

KENDALLS BEACH RESERVE



Plan of Management

February 2004



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1.0 INTRODUCTION

1.1 Background

Kendalls Beach Reserve is an area of coastal land approximately 1km to the south of the town centre of the business centre of Kiama. It is set in a protected bay between Kendalls Point to the north and Kaleula Head to the south-east. It is surrounded by suburban residential development. (See Figure 1)



Figure 1 Location Plan

The site includes Kendalls Beach and an area of public reserve adjoining the beach frontage and incorporates the Kendalls Beach Holiday Park.

It is public land owned by the Kiama Municipal Council and has been classified “Community Land” under the provisions of the *Local Government Act 1993*. Generally speaking, Community Land refers to any property which Council retains for use by the general public, whilst operational land need not be retained for public use.

The *Local Government Act* also requires that Council prepare a Plan of Management in conjunction with the community to identify important features of the land, clarify how Council will manage the land and how the land will 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 sustainable use of the land and to ensure that it addresses the needs of local groups and the broader community. It identifies appropriate outcomes for Kendalls Beach Reserve and provides a way of achieving these outcomes through a series of clear management objectives and supporting strategies and actions.

1.2 Community Land Covered by this Plan

The Community Land covered by this plan is shown in *Figure 2* and includes a number of separate parcels. These are Lot 3 DP 587969, Part Portion 14 Public Reserve, Part Lot 14 DP 227134, Part Lot 1 DP 658245 and the public garden and recreation space included in DP 38283.

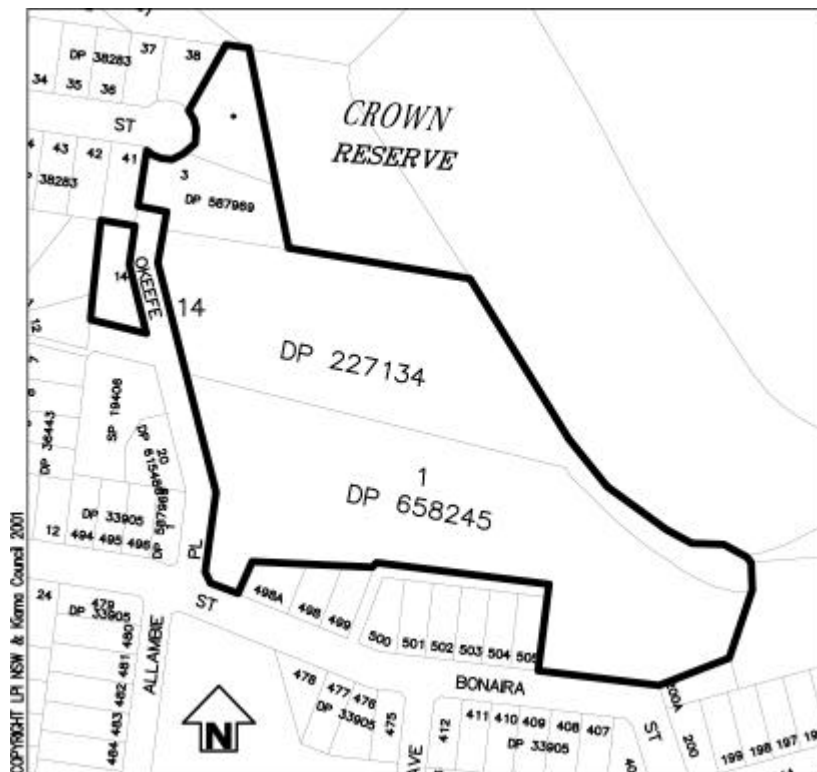


Figure 2 Land covered by this Plan

The land is zoned as *Open Space Existing Recreation 6(a)* under the Kiama Council's *Local Environmental Plan 1996*. The area covered by this plan covers approximately 5 hectares.

Kendalls Beach Reserve is surrounded on the western and southern sides by residential land zoned *Residential 2(a)* and to the north and south by a reserve zoned *6(a) Recreation*.

A number of parcels of Crown land, including Chapman Point and an unnamed reserve, adjoin the reserve to the north.

A small land unit of Crown land on the beach front is not covered by this plan but will be managed in sympathy with the plan. This management approach is consistent with principles and requirements of the *Crown Lands Act 1983*.

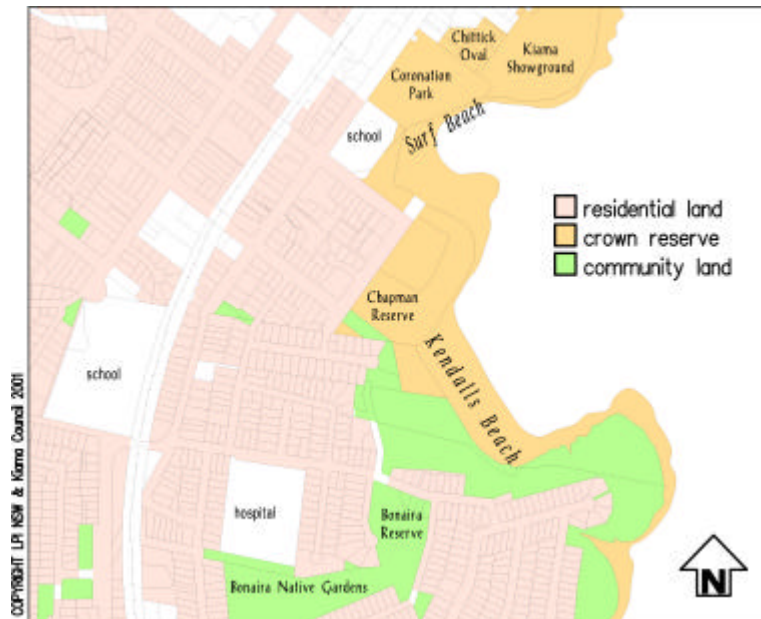


Figure 3 shows the relationship of the Kendalls Beach Reserve to surrounding land uses and land tenure.

