and operational plans.

The Action Plan tables have a shorter life and therefore require more frequent reviews and updating. The Action Plan tables should be reviewed and revised yearly in accordance with Council’s budgets, Capital Works Program and changing priorities.

REFERENCES

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APPENDIX A

Park Rules

The occupation, use and enjoyment of the Holiday Park by residents and guests is guided by the prevailing Park Rules. The Park Rules are made under Clause 64 of the *Residential Parks Act 1998* and can be amended from time to time.

The Park Rules for Sydney Lakeside Holiday Park are currently being revised in conjunction with this Plan of Management and issues addressed therein.

The current Park Rules are set out below:

SYDNEY LAKESIDE NARRABEEN

Park Rules are for the benefit of all residents

A. VEHICLES

1. The speed limit within the park is 8 km/h.
2. Vehicles are to be parked within site boundaries. No vehicles are to be parked on Park roadways.
3. Car-washing is not permitted in the roadway.
4. Tenants are permitted to carry out minor repairs to vehicles and boats.
5. Boomgate cards are not transferable. A charge will be payable for Replacement for lost cards.
6. Visitors' vehicles are to be parked outside in the carpark. By arrangement on an occasional basis, the Park Manager may authorise otherwise.

B. NOISE AND NUISANCE

The 1992 Code of Practice puts a responsibility on the Park Management To safeguard, in a sensible and prudent manner, the resident's quiet enjoyment of personal accommodation and communal amenities.

There is an obligation on a tenant to use the park as a residence without causing a nuisance. The term "nuisance" will include unruly or unreasonable behaviour which causes offence to other residents or which interferes with the sound management of the park

Council makes the following reasonable rules in this regard:-

1. Noise is to be kept to a minimum between 9am and 10.30pm.
2. Noise is not permitted after 10.30pm. With the permission of the Park Manager, residents may enjoy the use of the Coach House for occasions upon payment of a small hire charge and a refundable deposit.

3. Residents are to comply with the reasonable directions of the Park Manager or security officer in respect of nuisance to others. These officers have a responsibility to all residents and to Council in this matter.
4. Council will seek the termination of a resident's lease for breach of contract under this section of the rules only after three (3) separate written warnings, authorised by Council's Property/Commercial Manager, have been delivered to the tenant in any period of two years.

C. VISITORS

1. Tenants are entirely responsible for their visitors whilst on the Park.

D. PETS

1. Pets may be kept on the park only with the written approval of the Manager.
2. Residents are not permitted to keep a dog. Where approval is given for a cat, the animal is to be de-sexed prior to arrival in the Park.
3. A maximum of two small rodent pets may be permitted per site.
4. Pet owners must clean up after their animals.

E. GAMES

1. Care is necessary to avoid any annoyance to others. Parents are held Responsible for the conduct of their children with the park.
2. Rollerblading or skateboarding is not permitted after dark. Bike riding after dark is permitted only if the machine is equipped with adequate lights. The speed limit is 8 km/h.

F. PROPERTY

1. Structures must be kept clean, tidy and in good repair at all times.
2. Sites must also be kept clean, with grass cut and raked regularly.

3. No materials of any kind are to be kept on the premises or the property which are not used by the tenant for domestic purposes, in particular material or flammable nature.
4. All refuse is to be disposed of regularly in the receptacles provided.
5. Proposals for alterations or extensions to structures are to be approved by Park Managers prior to submission to Council.
6. Where reasonable landscaping has been constructed, the tenant must provide adequate maintenance.
7. One garden shed is permissible per site provided that it is approved before installation by the manager and if necessary by Council.
8. No cooking fat or oily substance is to be put down the drains.

G. USE OF PREMISES

The premises are to be used as a private dwelling only. The premises must not be used for business purposes which in any way cause annoyance or interference with the quiet residential enjoyment of the Park by others, or which require non-residents such as secretaries or couriers to enter the Park.

H. SALE OF A UNIT

1. Provided that the Park Manager has been previously advised, a "For Sale" sign inside the unit is permissible.
2. The Park Managers will provide prospective sellers with a complete list of people who have shown interest in moving to the park, and who have requested that their names be placed on a list of prospective purchasers, and who have further given permission for their details to be given to prospective sellers.
3. No premium or commission will be charged by the managers/owners in respect of the sale of a unit.
4. Caravans with flexible annexes must be removed when sold.

