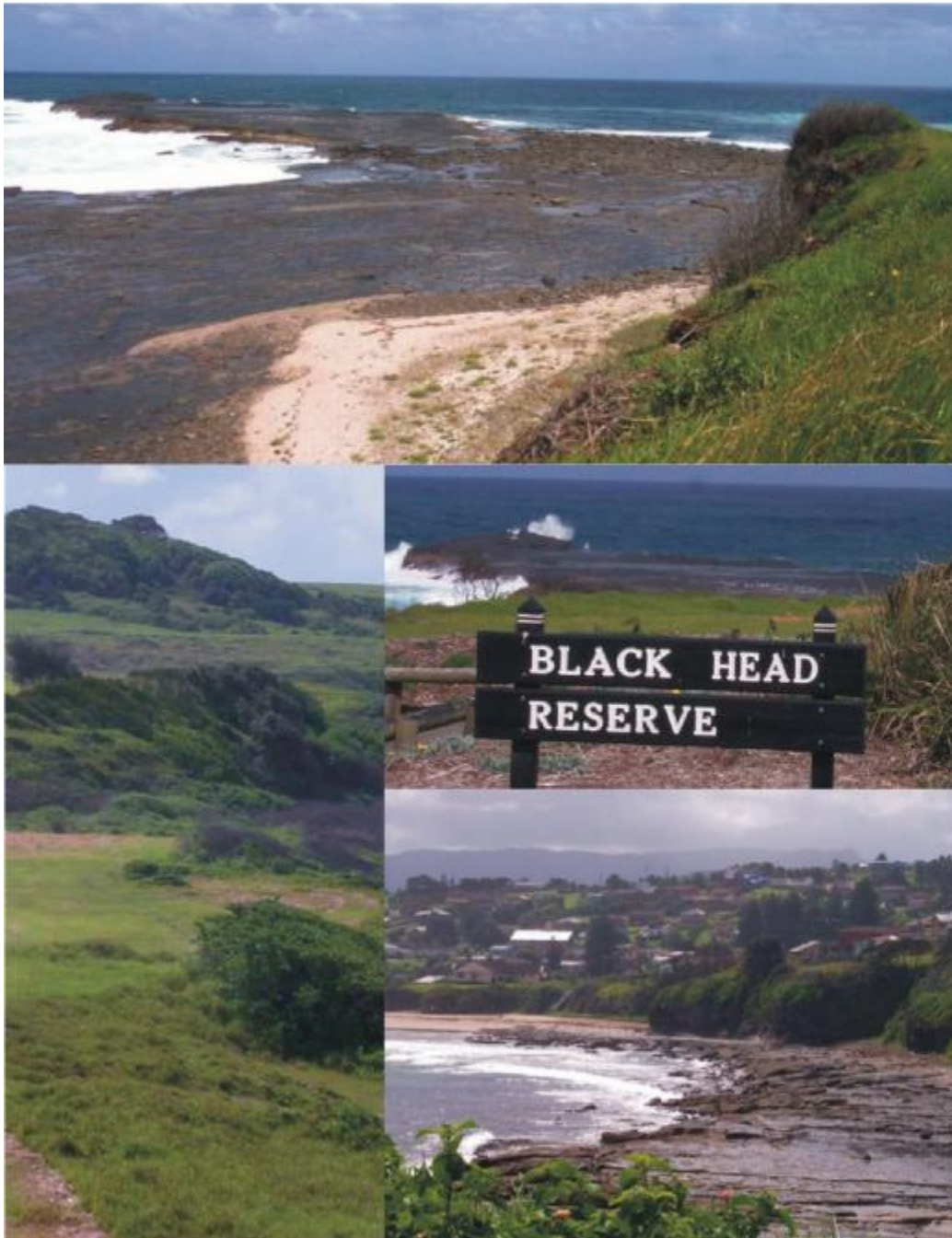


# black head reserve community land



plan of management



kiama municipal council

adopted 19 june 2001

# **Plan of Management**

## **Blackhead Reserve**

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## 1.0 INTRODUCTION

### 1.1 Background

The land covered by this plan includes all the community land extending from the northern side of Blackhead Point Gerroa around the headland to Burke Parade. It is public land owned by the Kiama Municipal Council and has been classified “Community” land under the provision of the Local Government Act 1993. (See Figure 1)