1.3 Category and Class of Land

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

Under Section 36(4) of the *Local Government Amendment Act 1998*, all Community Land must be categorised as one of the following categories: *natural area, sports ground, park, area of cultural significance or general community use*. In accordance with the guidelines set out in the *Local Government (General) Regulation 1999*, the Community Land will be categorised for “general community use”.

1.4 Management Units

Although all the land covered in this plan is categorised for “general community use”, for management purposes, the land has been separated into four units. These units are illustrated in *Figure 4* and are:

- Holiday Park – Management Unit 1
- Beach– Management Unit 2
- Grassed areas and embankments – Management Unit 3
- Watercourse – Management Unit 4

Each Unit is described in detail in Section 2.0

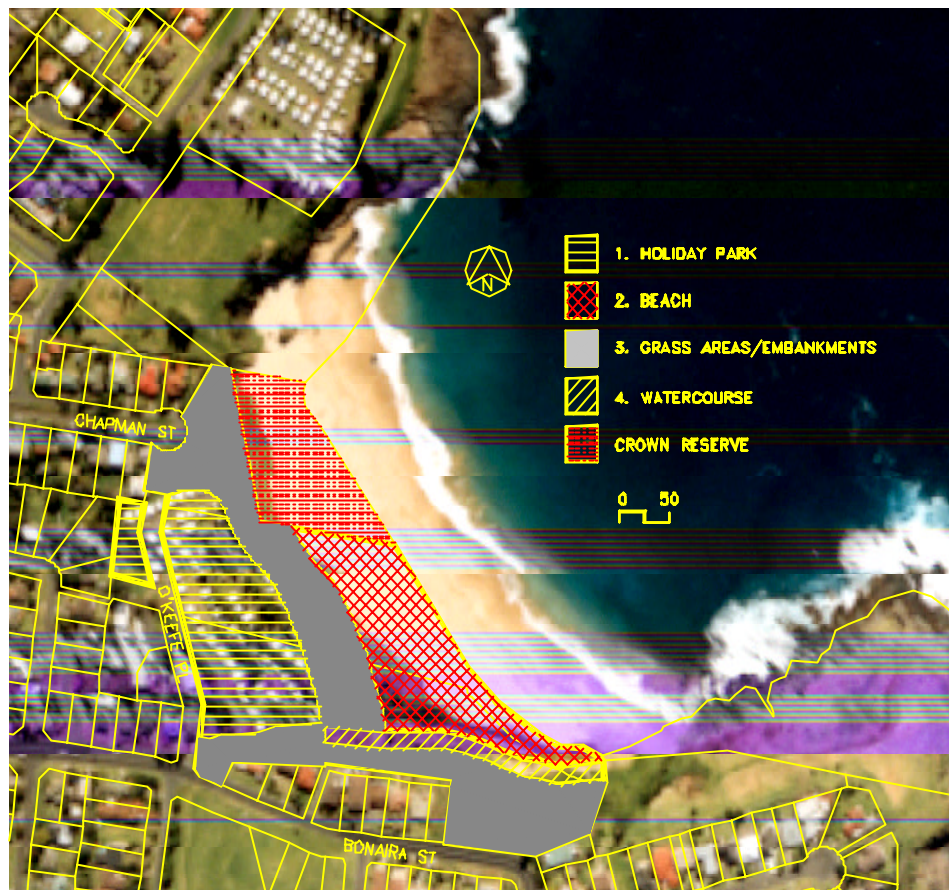


Figure 4 Management Units

Separate management objectives have been developed for each unit to effectively and appropriately deal with the different issues and requirements inherent for each unit. These are set out in Section 6.0. These objectives are then supported by various sets of management strategies and actions, which are detailed in this plan. These management strategies and actions are to be evaluated against established performance targets.

O'Keefe Place is a public road that is physically within the site but is not part of the Reserve. As a result it is not covered by the Plan of Management. In addition, as indicated in Section 1.2, the small part of the Crown reserve on the beachfront is not covered by this plan but will be managed in sympathy with the Community Land.

1.5 Function and Values

Kendalls Beach Reserve has a number of important recreational uses. It contains the Kendalls Beach Holiday Park, which is a resort orientated facility and occupies approximately 1.6ha of land immediately west of the beach. The Holiday Park currently provides a range of holiday accommodation including cabins, caravans and holiday and tourist sites. It also provides toilets and change amenities for the public utilising the adjacent beach and reserve area.

The beach and adjacent areas have very significant recreational values for visitors and the local community due to their proximity to Kiama and surrounding residential areas. The area is utilised by the public for swimming, surfing, walking, cycling, picnicking and recreational fishing. There are picnic facilities, barbecues, children's play equipment, footpath/cycleway and public car parks adjacent to the beach.

1.6 History of the Site

The beach was named after the recipient of the first land grant in 1831, the Reverend Thomas Kendall.

As noted earlier, the Kendalls Beach Reserve area covered by this plan incorporates a number of separate parcels of land. The southern sector was previously a Commonwealth Rifle Range and was purchased by Council in 1958. Other land was purchased or dedicated to Council from 1961. All these parcels were dedicated public reserves under the terms of the *Local Government Act 1919*. Kendalls Beach Reserve has been continuously used for camping by the public from the 1950's.

In 1963 Council called tenders for a lease of the Holiday Park at Kendalls Beach Reserve to formalise these existing uses and activities. A formal lease was issued to the successful tenderers in 1964, voided, and then reissued by way of a deed and lease agreement in September 1966 for a period of 15 years.

Subsequently, early in the lease period, the lease was surrendered and Council took over management of the park utilising contracted caretaker managers. This use of the area has continued from that time.

The following photograph taken late in the 1970's illustrates the pattern of usage of the site and the unrestricted vehicular access to the beach frontage possible at that time. These also clearly show the lack of landscape planting and screening of the area at the time.