APPENDIX B

Legislation applying to Sydney Lakeside Holiday Park

Crown Lands Act 1989

Crown Lands Caravan Parks Policy 1990

This policy is currently under review. The Policy sets the framework and directions for the management and administration of caravan parks and camping grounds on Crown land. The objectives of the Policy are 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.
- ☐ manage caravan parks on Crown land in an environmentally acceptable manner, to provide for the protection of important scenic, natural and cultural resources in a manner consistent with the objectives and principles of the Crown Lands Act 1989.
- ☐ 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.
- ☐ encourage the entrepreneurial management of caravan parks on Crown land 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.

The Policy requires that caravan parks on Crown land are classified as either Tourist Parks or General Parks. Sydney Lakeside Holiday Park is a Tourist Park. The Policy places restrictions on the mix of long term, short term, or camping sites provided in Tourist Parks.

Food and Beverage Policy 2004

Relevant guidelines for food and beverage outlets were prepared by the Land and Property Management Authority in 2004, as outlined below.

A food and beverage outlet, such as a kiosk or restaurant, is an acceptable land use activity on reserved or dedicated Crown reserves if it is:

- ☐ an acceptable use within the scope of the public purpose nominated for the reserve under the *Crown Lands Act 1989*. A kiosk is an acceptable use ancillary to a Public Recreation reserve.
- ☐ permissible under the relevant environmental planning instruments made under the *Environmental Planning and Assessment Act 1979*.
- ☐ an identified use for the reserve in a Plan of Management under the *Crown Lands Act 1989*.

Food and beverage outlets on Crown reserves are acceptable if they:

- ☐ cater for the public generally rather than an exclusive group.
- ☐ enhance the public use of the reserve.
- ☐ not become the main focus of the reserve, but provide an ancillary function to the reserve.
- ☐ preserve the integrity of the reserve in terms of its public purpose and environmental qualities.
- ☐ preserve the public's right to access.

Food and beverage outlets that are acceptable on public purpose reserves where they are ancillary and supportive of the use of the reserve include:

- ☐ kiosks that provide snacks, packaged and prepared light foods with non-alcoholic beverages to take away.
- ☐ refreshment rooms, cafes and coffee shops that serve snacks, light meals and beverages to take away or to be consumed on the premises.
- ☐ a bistro, brasserie or restaurant that serves light to substantial meals with beverages to be consumed on the premises.

Food and beverage outlets that may not be acceptable on Crown reserves include:

- ☐ major fast food operations that dominate a reserve and/or essentially service a passing trade rather than reserve users.
- ☐ restaurants that serve only substantial meals, contain a bar area that precludes the under 18 age group, or essentially service a passing trade rather than reserve users.
- ☐ outlets that contain separate function rooms for private use.

Fire Protection Policy for Caravan Parks on Crown Reserves and Leasehold Lands 2005

This policy recognises the risk posed by fire to occupants of caravan parks, and requires park managers to comply with statutory requirements relating to fire prevention, and to put in place appropriate provisions and fire protection systems.

Trusts must establish and maintain asset protection zones on bush fire prone lands, manage fuel levels of understorey species in and around caravan sites and camping areas, and develop fire evacuation procedures. All on-site caravans and cabins on Crown land must be fitted with a smoke alarm, appropriate dry chemical extinguisher, and fire blanket. Caravan park managers are to ensure all caravan and camp sites are appropriately separated to prevent ignition from each other.

Crown Lands Policy for Tourist and Associated Facilities on Crown Land June 2007

This policy addresses issues associated with the development or redevelopment of Crown land for tourist facilities, including caravan parks. The policy was developed to reinforce ongoing maintenance obligations, promote redevelopment of tourist facilities, and guide the creation of new and renewed tenures for tourist facilities according to the requirements of the Crown Lands Act 1989, the principles of Crown land management, and wider policy considerations reflected in ICAC guidelines and government business directives such as the National Competition Policy.

Under current planning controls in NSW, where a new tourist facility, or a major redevelopment or a change to an existing facility is proposed in the coastal zone, the development may be considered a State significant development. In such cases the Minister for Planning is the consent authority.

Environmental Planning and Assessment Act 1979

SEPP 64 – Advertising and Signage

State Environmental Planning Policy No 64 – Advertising and Signage (SEPP 64) aims to ensure that signage (including advertising) is compatible with the desired amenity and visual character of the area, provides effective communication in suitable locations, and is of high quality design and finish.