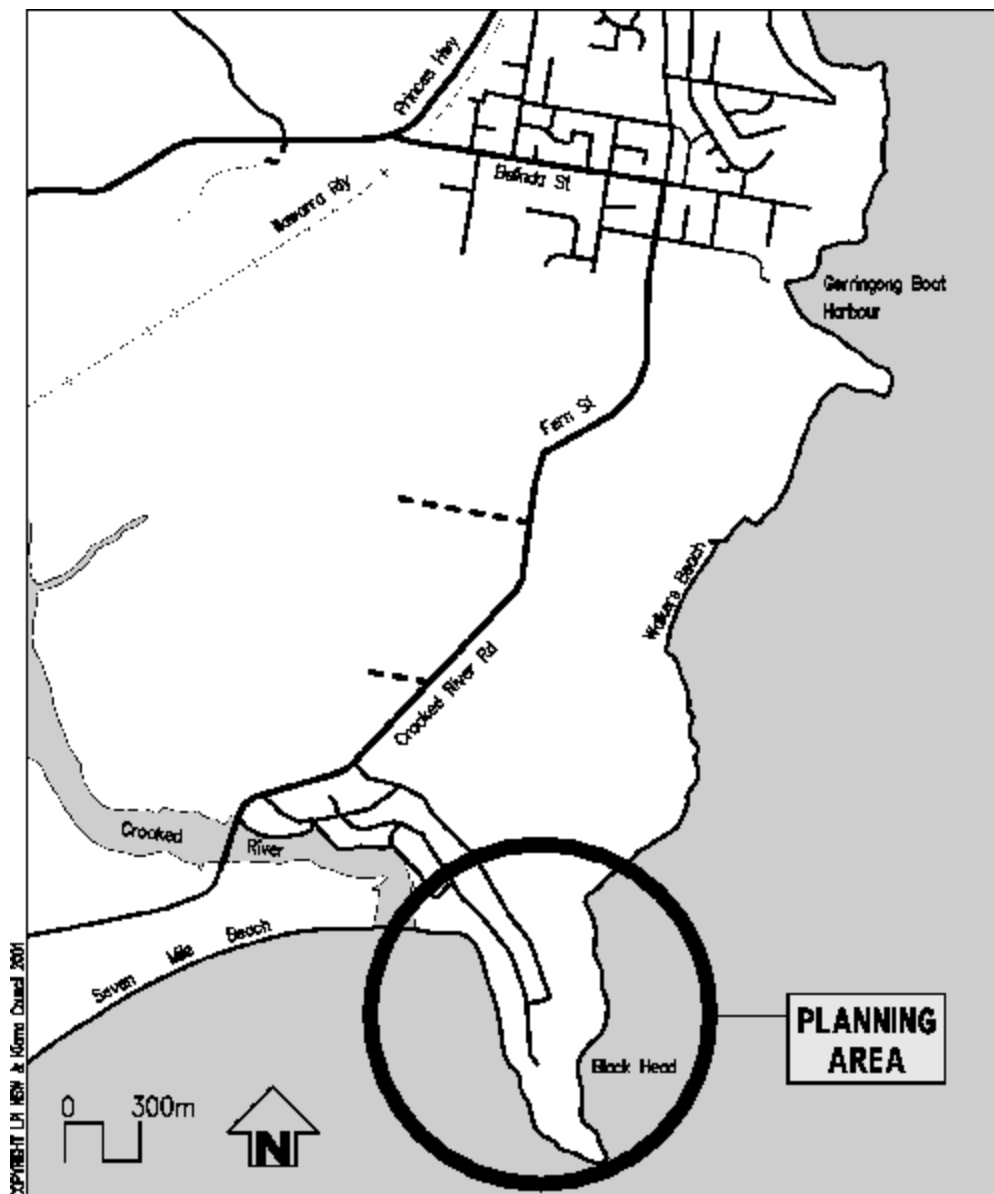


Figure 1

The Local Government Act also requires that Council prepare a Plan of Management in conjunction with the community to identify the important features of the land, clarify how Council will manage the land, and how the land may be used or developed.

Until a Plan of Management for community land is adopted, the nature and use of the land cannot be changed and Council cannot carry out new development or improvements to the land.