Photo 1 - Photo of Planning Area c late 1970's

1.7 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 stages and requirements set down under the *Local Government Act 1993*. These steps are:

- Prepare the draft plan.
- Hold the formal public consultation process.
 - 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 provided 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 Act 1993*.
- Consider all submissions and the findings of the public hearing. Council may 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.

1.8 Planning Framework

This plan of management is based on the framework developed by the Kiama Municipal Council Foreshores Plan of Management, which was adopted by Council on 25 June 1996. The Foreshores Plan included the Kendalls Beach reserve together with eleven other reserves located on the foreshore of the Municipality. It outlined management policies/objectives and supporting actions together with target dates and performance measures.

The Foreshores Plan recognised and addressed the requirements and strategies of the Kiama Coast Holiday Parks Business Plan endorsed by Council in April 1994. A review of the Holiday Parks Business Management Plan was completed in April 2000, and adopted by Council in September 2000.

The need for this specific Plans of Management was generated by the introduction of changes to the original legislation (*Local Government Act 1993*) brought about by the *Local Government Amendment (Community Land Management) Act 1998*. Separate plans of Management were prepared and adopted by Council in June 2001 for all of the lands included in the Foreshores Plan of Management except for the Kendalls Beach Reserve. Whilst the process was started in 2001, this was not completed for this reserve because of legal issues arising out of the operation of the Holiday Park on Community Land.

1.9 Community Participation

The draft of the Foreshore Reserves Plan of Management was advertised and exhibited for the statutory period in 1996, and submissions received from the public. In particular a number of submissions addressed issues related to the Kendalls Beach Reserve. These submissions tended to focus on public access to the beach, and redevelopment proposals for the Holiday Park. These submissions were taken into account in the finalisation of the plan.

The Kendalls Beach Reserve has continued to generate public comment in regard to public access to the foreshore and the redevelopment of the Holiday Park.

As noted earlier a formal public consultation process will again be undertaken as required by the *Local Government Act 1993* in the preparation of this Plan of Management.

2.0 PHYSICAL FEATURES AND EXISTING DEVELOPMENT

2.1 *Setting/Physical Components*



Photo 2 Kendalls Beach Reserve from Kendalls Point

Kendalls Beach Reserve is set in a protected north easterly facing cove. It consists of predominantly flat land, which rises to surrounding higher ground, which is covered by residential development as noted in Section 1.2. The reserve can be conveniently broken up into distinctive physical components, which also reflect management priorities. These are the four Management Units identified earlier in Section 1.4.

The *beach* component (Management Unit 2) features an extremely wide sand frontage and abuts a low grassed foredune. This foredune, together with the steep vegetated embankments to the north-west and south-east forms another unit the *Grassed Areas and Embankments* (Management Unit 3). The fourth unit is the *Watercourse* (Management Unit 4) which drains through the southern end of the beach. The remainder is the area which is occupied by the *Kendalls Beach Holiday Park* (Management Unit 1) and this occupies a portion of flat land at the rear of Kendalls Beach.

O'Keefe Place, a public road, provides access to the reserve carparking and adjacent residential properties to the west.

2.2 *Views to and from the Site*

As the site is lower than the landforms, it is very visible from external vantage points, with views predominantly down onto the area from surrounding houses. It can also be readily seen from Blowhole Point. Spectacular views of the surrounding coastline from the site are available from the seafront and from the higher embankment areas.

2.3 *Microclimate*

The site faces north-east and being surrounded by higher ground, is sheltered from offshore winds, particularly westerlies. It is also moderately sheltered from onshore winds by the surrounding coastal landforms. Blowhole Point intercepts and reduces heavy north easterly ocean wave conditions. The high level of shelter is reflected in the beach that is a relatively low wave energy type. Kendalls Beach contrasts markedly with the high energy exposed nature of the adjoining Surf Beach.

2.4 Access/Linkages

The Kendalls Beach Reserve has two road entrances from Bonaira Street. The more westerly access is via O'Keefe Place. O'Keefe Place, which forms the western boundary of the reserve, is a public road which provides access to several residential properties. An extension of the O'Keefe Place road reserve provides access to a small parking area and reserve and turnaround on the northern section of the beach frontage. A second entrance is from a lane which extends from Bonaira Street. This lane provides the formal entrance to the Holiday Park and to a carpark and picnic area on the southern part of the site.

The Kendalls Beach Reserve forms a section of an extensive coastline reserve which extends back to Blowhole Point to the north. Most of this reserve, including Chapman Oval and the adjacent Surf Beach Holiday Park, is Crown land or Crown Reserves.

It forms part of an integrated open space network with pedestrian and cycleway linkages to other foreshore properties. A shared pathway links the reserve to Chapman Point and Kendalls Point and thence to Surf Beach in the north and to Bonaira Reserve to the south.

2.5 The Holiday Park



Photo 3 Holiday vans which are being progressively removed

Physically, the park falls broadly into two portions. The first is the portion closest to the beach which is slightly elevated and generally enjoys attractive ocean views. This area contains 13 high quality holiday cabins on the sea frontage and 3 immediately behind.

The second portion is to the rear or west which is set at a slightly lower level. This area at present contains predominantly holiday caravans with attached annexes. Tourist sites are available for occasional use.

The existing road pattern consists of one internal park road generally running parallel to the beach with sites mostly organised at right angles to the road at regular spacings.

The general condition of park infrastructure is satisfactory. Sealed road surfaces are in good condition, although there are several minor unformed internal tracks. The park is fully sewered.

Stormwater drainage of the lower rear section of the Holiday Park is via an underground pipe that runs within the O'Keefe Place road reserve and discharges into the concrete culvert. This arrangement is adequate to cope with local runoff.

The park currently has an entrance from Bonaira Street between residential properties. It has a 4 metre carriageway width and enters the park over the end of the concrete culvert. Beyond the end of the culvert the watercourse is open on the sea side of the crossing.