SEPP 64 prohibits display of advertisements other than business identification signs in environmentally sensitive areas, heritage areas, natural or other conservation areas, open space (except sponsorship advertising at sporting facilities), waterways, and scenic protection areas.

State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy (Infrastructure) 2007 facilitates delivery of infrastructure in NSW by improving regulatory certainty and efficiency, and provides greater flexibility in the location of infrastructure and services by identifying a broad range of zones where types of infrastructure (such as parks and other reserves) are permitted.

The SEPP has significant implications for the management and development of Crown reserves. It provides for a range of development exemptions, including:

- ☐ additional uses to be undertaken on certain land where it would otherwise be prohibited under an LEP if those uses are compatible with surrounding land uses.
- ☐ prescribed low-impact development by the Land and Property Management Authority or any other authority.
- ☐ certain development on Crown reserves where Council is the manager.
- ☐ certain development for waterway or foreshore management activities by or on behalf of a public authority.
- ☐ for any purpose relating to implementing a Plan of Management adopted under the Crown Lands Act 1989.

These provisions do not apply to State land reserved for conservation or other environmental protection purposes, or in Council areas where a new principal local environmental plan is in place.

SEPP (Temporary Structures and Places of Public Entertainment) 2007

The *Environmental Planning and Assessment Act 1979* also regulates the erection of temporary structures (such as tents, marquees and mobile structures) and the use of buildings or temporary structures as a place of public entertainment (POPE). POPEs include public halls used for public entertainment.

SEPP (Temporary Structures and Places of Public Entertainment) 2007 and associated amendments to the *Environmental Planning and Assessment Regulation 2000* contains regulatory requirements and other provisions relating to temporary structures and POPEs. The SEPP provides that erection of a temporary structure or use of a building as a POPE requires development consent, except as otherwise provided for in the SEPP, or is exempt or complying development, or is prohibited, or is in another environmental planning instrument.

Companion Animals Act 1998

The *Companion Animals Act 1998* aims to promote responsible animal ownership in NSW. Under the Act, dogs in public places must be on a lead under the effective control of a competent person, except in a declared off-leash area. Dogs are prohibited within 10 metres of children's play areas, food preparation / consumption areas, and recreation areas (such as organised games) where dogs are prohibited by the local authority. If a dog defecates in a public place, the dog owner must remove and dispose of it in a rubbish receptacle.

Disability Discrimination Act 1992

The *Disability Discrimination Act 1992* is a Commonwealth Act that aims to eliminate, as far as possible, discrimination against people with disabilities in many areas, including access to premises. The Act also aims to promote recognition and acceptance in the community that people with disabilities have the same fundamental rights as the rest of the community.

The Act covers a range of areas including sport and recreation, and access to premises. The Act requires that people be able to access any building which the public is entitled to enter or use through the primary entrance used by the general public. It further requires that people should have access to any services and facilities provided in those buildings.

The NSW *Anti-Discrimination Act 1997* also makes it unlawful to discriminate on the ground of disability.

Other relevant legislation

Other legislation that may address specific issues in the management of Sydney Lakeside Holiday Park is listed below.

Other relevant legislation

Issue	Legislation	Responsible agency
Air, water and noise pollution	Protection of the Environment Operations Act 1997	Department of Environment and Climate Change Pittwater Council
Waste disposal	Waste Minimisation Act 1995	Department of Environment and Climate Change

APPENDIX C

Legislation applying to leases and licences

Crown land

All tenures over part or all of a Crown reserve are made between the Reserve Trust and the lessee / licensee, and are subject to the provisions of the *Crown Lands Act 1989*. Lease agreements are modelled on the standard Crown lease conditions applying to the leasing of Crown land under Section 34 of the *Crown Lands Act 1989*.

A lease or licence over a Crown public reserve must be consistent with the purpose of the land's reservation or dedication. As such, any lease or licence granted over Crown land at Sydney Lakeside Holiday Park must be consistent with the definition of Public Recreation, and guidelines for use of Crown reserves. Otherwise, the Minister cannot approve any leases or licences granted by the reserve trust. Recent amendments to the *Crown Lands Act 1989* allows reserve trusts some flexibility in approving leases and licences for uses not acceptable under the declared public purpose.