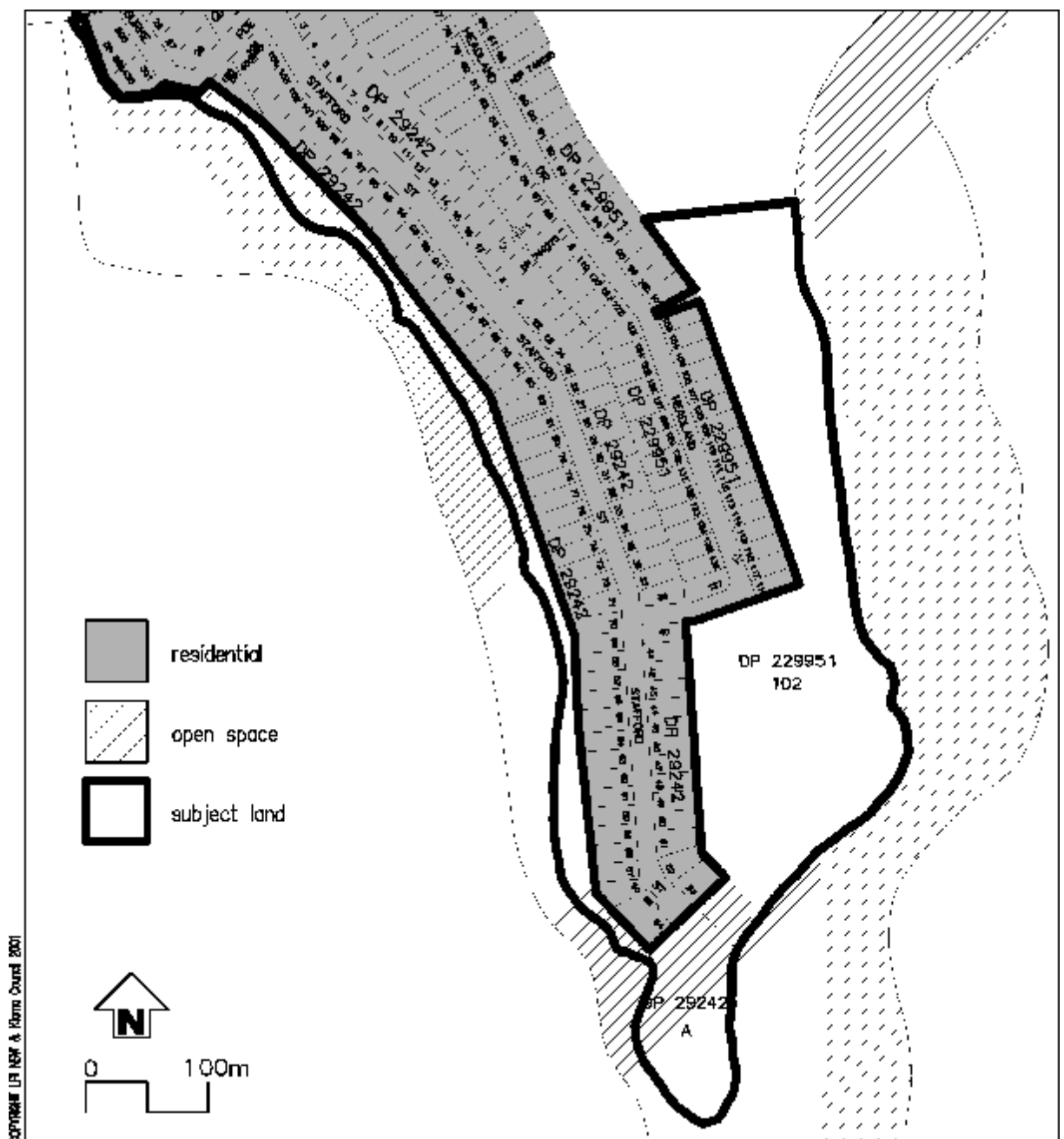
This Plan of Management has been prepared in order to achieve a balanced, responsible and ecologically sustainable use of the land and to ensure that it addresses the needs of both local neighbourhood groups and the broader community. It identifies appropriate outcomes for the reserve and provides a way for achieving these outcomes through a series of clear strategies and detailed actions.

## 1.2 Community Land Covered by the Plan

The Community Land covered by this plan is shown in *Figure 2*. It consists of a number of parcels of land as follows:

- Lot 102 DP 229951
- Lot A DP29242

The area covered by this plan covers approximately 8.60 hectares.



*Figure 2*

The land is zoned as Open Space Existing Recreation 6(a) under the Kiama Council's Local Environmental Plan 1996. The reserve is adjoined by housing zoned Residential 2(a) and land zoned Rural Environmental Protection Foreshore Protection (7f).