The Manager's residence and reception area is adjacent to the entrance. There are also several public disabled persons carparking spaces to serve beach users adjacent to the park entrance. The existing internal park road forms a loop which links up with O'Keefe Place.

Park amenities consist of a refurbished toilet and change block which despite its age, is in good condition, a separate laundry building and a newly constructed camp kitchen/recreation building. These buildings are centrally located within the park, adjacent to the Manager's residence.

While the park supports a reasonable level of vegetation cover, the quality of the landscaping and the level of amenity provided is variable. Norfolk Island Pines (*Araucaria heterophylla*) are planted along the ocean frontage in front and behind the holiday cabins. Well maintained planting beds have been established around the cabins utilising a range of small scale exotic and native species. There is a section of mature native trees (*Eucalypt* and *Banksia sp*) between the caravan sites parallel to the beach. A number of mature Coral trees (*Erythrina sp*) are located on the western edge of O'Keefe Place. There is also a large Moreton Bay Fig tree (*Ficus macrophylla*) in this area.

2.6 Public Road



Photo 4 O'Keefe Place – the public road within the site

O'Keefe Place is a public road within the site that connects the site from Bonaira Street. It is sealed and has a 15 metre wide road reserve and an existing sealed carriageway of approximately 4 metres. It has a spur on the western side which links the site to Holden Avenue through a pedestrian right of way. It does not extend to the foreshore. Some caravans and annexes encroach onto the road reserve.

2.7 Beach

Kendalls Beach is north east facing sheltered, relatively safe beach that is extremely popular with local residents and visitors. It comprises an unusually wide (up to 150 metres) and relatively flat sand area running up to a grassed foredune. It has a frontage of approx 350 metres located between the rocky headlands of Kaleula and Kendalls Point.

Vehicular access to the beach is available at both ends of the beach via an extension to O'Keefe Place in the north and Bonaira Street in the south. Although vehicular access along the edge of the foredune in front of the beach was permitted prior to 1996, this was excluded following the adoption of the Foreshore Plan of Management in 1996. There is no vegetation on this area except for a small area on the southern end of the beach adjacent to the watercourse which is partly covered by spinifex.

2.8 Grassed Areas and Embankments



Photo 5 Playground and picnic area at south end of the beach with Embankments beyond

This unit consists of the grassed foredune immediately in front of the Holiday Park and the flat area on the southern side of the watercourse, together with the steep embankments on the extreme northern and southern edges of the site. The flat areas feature mown exotic grass cover (*Kikuyu*). There is a 2 metre wide shared pathway along the beachfront and behind the houses in Bonaira Street. This connects to Chapman point in the north and Bonaira Reserve in the south. The northern beachfront area has an unsealed turnaround and limited parking area for about 5-6 vehicles. There are also picnic facilities (picnic tables and gas barbecue) in this area and limited play equipment. The southern end has more developed picnic and playground facilities and a small picnic shelter shed set amongst a grove of *Meuleucas*. The play equipment area has recently been erected as part of the Stage 1 upgrade of the park. Unsealed informal public parking to service this area is located on the south side of the watercourse accessed via the laneway from Bonaira Street.

The mown frontal dune area is devoid of vegetation. It has several picnic tables and a beach shower.

The elevated embankments are covered with weed species such as *Lantana*. There is an open sloping triangular grassed area immediately adjacent to housing at the bottom of Chapman Street.

2.9 Watercourse



Photo 6 - Watercourse

Much of the former natural watercourse is enclosed in a concrete drainage culvert (between Bonaira Street and the access to the beach) The concrete lid has been covered by soil and grassed. The downstream end of the watercourse is open which forms a channel across the beach and remains in a more natural state.

The channel and watercourse collects stormwater from the urban catchment extended back to Hillview Circuit. During periods of low runoff from the catchment, the mouth of the creek is closed by the build up of sand on the beach. During low flows, when the concentration of pollutants in the stormwater is the highest, there is some chance that the stormwater is filtered before it reaches the sea; this is preferable to it outletting directly into the surf zone. Work has recently been carried out to improve the habitat in the creek and along the creek banks through replanting of native species.

2.10 Existing Use Patterns

Kendalls Beach Reserve, with its proximity to the Kiama township and unique coastal setting provides an extremely valuable resource for tourists and visitors to the area and the local community. The sheltered beach with its picnicking and play equipment is particularly suited to family groups. The beach provides high quality bathing and associated water sport opportunities. The Holiday Park provides a range of accommodation options for visitors. The high quality beachfront cabins in particular are in great demand.

To accommodate different usage patterns of the Holiday Park users and the general public, there is a need to provide adequate public amenities for the general public using the beach.

3.0 COUNCIL'S OVERALL PLANNING FRAMEWORK

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

3.1 Aim of this Plan of Management

The aim of this document is to develop a plan of management for the Kendalls Beach Reserve 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.

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 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.
- To offer quality Holiday Park accommodation under a management structure which meets and responds to market demands, which maximises the generation of revenue and which preserves visual and ascetic amenity for the community.

4.0 COUNCIL POLICIES - GENERAL

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 aims 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 enquiries 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, 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 (IDNWA) IDNWA which administers the *Noxious Weeds Act*. Council will carry out the control of nuisance weeds or environmental weeds.

This shall involve the use of 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, Recreational Facilities, Foreshores, Boat Ramps, Disused Quarries and Cemeteries*, 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 grounds; 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

4.7.1 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.

4.7.2 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.

4.8 Sale of Alcohol

- The sale of alcohol on Council property must be approved by Council. 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.

4.9 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 Director of Engineering and Works. 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, traffic and safety signs, are permissible. All other signs must be approved by Council before erection.

4.10 Easements

Council reserves the right to grant easements as required for utilities and access, providing they are consistent with the core objectives of the categorisation of this land.

4.11 Leases and Licenses 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.

4.12 Public Safety

As recommended by the LOGOV Risk Management Services report, Council has developed and adopted 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.