Under any lease, the construction of facilities on Crown land will be permitted, provided the lessee obtains the consent of both the Minister and the Reserve Trust for any development applications or proposals for activity to enable construction of the premises. Development by Council requires the application to be served on the owner (Land and Property Management Authority) pursuant to Clause 49(2) of the Environmental Planning Assessment Regulation 2000.

A temporary licence can be granted only for the purposes prescribed in the *Crown Lands Regulation 2005*, which includes activities such as access through a reserve; advertising; camping using a tent, caravan or otherwise; catering; emergency occupation; entertainment; equestrian events; exhibitions; filming; functions; grazing; hiring of equipment; holiday accommodation; markets; meetings; military exercise; mooring of boats to wharves or structures; sales; shows; sporting and organised recreational activities; stabling of horses; and storage. A temporary licence does not require the Minister's consent, but can only be granted for a maximum period of one year.

The Reserve Trust has the power to lease or license uses within a reserve. Leases and licenses can be established by the Council for public or private purposes, providing they are consistent with the major objectives of this Plan of Management, and that the residential and environmental amenity of these areas is maintained. Any lease or licence must be in accordance with the reserve purpose and the lessee must not provide any facilities that create any barriers to entry or other facilities within the reserve.

The Trust Manager has a responsibility to notify the Land and Property Management Authority of any leases. Consent must be obtained from the Minister for Lands before any long term licence on Crown land is granted. Leases greater than 5 years are required to be advertised under Clause 34 of the *Crown Lands Act 1989*. Licence agreements of less than 1 year (temporary licences) do not require the consent of the Minister and may be approved and issued by the Trust.

Other leases and licences may be considered during the life of this Plan and will be assessed against the reserve purpose, other legislation and planning documents, and this Plan. Any proposed use of the Park that requires consent from Council will be subject to a Development Application or Activity Approval with appropriate conditions imposed.

Community land

The *Local Government Act 1993* requires that any lease or licence of community land be authorised by a Plan of Management. Leases and licences formalise the use of community land by groups and organisations. Activities must be compatible with the zoning of the land and provide benefits, services, or facilities for users of the land.

Pursuant to the provisions of Section 46 of the Local Government Act, Council may lease or licence community land in a Plan of Management for purposes consistent with the categorisation and zoning of the land.

The maximum period for leases and licences on community land allowable under the Local Government Act is 21 years for purposes consistent with the categorisation and core objectives of the particular area of community land. Community land may only be leased or licensed if public notice is given according to the requirements of the Local Government Act.

Where a lease arrangement has been entered into with Council for community land, subleasing of the land must be in accordance with the requirements of Section 47C of the Local Government Act.

This Plan of Management allows Council to grant “an estate” over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act.

In accordance with the requirements of the Local Government Act and the Local Government Regulation the following uses are authorised by this Plan of Management, as they are generally consistent with the management objectives developed for the Park:

- ☐ wedding ceremonies and functions.
- ☐ playing of a musical instrument or singing for fee or reward.
- ☐ delivering a public address or speech
- ☐ markets and / or temporary stalls including food stalls.
- ☐ commercial filming and photography.
- ☐ corporate functions.
- ☐ birthday parties and family gatherings.
- ☐ other special events/ promotions provided they are on a scale appropriate to the use of a regional park, or to the benefit and enjoyment of the local community.

Permissible activities generally include those permissible under Council ordinance, and those that do not interfere with the use and enjoyment of the parkland by other park users. All uses would be subject to Council's standard conditions, approval processes and booking fees. A temporary licence in the form of a hire approval would need to be issued by Council as part of the approval process prior to the reserves being used for these activities.

APPENDIX D

North Narrabeen Rock Pool Plan of Management

Pittwater Council has adopted a Plan of Management (February, 2005) for its Ocean Beaches, including North Narrabeen Rock Pool. This Plan of Management addresses the eastern-most precinct of Crown Reserve R 49115 that comprises part of Sydney Lakeside Holiday Park. The Plan of Management for this part of R 49115 – North Narrabeen Rock Pool – is included as **Appendix D**.

INTRODUCTION

North Narrabeen is a narrow strip of land situated along the coastal fringe, bounded to the north by Narrabeen Headland, to the south by Narrabeen Lagoon and to the west by Ocean Street, which is adjacent to Lakeside Caravan Park. The northern shoreline of Narrabeen Lagoon is the boundary between Pittwater and Warringah local government areas.