### **1.3 Category and Class of Land**

As noted earlier, all the land included in this plan is classified as Community Land under the Local Government Amendment Act 1998.

Under Sec. 36(4) of the Local Government Amendment Act 1998, all community land must be categorised as one following categories:

Natural Area,  
Sportsground,  
Park,  
Area of Cultural Significance, or  
General Community Use

In accordance with the guidelines set out in the Local Government (General) Regulation 1999, the reserve included in this plan is categorised as "General Community Use".

### **1.4 Function and Value**

The land acts as a buffer between the residential development and the shoreline and provides public access around the headland and to the shoreline

The reserve has significant aesthetic and recreational value and caters for local residents and tourist interests. Open space reserves such as this also have a purely intrinsic value - worth derived simply from the existence of natural features and open space to be enjoyed by the community.

The adoption of the draft plan will form an integral component of efforts to protect and conserve this reserve and the shoreline.

### **1.5 Preparation of a Plan of Management**

The process undertaken in the preparation of a Plan of Management for Council owned community land must follow the steps and requirements set down under the Local Government Act 1993. These steps are:

- Prepare the draft plan.
- Council must give public notice of the existence of the draft plan.
- The draft plan is to be exhibited for at least twenty-eight (28) days and a submission period of at least 42 days during which submissions may be made to Council.
- Hold a public hearing in respect of the plan if the proposed plan categorises community land under Section 36(4) or (5) of the Local Government Amendment Act 1998.

- Consider all submissions made to the public hearing and any written submissions made to Council on the draft plan during the period of public exhibition. Council may then decide to amend the draft plan or to adopt the plan without amendment.
- Should the draft plan require amendment then the public consultation process (exhibition and submission period) must be re-held. Another public hearing is not required.
- Subject to no further amendments being required, the Plan of Management is then formally adopted by Council.

## **1.6 Community Participation**

Community consultation is a fundamental source of information necessary to provide the most efficient and effective Plan of Management for community land.

Such participation creates the opportunity for interested parties to become actively involved in the development of a plan which reflects the needs, opinions and priorities of the people most affected by the plan itself.

Community participation will also result in an increased general awareness of Council's responsibilities, activities, policies and plans for land management.

## 2.0 PHYSICAL FEATURES AND CONDITION OF THE LAND AND STRUCTURES

The land included in this plan comprises open grassy headland. It is used for passive recreation, mainly walking and fishing. It is adjoined by residential development in Stafford Street and Headland Drive and a rural property at its northern extent.

Fossils occur in the area mainly outside the reserve on the rock platform. Due to the popularity of the area they could be destroyed if uncontrolled collecting is permitted. Because of their scientific significance they should be preserved.

Improvements were carried out to the car park at the end of Stafford Street in 1998 in accordance with the Foreshores Plan of Management 1996. This included resealing of the parking area, mounding and landscaping. Car barriers were relocated and bare gravel areas turfed to better define the car parking and improve the general amenity of the site.

In 1999 carparking facilities were provided in Burke Parade above Little Beach. Stairs were constructed from the carpark down to Little Beach thereby improving direct access to that area. These facilities are in good condition.

In addition, a new carpark was provided in the reserve off Headland Drive. Improvements are required to the landscaping of this carpark.

There are very few trees on the reserve except some Norfolk Island Pines and a few scattered Banksias – the dominant vegetation being Kikuyu grass. Maintenance to the headland is carried out in accordance with the policy adopted in the 1996 Foreshores Plan i.e. “Except for a strip approximately four slasher widths wide adjacent to private property and the Coastal Walking Track, the area shall be mown sufficient to control weed growth - approximately twice per year.”



*Photo 1 – Northern part of reserve*

### **3.0 COUNCIL'S OVERALL PLANNING FRAMEWORK**

Council has defined a number of fundamental or corporate goals that are to be addressed in any future development of their parks and recreation areas. These goals form an overarching framework for all the more detailed objectives and strategies in this plan.

#### **3.1 Aim of this Plan of Management**

- To develop a Plan of Management for the site to comply with the Local Government Act 1993 and the Local Government Amendment Act 1998 and which is consistent with Council's corporate goals and policies. The plan should also achieve a balanced, responsible and ecologically sustainable use of the land and ensure that it addresses the needs of both the local community groups and the broader community.

#### **3.2 Corporate Goals**

##### **Parks and Recreation:**

- To provide and maintain an open space system which meets the diverse needs of the community and enhances the quality of the natural environment and the quality of life.