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.
- 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.

5.0 COUNCIL POLICIES FOR KIAMA COAST HOLIDAY PARKS

5.1 Background

In April 1994 Council endorsed the Kiama Holiday Parks Business Management Plan which provides a policy and strategic framework and timeframe for future development of Council's five parks. The Business Plan addressed a number of key issues including ensuing compliance with statutory and legislative requirements, improved business focus and performance (more efficient financial and facility management, better promotion and marketing and so on), and improved income generation.

Objectives identified in relation to resource management are:

- To preserve scenic and natural features and vistas through site planning.
- To adopt strategies to minimise visual and noise impact.
- To provide beach and headland access which encourages the public to experience the natural features of the coastal environment.
- To adopt design and planning strategies to encourage appropriate resource development.

Each of the parks was assessed against individual locational attributes and as a component of the overall portfolio.

5.2 Kendalls Beach Holiday Park Proposals

The 1994 Business Plan proposed a specific strategy and redevelopment proposals for each of the Holiday Parks.

It recognised the special qualities of the Kendalls Beach Reserve area and the need to develop options to enhance and safeguard these qualities.

Kendalls Beach is a site of exceptional quality and a predominance of holiday vans will not be appropriate in the longer term. In addition, it is overlooked by adjoining residential properties and the large number of caravans produces visual amenity that is less than ideal and difficult to landscape.

The principal features for the redevelopment of the Holiday Park as adopted in the Holiday Parks Business Plan are as follows:

- The Business Plan was supported by the policy/objectives and actions proposed in the Foreshores Plan of Management.
- A number of the proposed actions have now been completed in Stage One of the redevelopment including the installation of high quality self contained cabins on the beachfront.

5.3 Review of the Kiama Holiday Parks Business Management Plan

A review was completed in April 2000 of the endorsed 1994 Business Plan. It reaffirmed the general policies of the earlier plan and developed a number of actions which are proposed to form the second phase of the redevelopment. (Stage II)

The review was required in order to take into account the changed circumstances operating since the preparation of the 1994 plan. In particular the high public demand for the beachfront cabins has generated greater than anticipated revenue and profit which provides an opportunity for undertaking additional capital improvements to the Holiday Park.

The review of the Business Management Plan was formally endorsed by Council in April 2000 further reviewed and re-endorsed in September 2000.

The review confirmed the general strategies and recommendations of the Manidis Roberts Business Management Plan, Final Report February 1994. In particular, it proposes the continued development of "resort type" accommodation being through the provision of self contained on-site accommodation. This accommodation will be provided in high quality chalet type cabins. The plan also requires the total removal of all permanent holiday vans from the site. A progressive removal has commenced. Provision will be retained and expanded for touring caravans and campers with additional sites being made available. Self contained ensuite type modular units will service each tourist/camping site. The plan as detailed in the Landscape Masterplan provides for the following:

- A reduction in the total number of sites.
- The removal of all holiday vans.
- A reduction in the area occupied by the Holiday Park by approximately 12%.
- The redesign and re-organisation of the entry and drive in tourist sites.
- New office, parking, comprehensive landscaping and new signposting.
- An increase in the on-site accommodation to provide a maximum number of 31 cabins for the whole site.

Details of the layout and redevelopment are shown in the Landscape Masterplan for Kendalls Beach Reserve. (See *Figure 5*)

The Revised Business Plan has an implementation program over 5 years based on the forecast demand from 2000/2001. At the end of the fifth year the plan calls for a total of 31 cabins and drive-in tourist sites. No holiday van sites will remain by the third year of the implementation plan.

There is also a proposal to develop an entertainment area with barbecue and games facilities. The design will be similar to existing facilities at the Seven Mile Beach and Warri Beach Holiday Parks.

6.0 MANAGEMENT OBJECTIVES, ISSUES AND STRATEGIES

6.1 Core Management Objectives

The core objectives of this Plan of Management are defined in Section 36 (l) 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:

- in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and
- 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.

6.2 Specific Management Objectives, Issues and Strategies

Management objectives, issues and strategies are dealt with under each the four Management Units previously identified and described in Section 2 of this Plan.

Specific management objectives (relevant to the physical characteristics of the individual Management Unit) have been determined for each Management Unit. The management issues involved with the individual Unit and its objectives are discussed, together with possible options and solutions. Strategies have been established to achieve the desired outcomes/objectives.

6.3 Management Unit 1 - The Holiday Park

The overall objective for this Management Unit is the progressive implementation of the development strategies outlined in the original 1994 Business Management Plan for Kiama Coast Holiday Parks and the April 2000 Review of the Plan. The detailed objectives and outcomes support the overarching objective.

6.3.1 Detailed Objectives

- Reduction in the overall area covered by the Holiday Park.
- Reduction of the visual impact of the Holiday Park when seen from external viewpoints, particularly from surrounding residential areas.
- Provision of a cohesive development with a distinctive coastal design theme for all structures and landscape treatment.
- Provision of a clear, efficient and safe vehicular and pedestrian system to, and within, the site that minimises conflict with public access to the foreshore.

- Improvement to the quality and range of accommodation offered by the Holiday Park to enhance the overall quality of the development and to increase rental returns and profit.
- Development and implementation of a detailed Master Plan for the Holiday Park site that addresses all the above objectives.

6.3.2 Issues and Options

- *Future Development of the Holiday Park*

The proposed ongoing development for Kendalls Beach Holiday Park as determined in the Review of the Business Management Plan for Kiama Coast Holiday Parks recognises and supports a number of these matters. It provides for a smaller, better landscaped site with improved accommodation and amenities. It addresses issues of visual quality while catering for the demand for the quality of accommodation to be provided. The design of the park and its access road system allows for convenient and safe public access to the beach at all times. The level of development also allows Council to achieve significant financial return on behalf of the residents of the area and improvements to public reserves.