The area included in this plan of management incorporates the car park at Narrabeen Park Parade opposite Lakeside Caravan Park, the access road to the rock pool and the rock pool itself. Other features include a sandstone "rock trap" wall, a sandstone sea wall as well as the main departure point of this portion of the Coastal Walkway via a flight of stairs.

The attached boundary map (refer Figure 2) and the master plan for North Narrabeen Rock Pool (refer Figure 4) show the area covered within this management area, illustrating the Reserve boundaries in relation to the surrounding locality and adjoining land uses.

A separate plan of management covers North Narrabeen Headland.

LAND TENURE, ADJOINING LANDHOLDINGS AND LAND CATEGORISATION

Land Tenure

The rock pool/rock platform area is vacant Crown Land reserved from sale or lease.

Council was appointed trustee of the land known as R49115 (Lot 7069 DP 1058602), for the public purpose of public recreation on 18 December 1992.

Adjoining Landholdings

The adjoining open space area to the north is covered by the North Narrabeen Headland Plan of Management, whilst the area abutting the reserve to the south, including North Narrabeen Beach, is within the Warringah Council Local government area. There is a restaurant located at the entrance to the car park and Sydney Lakeside Narrabeen Caravan Park to the west.

Land Categorisation

Refer Figure 3 for Categorisation Map

General Community Use - covers the amenities block (including the North Narrabeen Amateur Swimming Club building), the rock pool and the entire car park area.

Natural Area (foreshore, bushland, escarpment) – These sub categories have been widely applied to the rock platform area, beach area and bushland.