##### **Other:**

- To provide an efficient and effective delivery of services which is responsive to the community's needs.
- To promote the principle of ecological sustainability in environmental planning through implementation of Council's environmental goals.
- To develop an organised culture which encourages innovation and flexibility and which strives for continual improvement.
- To exercise the regulatory functions of Council consistently and without bias.
- To encourage community participation in the processes of Council by consulting widely on its activities and policies.

## **4.0 COUNCIL POLICIES**

Council has developed a number of general policies in the planning, management and maintenance of community land and Council reserves. Any proposed strategies and actions proposed in this plan must be consistent with these policies.

### **4.1 Planning**

Council will:

- Consider and attempt to balance the need for community recreation facilities with the impact development of such sites will have on local residents;
- Attempt to balance the provision of active and passive recreational facilities;
- Consider access to recreational facilities for young families and disabled users;
- Integrate access for disabled users in plans for future developments;
- Limit facilities on the site to those facilities which are compatible with the objectives of the Plan of Management;
- Attempt to provide safe pedestrian links and corridors between components of the open space network; and
- Have regard to Council's Environmental Goals and Biodiversity Policy when approving works on the site.

### **4.2 Management**

Council will:

- Reserve the right to control the use of, and access to, community land;
- Create opportunities for community consultation and participation in the planning and development of community land; and
- Facilitate a system whereby enquires and complaints from the public can be efficiently and promptly dealt with.

### **4.3 Development of New, and Improvement of Existing, Facilities**

Council approval is required prior to any development or improvement made to community land.

All major developments and improvements to be funded (solely or partially) by Council will be approved through inclusion in Council's Capital Works Schedule.

Works included in Council's Capital Works program will be funded from income generated from Council's entrepreneurial activities, general revenue, Section 94 contributions and external funds in the form of Government grants. If the anticipated yields from these sources are not achieved it will result in the proposed works being delayed to later dates.

Council will encourage community assistance in the development of new facilities, as well as maintenance of existing facilities, through the co-operation and assistance of local groups.

#### **4.4 Weed Control**

The control of noxious weeds in general shall remain with the Illawarra Noxious Weed Authority. Council will carry out the control of nuisance weeds or environmental weeds. This will involve the use of herbicides or mechanical methods as well as minimum disturbance methods where appropriate.

#### **4.5 Maintenance**

Council will:

- Carry out maintenance and inspection as detailed in the Strategic Asset Maintenance Program for Parks and Reserves, Recreational Facilities, Foreshores, Boat Ramps, Disused Quarries and Cemeteries;
- Review maintenance service levels outlined in the Strategic Asset Maintenance Program for Parks and Reserves to ensure that facilities are maintained efficiently and within budget constraints;
- Encourage community groups to assist with maintenance;
- Ensure the efficient and conservative use of water, pesticides, herbicides and fertilisers on Council ground; and
- Carry out bush regeneration in accordance with standard accepted practices for bush regeneration.

#### **4.6 Fees**

Council applies fees for the use of Council reserves. An application must be lodged with Council prior to the event. All applicable fees must be paid prior to the hire/use of the reserve.

The fees associated with the hiring of Council reserves for major events, concerts, functions etc, are detailed in Council's Fees and Charges Schedule. Council's fee structure is reviewed on an annual basis.

#### **4.7 Uses and Activities Requiring Council Approval**

- All activities defined in Part D Section 68 of the Local Government Act 1993;
- Fetes/cultural activities;
- Exhibition/displays;
- Commercial photographic/film shoots;
- Concerts/performances;
- Large, formal gatherings; and
- Recreational and environmental facilities under the care, control or management of Council, rehabilitation of wetland systems, essential public works.

#### **4.8 Prohibited Activities**

Activities in the view of Council which may be damaging, disruptive and/or may represent a danger to either users of the reserve, neighbouring properties or the site, or which are not consistent with the 6(a) zoning.

## **4.9 Sale of Alcohol**

Council must approve the sale of alcohol on Council property. Before approval is sought, a Functions Licence must be obtained from the NSW Police Department. This licence must be produced in every instance where an application involving the sale of alcohol on Council property is sought.

Applications must meet the requirements set down by the Licensing Board, Courts of NSW and Council.

## **4.10 Signage**

Council uses signs to regulate the activities carried out on community land and to provide educational information so as to provide a safe and enjoyable place for passive and active recreational pursuits.