- *Visual Quality/Visual Impact*

A key issue for the future development of the Holiday Park is the opportunity to improve the general visual and design quality of the site and to reduce its visual impact, particularly when viewed from surrounding residential areas.

It is important to recognise that Council has already made significant improvements to the landscaping and visual qualities of the park. Photographs taken probably in the late 1970's show an area with no tree or shrub planting and with carparking along the entire edge of the beach. (See Photo 1). By the mid 1980's some frontal tree planting (mainly Norfolk Island Pines) had been introduced.

Since that time, parking has been prohibited along the beach edge grassed foredune and a significant amount of landscaping has taken place.

The introduction of appropriately designed, located and landscaped holiday cabins in place of the adhoc siting of caravans and annexes has further enhanced the appearance of the site.

The Norfolk Island Pines planted in front of the cabins will continue to provide improved screening of the park. In addition, the reduction in the overall area of the park, together with the removal of privately owned on-site caravans, the amenity block and a comprehensive landscaping treatment to screen structures, will significantly improve the visual quality of the entire site. The number of large permanent structures will be reduced by more than half. Colours and materials of cabins and other structures will be selected to further reduce potential visual impact.

Low level landscaping and mounding along the O'Keefe Place perimeter will provide greater screening of the Holiday Park from adjoining residences.

- *Manager's Residence and Holiday Park Entrance*

A development application was lodged in late 1999 to construct a new Manager's residence/reception office on the corner of Bonaira Avenue and O'Keefe Place. Within the current boundaries of the Holiday Park, a layby arrangement off O'Keefe Place was proposed. The existing Manager's residence was to be converted into park accommodation. Under this proposal, O'Keefe Place would become the entrance to the Holiday Park.

There was significant concern from local residents in regard to various aspects of the development proposal and a number of written submissions were lodged with Council. These concerns related to the proximity of a commercial operation to residential development, road safety and traffic problems, perceived accessibility problems for both motorists and pedestrians, together with a general loss of amenity for residences fronting O'Keefe Place. There were also (unfounded) concerns of the installation of a boom gate in O'Keefe Place blocking public access to the northern end of the beach.

Council reacted to these public concerns by suspending the development application from further consideration pending the review of proposals contained in this Plan of Management.

As a result of public concern and other relevant planning considerations, it is now proposed to retain this part of the reserve as open space or outside the Holiday Park Management Unit and to retain the existing residence and the park reception in its present position. The residence would be upgraded to provide improved reception and office areas and an improved vehicular layby provided.

(See Figure 5 –Landscape Masterplan)

- *Improvements to the Quality and Range of Accommodation and Amenities.*

Since the introduction of the high quality self contained cabin accommodation, there has been very high occupancy rates and demand from the touring public. Demand has significantly exceeded expectations.

Privately owned holiday caravans have been progressively removed to provide for longer term development and the reduction in the overall size of the park.

There is an opportunity to introduce a greater number of tourist sites for touring caravans and tenting. It is anticipated that each site would have its own self-contained amenities in an ensuite module. These small service modules would be grouped and landscaped to minimise visual impact.

There is also an opportunity to provide a range of cabin sizes and floor plan configurations to suit different budgets and the needs of travellers (ie to cater for singles, couples, families, groups and so on.)

There is an opportunity to remove the existing amenities block as all future sites will have self-contained bathroom services. This action would only occur after public amenities are established for the adjacent beach/foreshore areas.

Despite the planned overall reduction in site numbers, total revenue and profitability will be increased.

There is a need to introduce improved recreational facilities for the Holiday Park users to raise the overall standard and recreational value of the site.

- *Visual Character and Cohesion*

There is an opportunity to take advantage of the removal of permanent caravans and annexes to redevelop the Holiday Park in a more cohesive and attractive manner.

It is proposed that the new cabins will be similar in design to those already constructed, to provide an appropriate architectural character to the park. A limited range of selected muted colours and appropriate materials will be utilised, building on the character established by the existing cabins. Only single storey cabins will be utilised. Careful siting and landscaping will provide a high level of amenity and privacy for occupants.

The landscaping treatment will also reinforce the coastal theme by utilising predominantly native coastal plant species. This landscape treatment will further integrate the look of the Holiday Park with surrounding landscaped embankment and foreshore areas.

- *Circulation*

There is an opportunity to correct entrance and circulation problems within the Holiday Park and at the same time, reinforce and improve public access to the foreshore. Two way access will continue to be provided to the park entrance from Bonaira Street which will also serve the southern public parking area and disabled parking spaces. Otherwise internal access within the Holiday Park will be one way. A separate pathway network within the Holiday Park will provide for safe and convenient pedestrian movement.

6.3.3 Management Strategies

- Redefine the boundaries of the Holiday Park Management Unit.
- Implement Holiday Parks Business Management Plan 2000.
- Design of the buildings to be integrated with the landscaping.
- Establish development design guidelines for future development in order to provide a consistent and appropriate visual character.
- Implement the Masterplan with particular emphasis on landscape treatment.
- Continue to reduce the total number of sites within the Holiday Park and continue the removal of the remaining holiday caravans.
- Develop the new cabin precinct at the rear of the site.
- Establish the new internal road arrangements, new parking areas and entrance layby.
- Provide significant landscape screening of the perimeter of the Holiday Park.

6.4 Management Unit 2 - Beach

6.4.1 Objectives

- Facilitate the ecological sustainable use of the beach.
- Improve the access to this beach by both the public and Holiday Park patrons.
- Provide a clean and safe recreational asset.
- Minimise any potential for erosion of the adjoining the grassed foredunes.
- Protect and enhance all functions associated with the beach's role as a buffer between the sea and the grassed areas.

6.4.2 Issues

- *Coastal Hazard Risk*

As noted previously Kendalls Beach is a reflective type beach which is partly protected from south-east and north-east storms by adjoining headlands. Kendalls Beach is very wide and has a significant volume of sand which generally protects the reserve from wave damage. Risk of damage of coastal structures from erosion and wave surge during storms is therefore low.