FIGURE 2

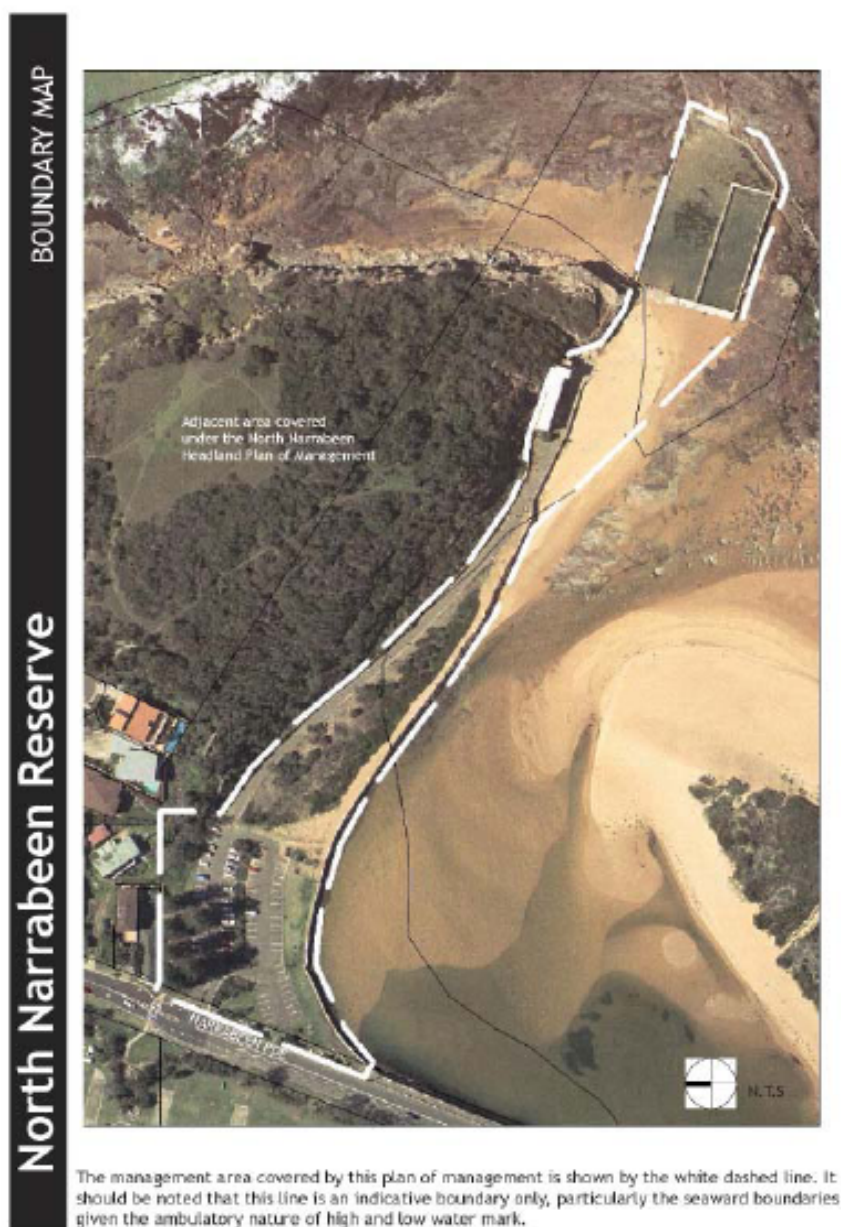
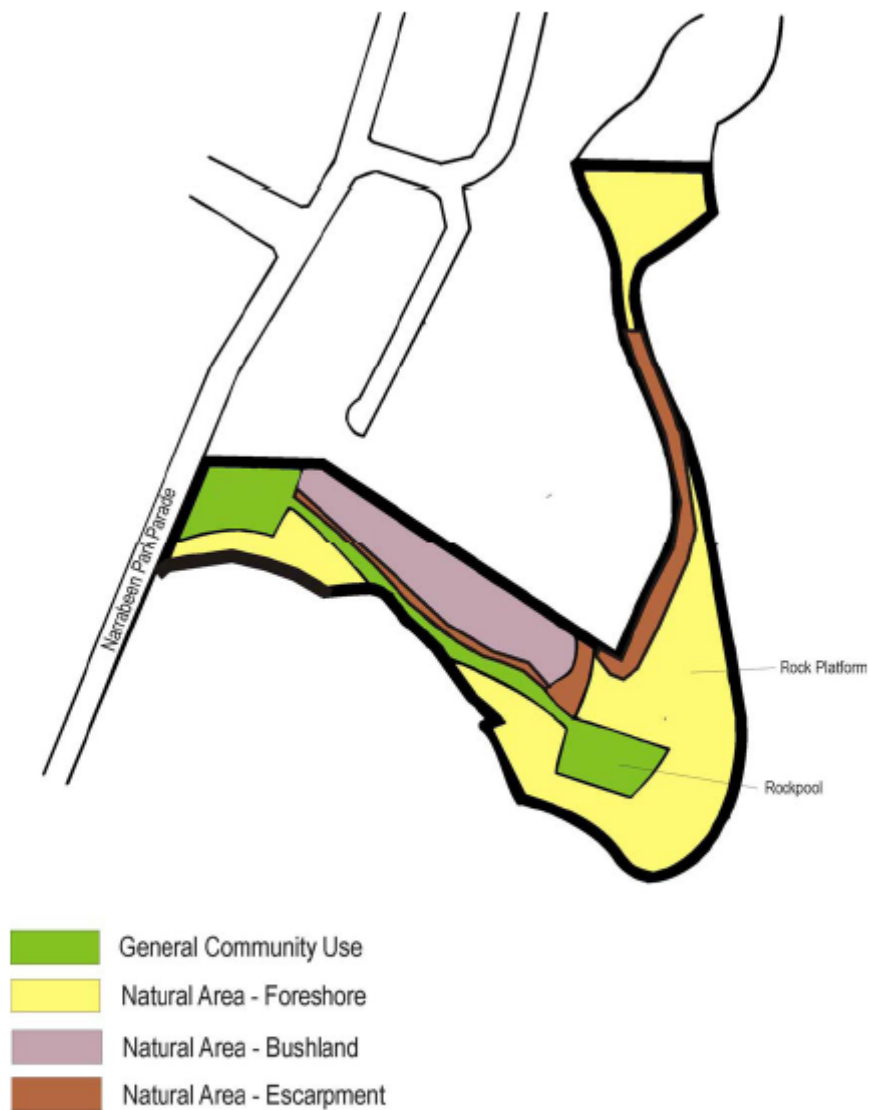


FIGURE 3



North Narrabeen Rockpool Categorisation

CURRENT USES OF NORTH NARRABEEN ROCK POOL

Building and Recreation Facilities

An amenities block is located at the end of the access road from Narrabeen Park Parade to the rock pool, which incorporates a clubhouse at the top of the building. The clubhouse meeting room, kitchen and storage areas are utilised by three clubs including North Narrabeen Amateur Swimming Club, Narrabeen Ladies Swimming Club/Learn to swim and the Shivering Sharks (winter swimming club).