Whilst signs are a crucial source of information, they have a significant impact on the aesthetics of a reserve. All signs must meet a design standard and be approved by the Manager of Environment. All signs must be sympathetic to their environment in their design, construction and location.

All Council signs erected under Section 632 of the Local Government Act and as part of the Strategic Asset Management Program (SAMP), plus reserve name signs and traffic and safety signs, are permissible. Council must approve all other signs before erection.

## **4.11 Easements**

Council reserves the right to grant easements as required for utilities and access bearing in mind the impact of such easements on the site.

## **4.12 Leases, Licences and Other Estates**

Council does not propose to grant any leases, licences or other estates (apart from easements as earlier noted) in respect of the community land except for those leases, licences and other estates permitted by Clause 25 of the Local Government (General) Regulation 1999.

## **4.13 Animals on Reserves**

Existing Acts and Regulations regarding the prohibition of animals such as dogs and horses on community land including a public place or part thereof, without prior Council approval, must be enforced to keep these areas free of animals and excrement.

Council will enforce the Companion Animals Act 1998 and Regulations or equivalent which states that the owner of a dog found in a prohibited place is in breach of the law. In general, without prior approval of Council a dog is not permitted in the following places (whether or not they are leashed or otherwise controlled):

- Within 10 metres of any playing apparatus provided or part for the use of children;
- Within 10 metres of any apparatus provided for the preparation or consumption of food by humans;

#### 4.13 Animals on Reserves (cont)

- Public bathing areas including a beach that Council has ordered that dogs are prohibited and upon which there are signs notifying the Council order of prohibition;
- Any areas provided or set apart for public recreation or the playing of games that Council has ordered that dogs are prohibited and upon which there are signs notifying the Council order of prohibition.

However in respect of the community land covered in this plan, Council at it's meeting on the 19<sup>th</sup> June 2001 declared the area shown in Figure 3 an off – leash area for dogs in accordance with the Companion Animals Act 1998. (*see figure 3*)

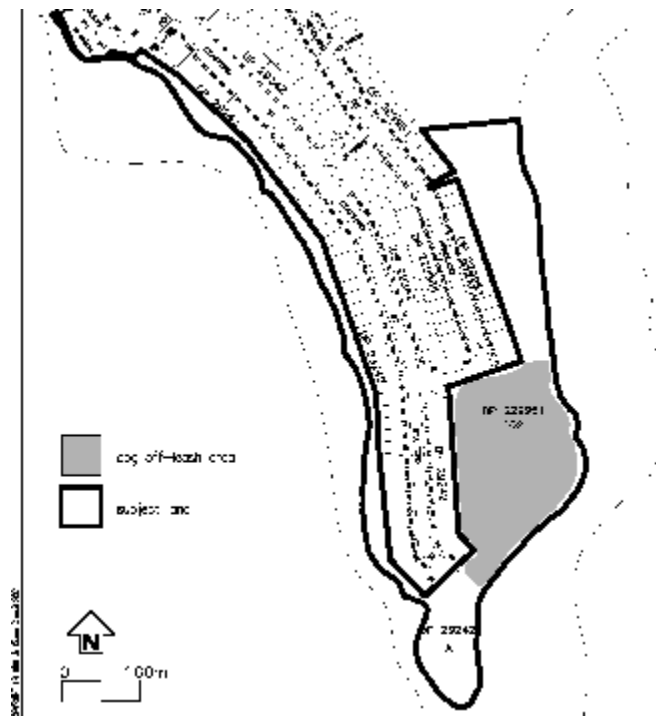


Figure 3

#### 4.14 Public Safety

As recommended by the LOGOV Risk Management Services report, Council has developed a Strategic Asset Maintenance Program (SAMP) for all its Assets. SAMP has been developed to create and maintain all Assets under the care, custody, control and management of Council to a safe standard and in a safe condition which is, in fact, the highest standard and condition that Council can reasonably afford in all of its circumstances and having regard to financial economic, environmental, aesthetic, social or political factors or constraints.

## **5.0 MANAGEMENT OBJECTIVES, ISSUES AND STRATEGIES**

### **5.1 Management Objectives**

- (i) The core objectives of this Plan of Management are defined in Section 36 (1) of the *Local Government Act 1993*.

*The core objectives for management of community land categorised as general community use are 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:*

- (a) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public;*
- (b) in relation to purpose 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).*

Council's corporate goals, which are set out under Section 3.2 of this document, are also key management objectives that must be addressed under the Plan of Management.