- *Access*

Convenient vehicular access with associated parking for the public is available via O'Keefe Place from the north and Bonaira Street from the south. Improvements of the O'Keefe Place beach access and the northern carpark parking area are proposed. (See *Figure 5*). The removal of encroachments on O'Keefe Place will open up this access; the construction of a sealed carpark will provide additional carparking in this area to the beach. Pedestrian and cycle access is excellent, having been improved recently by the construction of the shared pathway linking back to Surf Beach.

- *Public Amenities*

Presently there are no public toilets at the reserve except for the amenities building within the Holiday Park. It is proposed to construct suitable amenities adjacent to the northern carpark for the general users of the reserve.

- *Safety/Recreational Value*

Kendalls Beach is a particularly valuable recreational resource as it provides a sheltered and safe beach with generally small waves and a simple shore break.

Surrounding beaches such as Surf and Bombo Beaches are more exposed and experience larger surf and more dangerous bathing conditions.

Council provides qualified beach inspectors which patrol the beach throughout the summer in conjunction with the local Surf Life Saving Club.

6.4.3 Management Strategies

- Improve the access road and parking area at the northern end of the beach.
- Make provision for small unobtrusive well designed toilet/change block at the north end of the beach. The amenity block is to be designed and sited against the steep vegetated embankment to minimise visual impact. (See *Figure 5*).
- Continue to provide Council funded beach patrols during key summer periods.
- Maintain adjoining grassed areas in their current condition.
- Encourage the establishment of spinifex on the south west corner of the beach adjacent to the watercourse

6.5 Management Unit 3 - Grassed Areas and Embankments

6.5.1 Objectives

- Improve the biodiversity values of the embankment areas.
- Maintain convenient pedestrian and cyclist access along the foreshore.
- Provide appropriate public amenities to serve the area.
- Provide for passive recreational activities or pastimes.

6.5.2 Issues

This unit forms a buffer between the adjoining residential development and the rest of the reserve. In particular, the area provides picnic and play facilities for families, children and other beach users.

- *Weed control*

The steep embankments are presently predominantly covered with lantana. They need to be managed to provide natural vegetative cover to integrate with surrounding reserve areas and provide areas of habitat and visual relief to the area. However the replacement of this lantana should only be attempted when resources are available to guarantee long term maintenance to these areas.

- *Public Amenities*

Provision of an amenity building for users of the beach and adjacent picnic areas will negate the need for the public to utilise Holiday Park amenities. This will solve current management problems of vandalism and abuse of Park facilities by some members of the public

6.5.3 Management Strategies

- Undertake bush regeneration program on the embankment areas when resources are available to guarantee long term maintenance.
- Develop a reconfigured, sealed northern parking area and turnaround.
- Construct a new small, low key amenities building adjacent to this carpark
- Maintain the existing informal grassed/gravel parking area and access road to the southern end of the beach.
- Encourage community participation in landscape works, weed removal and revegetation.

6.6 Watercourse - Management Unit 4

6.6.1 Objectives

Restore the downstream section of the watercourse (the end of the existing concrete channel) to a more natural condition and minimise pollution of the waterway by nutrients and rubbish.

6.6.2 Issues

- *Water Quality*

The watercourse has been extensively modified by the construction of the large concrete underground culvert so that only approximately 100 metres within the reserve remains in the form of an open natural channel. Waterborne pollutants from the surrounding urban areas enter the watercourse. During times of low rainfall the mouth of the creek is closed to the sea; runoff is ponded and filtered through the sand before it reaches the ocean. Suggestions have been made to extend the concrete channel to the low water mark in order to avoid this ponding. However, this would only transfer any problem closer to the surf zone and remove any opportunity for natural filtering. An investigation needs to be made into the quantity and type of pollutants present to determine the appropriate treatment required.

6.6.3 Management Strategies

- Revegetate the banks of the watercourse with locally occurring native species to improve local fauna habitat and to provide a visually appealing and important local feature.
- Encourage and support the participation of local community groups such as Landcare/Dunecare in the carrying out of this work.
- Plant out the channel of the watercourse with various native reed species to further filter nutrient from the water and trap sediment.
- Investigate the quantity and type of pollutants present to determine the appropriate treatment required.
- Encourage the establishment of native grasses and herbaceous species on the sand immediately north of the watercourse to assist in stabilising the sand in that area.

7.0 ACTION PLAN

The following tables set out a number of actions required to implement the identified Management Strategies and Performance Targets for each Management Unit within the Kendalls Beach Reserve. These actions are the means of achieving the objectives of the Plan of Management. The actions will be developed and reviewed biennially.

Unless otherwise noted, the responsibility for the implementation of these actions is with the Director of Strategic and Commercial Services for the Holiday Park and the Director of Engineering and Works for the remainder of the reserve area.

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 their supporting Management Strategies/Performance Targets as set out in the plan, these will need to be reviewed less frequently, approximately every five years.

A Landscape Master Plan (*Figure 5*) has been prepared to illustrate and support the Management Strategies and actions of this plan. The Master Plan forms a key part of this Plan of Management. Detailed design would be based on the design and planning framework provided by the Master Plan.