Rock pool

The rock pool is approximately rectangular in shape (70m x 30) located on the rock platform. The pool features an 8 lane 50m competition pool defined by a timber walkway on timber piers complete with turning boards suspended from the walkway. The outer pool wall is of mass concrete construction and encloses a flattened area of the natural rock platform. A community bathing area of variable depth is located to the north of the competition pool.

Vehicular Access and parking

There is a car park located on Narrabeen Park Parade, which caters for parking to the rock pool. The car park is heavily used and often congested during the summer months.

The parking areas are subject to 'Pay and Display' vehicle parking payment system (Refer Section 5.3.2).

This Plan of Management expressly authorises the charging of parking fees in accordance with Council's Policy No. 18 – 'Parking – Issue of Annual Permits' (as determined by Council from time to time) by automated ticketed parking systems at the rock pool car park, as well as the reciprocal parking arrangements with Warringah Council for the parking areas located on both sides of the lagoon mouth.

LEASES, LICENCES AND OTHER ESTATES

Current

There are no leases, licences or other estates applicable to the North Narrabeen Rock pool area at the time of preparation of this draft plan. There is currently a lease under negotiation with the Narrabeen Amateur Swimming Club Inc.

Proposed

This plan of management authorises the leasing, licensing or granting of any other estate over North Narrabeen Rock pool, the amenities building/clubhouse and the car park area for activities (including those of a commercial nature) that results in a diverse range of recreational opportunities related to the use and enjoyment of open space or an activity that is deemed to be of community benefit being provided in the area.

On condition that such activity or development;

1. Is for a purpose that promotes or is related to the use and enjoyment of open space;

- II. Is consistent with the purposes for which the land was reserved or otherwise set aside for public use;
- III. Does not substantially diminish public use of or access to open space; and
- IV. Does not adversely affect the natural environment, the heritage significance of any heritage items or heritage conservation areas or the existing amenity of the area.

This includes the following:

Proposed Outdoor Eating Area

This Plan of Management expressly authorises the future leasing of a proposed outdoor eating area in conjunction with the existing commercial outlet adjacent to the reserve.

Any lease agreement should be consistent with the Department of Land's Policy on Food and Beverage Outlets on Crown Reserves which states that "any proposal for the establishment of a food and beverage outlet on a public purpose reserve should be contained in a Plan of Management made under the Crown Lands Act, 1989 to ensure that it is evaluated by the community and stakeholders and its scope defined by the plan."

All income received from the lease of the premises is to be generated back into the reserve for maintenance/capital works etc.

Permissible Uses Table

Table 4 identifies the major leases, licences and other estates for facilities proposed to be developed at North Narrabeen Rock Pool.

PROPOSED IMPROVEMENTS

Master Plan

The attached Master Plan for North Narrabeen Rock Pool (refer Figure 4) has been developed to illustrate the works and improvements to North Narrabeen Rock Pool and surrounds that are required to address key management issues and objectives.

Table 3 Works Programme for North Narrabeen Rock pool

Note	Item	Cost
1	Restoration of planting beds along the western boundary	\$15,000
2	Reseal car park / landscape	\$75,000
3	Landscape upgrade to southern boundary	\$30,000
4	Recreational area	\$150,000
5	Re-contour dune along access way / Further stabilisation works to reduce impact of windblown sand	\$100,000
6	Building/amenities concrete cancer repairs	\$70,000
6	Building ongoing maintenance costs \$40,000 per year based on a 5 year period	\$200,000
7	Feature Mural Wall	\$30,000
8	Pavement repairs and installation of low safety rail	\$50,000
9	Replace timber deck to pool	\$250,000
9	Concrete floor to pool	\$100,000
9	Rock pool ongoing maintenance costs \$20,000 per year based on a 5 year period	\$100,000
10	Manage lagoon area as per Lagoon Entrance Management Strategy including mechanical breakout and periodic removal of sand accretion within entrance channel.	*
*	Signage	\$20,000
	TOTAL	\$1,190,000