- (ii) Specific Management Objectives

Specific management objectives have been set for this site. These are as follows:

- (a) To mitigate impact on the reserve and adjoining crown reserve by community use;
- (b) To protect and enhance all functions associated with the reserve's role as a buffer between the residential development and the shoreline;
- (c) To provide for passive recreational activities or pastimes.

### **5.2 Management Issues**

The management issues involved with the reserve and its objectives are discussed together with possible options and solutions. Then strategies or performance targets have been established to achieve the desired outcomes

#### **5.2.1 Access**

The reserve provides access to the shoreline around Blackhead and also to Little Beach adjacent to the mouth of the Crooked River. The area is popular amongst rock fishermen and tourists in general as it provides access to the large rock platform at Blackhead. Because of the dangers of encouraging people to gain access down onto the rock platform, steps cannot be constructed down to the platform. This is in accordance with Council's Strategic Asset Management Policy. Timber stairs were constructed in 1998 to improve the access to Little Beach near the mouth of the Crooked River from Burke Parade.

The reserve does provide good access around the southern and on the northern side of the headland. It would appear that this area is linked towards Walkers Beach by Crown land reserved from occupation. This could be used for extending the Coastal Walking Track between Walkers Beach and Gerroa thereby creating a very scenic and valuable link along the shoreline. Under Council's Strategic Asset Management Policy, the Coastal Walking Track is intended to be maintained as a an unpaved footpath with no improvements being carried out to the natural surface. If established, the track in this area would only be delineated by signage and route markers. No other improvements would be done except for the provision of styles to cross boundary fences.

Vehicle access is provided to the reserve at the carpark at the end of Stafford Street, above the steps in Burke Parade and also to the carpark in Headland Drive. It is considered that no additional carparking facilities are warranted for the reserve and therefore no more car parks should be constructed on the reserve.



*Photo 2 – Access to Little Beach Gerroa*

### **5.2.2 Revegetation**

Except for some Norfolk Island Pine trees the site is almost devoid of trees. The site is almost completely covered by introduced grasses (Kikuyu) and exotic weeds. Any revegetation proposals must take into account the very significant views from this area and generally the open nature of the reserve should be maintained.

Maintenance to the headland is carried out in accordance with the policy adopted in the 1996 Foreshores Plan i.e. "Except for a strip approximately four slasher widths wide adjacent to private property and the Coastal Walking Track, the area shall be mown sufficient to control weed growth - approximately twice per year." This is in accordance with Council's SAMP and this policy should continue

### **5.2.3 Provision of Recreational Facilities.**

Because of the physical and environmental constraints the area is suitable for passive recreation only. This would include walking, fishing and general sightseeing. Therefore facilities should be provided for these uses only.

### **5.2.4 Stormwater Treatment**

There are a number of small stormwater drains passing through the reserve which discharge water onto the shoreline. Because they collect water from the surrounding urban catchment this discharge would include pollutants, although their composition and concentration is not known. Investigation should be undertaken to determine the extent of the problem and the type of treatment if required.

### **5.2.5 Fossils**

As noted in Section 2.0, fossils occur in the area and due to the popularity of the site they could be destroyed if uncontrolled collecting is permitted. Action should be taken to conserve them.

### **5.2.6 Site for Proposed Sewerage Pumping Station**

Sydney Water is presently commencing construction of the Gerringong-Gerroa Sewerage Scheme. Under the approval granted by the Department of Urban Affairs and Planning for the scheme, one of the sewerage pumping stations will be located on this reserve to the north of Number 162 Headland Drive. Sydney Water will acquire the site, approximately 20m x 26m, under the provisions of the Land Acquisition (Just Terms Compensation Act) and Division 5 of the Sydney Water Act. The pumping station will be underground except for a small structure.

The Environmental Impact Statement for the sewerage scheme dealt with matters such as overflows and the operation of the pumping station. The procedures to minimise the impact of the pumping station have been approved by the Department of Urban Affairs and Planning and are subject to Environmental Protection Authority Licence.

An endangered plant species, *Pimelia spicata*, occurs very close to the site. Sydney Water will be responsible for the protection of the plants during construction of the facility.

### **5.2.7 Aboriginal Midden**

An Aboriginal midden is located on the south-eastern side of the reserve. This site is presently traversed by informal pedestrian access and as a result is eroding. Erosion is also occurring due to occasional storm damage by wave action and runoff from the reserve. The site is regarded as being of significant to the Aboriginal community and the wider community and should be conserved in consultation with the Aboriginal community. This would involve alteration to the pathway, which presently traverses the site. Any alteration to this must take into account Council's Strategic Asset Management Policy in relation to access to rock shelves. Any works on the site must also comply with the requirements of the NSW National Parks and Wildlife Service Act.