HOLIDAY PARK - MANAGEMENT UNIT 1

Management Objectives	Management Strategies	Actions (means of achieving targets)	Outcomes
<p>Overall objective for this Unit is to implement the recommendations of the Holiday Parks Business Management Plan 2000.</p> <ul style="list-style-type: none"> • Reduce the area occupied by the Holiday Park • Improve the range of accommodation and amenities. • Reduce the visual impact of the Holiday Park. 	<p>Establish a detailed master plan for the site.</p> <ul style="list-style-type: none"> • Reduce the total number of sites and remove holiday caravans. • Redefine the northern and western boundaries of the Holiday Park Management Unit • Implement Holiday Parks Business Management Plan 2000 • Establish a detailed master plan for the site. 	<p>Implementation of the Holiday Parks Business Management Plan 2000 progressively.</p> <ul style="list-style-type: none"> • Continue to remove holiday caravans and replan and reconfigure sites. • Return sections of the Holiday Park to open space. • Develop second holiday cabin precinct and associated amenities. • Establish new tourist sites with supporting service modules. • Establish a range of cabin designs to cater for different accommodation needs. • Remove the existing central amenity block when appropriate (after the construction of public toilets on Management Unit 3). • Introduce additional landscape screening as per the Masterplan. 	<p>Implementation of the Holiday Parks Business Management Plan by 2005/2006.</p> <ul style="list-style-type: none"> • Complete removal of holiday caravans by 2003/2004. Evaluate the progressive removal. • Area occupied by the Holiday Park reduced by 12%. • Construction of facilities. • Construction of facilities. • Construction of facilities. • Removal of amenities. • Establishment of landscape • Construction of additional single storey cabins only.

Management Objectives	Management Strategies	Actions (means of achieving targets)	Outcomes
<ul style="list-style-type: none"> • Provide a visually cohesive development. • Provide a clear and efficient circulation system that minimises conflict with public access to the foreshore. 	<ul style="list-style-type: none"> • Design of the buildings to be integrated with the landscaping. • Establish development design guidelines for future development in order to provide a consistent and appropriate visual character. 	<ul style="list-style-type: none"> • Design single storey cabins only. • Use recessive colours in materials for future development works. • Compliance with design guidelines for all structures, landscaping both hard and soft, signage and roadworks. 	<ul style="list-style-type: none"> • Compliance Audit against guideline document. • Compliance Audit against guideline document • Compliance Audit against guideline document

BEACH - MANAGEMENT UNIT 2

Management Objectives	Management Strategies	Actions (means of achieving targets)	Outcomes
<ul style="list-style-type: none"> Improve the access to the beach. Provide a clean and safe recreational asset. Minimise any potential erosion of the grassed foredune. Facilitate the ecologically sustainable use of the beach. Protect and enhance all functions associated with the beach's role as a buffer between the sea and the grassed areas—Management Unit 3. 	<ul style="list-style-type: none"> Design an improved vehicle access and parking area at the northern end of the beach Maintain the existing vehicular access arrangements from Bonaira Street to the existing unformed public carpark at the southern end of the beach. Ensure the continuation of Council funding for the provision of beach safety patrol. Establish public amenities to serve beach users at the northern end of the beach. Prevent vehicle access to the foredune. Prevent vehicle access to the beach. Facilitate the establishment of suitable species to stabilise the sand area north of the watercourse. Permit works within the Unit which maintain this function only. 	<ul style="list-style-type: none"> Construct new public parking area and vehicular turnaround with associated landscape treatment when the vans are removed from that area. Remove encroachments of caravans on O'Keefe Place road reserve. Construct traffic calming devices in O'Keefe Place and the access road. Ensure maintenance program is completed on carpark area and associated landscape treatment. Provide beach safety patrol. Construct amenities building at the northern end of reserve when the old amenities in the Holiday Park is removed. Erect car barriers. Provide suitable vehicle barriers. Replant and maintain the existing native grasses on the beach north of the watercourse. Review any works proposed in this area. 	<ul style="list-style-type: none"> Completion of the works. Removal of encroachments and establishment of landscaping as per Masterplan. Completion of the works. Monitor maintenance performance. Provision of service. Completion of the works. No intrusion of vehicles on foredune. No intrusion of vehicles on foredune. Establishment of native grasses. Implementation of appropriate works only.

GRASSED AREAS AND EMBANKMENTS - MANAGEMENT UNIT 3

Management Objectives	Management Strategies	Actions (means of achieving targets)	Outcomes
<ul style="list-style-type: none"> • Improve biodiversity values of the embankment areas. • Maintain convenient pedestrian and cyclist access along the foreshore. • Provide appropriate public amenities. • Provide for passive recreational activities or pastimes. 	<ul style="list-style-type: none"> • Control of weeds on embankment areas. • Implement Council's Cycleway Plan. • Establish public amenities to serve beach users at the northern end of the beach. • Facilities for passive recreation or pastimes only to be approved. 	<ul style="list-style-type: none"> • Carry out the gradual removal of weed species and revegetation with appropriate native species. • Encourage community participation in landscape works, weed removal and revegetation works. • Construct the shared pathway around the proposed northern carpark and the cycleway link at the south end when the vans are removed from the northern end of the park. • Construct amenities building. • Review any works proposed in this area. 	<ul style="list-style-type: none"> • Progressive improvement in the physical state of the areas. • Community participation in works. • Completion of works. • Completion of the works. • Passive recreation facilities only provided.

WATERCOURSE - MANAGEMENT UNIT 4

Management Objectives	Management Strategies	Actions (means of achieving targets)	Outcomes
<ul style="list-style-type: none"> • Restore the downstream section of the watercourse to a more natural condition. • Minimisation of pollution to the waterway. 	<ul style="list-style-type: none"> • Revegetate banks and stream channel with locally occurring native species. • Facilitate the establishment of suitable species to stabilise the sand area north of the watercourse. • Utilise native plant species in the stream bed to filter nutrient and trap sediment. • Encourage and support local Landcare/Dunecare Groups in the carrying out of the work. • Investigate appropriate treatment required. 	<ul style="list-style-type: none"> • Undertake planting using native species. • Replant and maintain the existing native grasses on the beach north of the watercourse. • Plant out the watercourse with native reed species. • Provide financial and logistic assistance to appropriate local conservation groups. • Monitor water quality and design appropriate treatment. 	<ul style="list-style-type: none"> • Establishment of native species. • Establishment of native species. • Establishment of native species. • Provision of appropriate assistance. • Water Quality appropriate for site.