TABLE 4 NORTH NARRABEEN PERMISSIBLE USES TABLE

PERMISSIBLE USES NOT REQUIRING DEVELOPMENT CONSENT (These may require approval under Part V of the EPA Act 1979)	
USE/ ACTIVITY	POLICY DETAILS / EXAMPLES
Advertising – temporary	In accordance with Council's DCP.
Alcohol-free zones requiring consent of Council and consent of other relevant committees i.e. Traffic Committee Consumption of alcohol in alcohol-free zones (providing appropriate signposting e.g. "The consumption of alcohol is prohibited without the express permission of Pittwater Council" is in existence).	In accordance with Council Policy No. 93 'Reserves, Beaches and Headlands Booking Policy'
Feral animal control and eradication	
Filming and still photography	In accordance with Council Policy No. 96 'Film Permit Policy and Conditions – Amended September 2005'.
Maintenance / minor works	Examples (including but not limited to the following): <ul style="list-style-type: none"> - Bush regeneration (including weed removal) - Dune stabilisation, erosion control and foreshore protection - Earthworks to construct structures identified on the Master Plan, including filling, levelling, grading and topdressing (e.g. installation of seating as per master plan) - Feature mural wall – in accordance with the master plan - Fencing including security, childproof, protective and temporary fencing - Footpaths, boardwalks, minor bridges, multi-use pathways and tracks (other than for motor vehicles) – in accordance with the Master Plan - Floodlighting of beach areas only for beach related activities - Fire hazard reduction activities - Land restoration works, including mounding – in accordance with the Master Plan - Landscaping – in accordance with the master plan - Lighting of reserve - Minor drainage, stormwater, erosion and sediment control works - Park furniture, such as seating, shade structures and shelters – in accordance with the Master Plan - Remedial works to the amenities and clubhouse building – in accordance with the master plan - Restoration works to the rock pool – in accordance with the master plan
Payparking facilities	In accordance with Council Policy No. 18 'Parking – Issue of Annual Permits – Waiving of Parking Fees'
Picnics and barbecues and associated facilities	
Signage – compliance, directional, interpretive, identification	In accordance with Council Policy No. 129 'Signs – Council's Facilities'
Surf life saving activities & events, subject to relevant approvals	In accordance with Council Policy No. 24 'Beach Inspector – Life Guard Service' and Council Policy No. 88 'Beach and Rock pool Management'
Temporary activities (excluding Surf Club events and ocean swims), developments or events that meet the criteria outlined in Section 4 of this POM and require a casual booking or permit from Council, or a lease or licence under the Crown Lands Act 1989, that do not exceed one of the following criteria: <ul style="list-style-type: none"> The number of participants and/or spectators on any one-day of an event does not exceed 3000. Activities not occurring outside the period of 7.30am to 11.30pm. Activities or temporary facilities occur over a total of more than 7 continuous days. 	In accordance with Council Policy No. 88 'Beach and Rock pool Management' and Council Policy No. 93 'Reserves, Beaches and Headlands Booking Policy'.

Utility/Installations	
Vehicular access subject to Council approval	In accordance with Council Policy No.88 'Beach and Rock pool Management'
PERMISSIBLE USES REQUIRING DEVELOPMENT CONSENT	
USE/ ACTIVITY	POLICY DETAILS / EXAMPLES
Major Works	In accordance with the Master Plan (including but not limited to the following): - - Drainage and stormwater works (major, such as detention basin) - Filling or cutting greater than 500mm in depth
Temporary activities (excluding Surf Club events and ocean swims), developments or events that meet the criteria outlined in Section 4 of this Plan of Management and require a casual booking or permit from Council, or a lease or licence under the Crown Lands Act 1989, that exceed one of the following criteria: The number of participants and/or spectators on any one-day of an event exceeds 3000. Activities occurring outside the period of 7.30am to 11.30pm. Activities or temporary facilities occur over a total of more than 7 continuous days.	In accordance with Council Policy No. 93 'Reserves, Beaches and Headlands Booking Policy'.
PROHIBITED USES (Including but not limited to the following)	
<ul style="list-style-type: none"> - Advertising – permanent - Agriculture - Animals on the beach with the exception of Guide Dogs for the visually impaired - Bunking - Domestic drainage outlets - Equestrian activities - Extractive Industries - Gambling - Private alienation or encroachment - Recreational motor vehicles, including four-wheel driving, motorbike or trail bike riding, or similar, other than use for surf life saving and filming on a short term basis - Residential - Showground - Storage of watercraft or equipment below Mean High Water Mark - Unauthorised dumping of refuse including building materials, soil, fill, garden wastes and the like (other than importing of fill for permitted works) - Vegetation removal not in accordance with Council's Tree Preservation and Management Order, or this POM 	

FIGURE 4



APPENDIX E

Proposed Redevelopment Feasibility Study