## 6.0 ACTION PLAN

The following table sets out a number of actions required to implement the identified Management Strategies and Performance Targets for the Blackhead Reserve. These actions are the means of achieving the objectives of the Plan of Management. The actions will be developed and reviewed annually.

Unless otherwise noted the responsibility for the implementation of these actions is with the Director of Engineering and Works.

A clear indication of how the completion of the aims will be assessed is also provided in the tables under Performance Evaluation.

Because of the longer-term nature of the Objectives and the supporting Performance Targets as set out in the plan, these will need to be reviewed less frequently, approximately every five (5) years.

<b>Management Objectives</b>	<b>Management Strategies Performance Targets</b>	<b>Actions (means of achieving targets)</b>	<b>Performance Evaluation (how they will be assessed)</b>
<ul style="list-style-type: none"> <li>Mitigate impact on the reserve by community use</li> </ul>	<ul style="list-style-type: none"> <li>Limit vehicle access to the reserve</li> </ul>	<ul style="list-style-type: none"> <li>Provide suitable car barriers at all at all entry points</li> <li>Carry out Council Ranger patrols of the reserves</li> </ul>	<ul style="list-style-type: none"> <li>Authorised vehicles only in reserve</li> <li>Authorised vehicles only in reserve</li> </ul>
<ul style="list-style-type: none"> <li>Protect and enhance functions of the site as a buffer between the public and private assets and the shoreline</li> </ul>	<ul style="list-style-type: none"> <li>Ensure that works carried out on the reserve are in accordance with the aims and objectives of the NSW Coastal Policy</li> </ul>	<ul style="list-style-type: none"> <li>Carry out works in accordance with the NSW Government Coastline Management Manual</li> <li>Obtain funding for major works through inclusion of works in Council's Capital Works Program and pursuing funding from external sources</li> </ul>	<ul style="list-style-type: none"> <li>Completion of works.</li> <li>Receipt of funding</li> </ul>
<ul style="list-style-type: none"> <li>Encourage the ecological sustainable use of the reserve</li> </ul>	<ul style="list-style-type: none"> <li>Encourage community participation in revegetation works</li> <li>Minimise the impact of Stormwater discharges on the reserve</li> </ul>	<ul style="list-style-type: none"> <li>Provide financial and logistic assistance to appropriate local community groups.</li> <li>Investigate the environmental impact of stormwater discharges on the reserve</li> </ul>	<ul style="list-style-type: none"> <li>Formation of groups and implementation of on ground works</li> <li>Implementation of recommendations from investigation.</li> </ul>
<ul style="list-style-type: none"> <li>Provide for passive recreational use only</li> </ul>	<ul style="list-style-type: none"> <li>Provide facilities suitable for passive recreation only</li> </ul>	<ul style="list-style-type: none"> <li>Maintain the area in accordance with Council's Strategic Asset Management Policy (SAMP)</li> </ul>	<ul style="list-style-type: none"> <li>Compliance with the SAMP</li> </ul>
	<ul style="list-style-type: none"> <li>Minimise the damage to fossils on the reserve</li> </ul>	<ul style="list-style-type: none"> <li>Erect signage prohibiting the removal of fossils in the area</li> <li>Carry out Ranger patrols</li> </ul>	<ul style="list-style-type: none"> <li>Preservation of fossils</li> <li>Prosecution of people removing fossils</li> </ul>
<ul style="list-style-type: none"> <li>Protection of Aboriginal Midden</li> </ul>	<ul style="list-style-type: none"> <li>Carry out works only in accordance with National Parks and Wildlife Service Act.</li> </ul>	<ul style="list-style-type: none"> <li>Obtain approval for National Parks and Wildlife Service to carry out works in the area.</li> <li>Consult with the local Aboriginal representatives regarding the conservation of the Midden.</li> </ul>	<ul style="list-style-type: none"> <li>Compliance with the National Parks and Wildlife Service Act.</li> </ul>

## **7.0 REFERENCES**

Kiama Municipal Council Kiama Council Draft Management Plan 2001/2004

NSW Government Coastline Management Manual September 1990

Stormwater Management Plan July 2000

NSW Coastal Policy NSW Coastal Policy 1997