



Plan of Management

Byron Bay Memorial Recreation Grounds
Lot 444 DP 758207



Information about this document

After adoption by Council, this Plan of Management supersedes the Plan of Management for Byron Bay Memorial Recreation Grounds adopted by Council on 20 May 2003 (Doc No. DM403354)

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1 Introduction

1.1 Background

Under the Local Government Act 1993 (LGA), a Plan of Management provides a framework for the management and development of public land owned by a local Council.

The objective of this Plan of Management (Plan) is to guide future management, development and use of the Byron Bay Memorial Recreation Grounds (BBMRG) to deliver positive social, environmental, economic and governance outcomes (QBL outcomes) and positively contribute to the health and wellbeing of community as well as the financial sustainability of the Council.

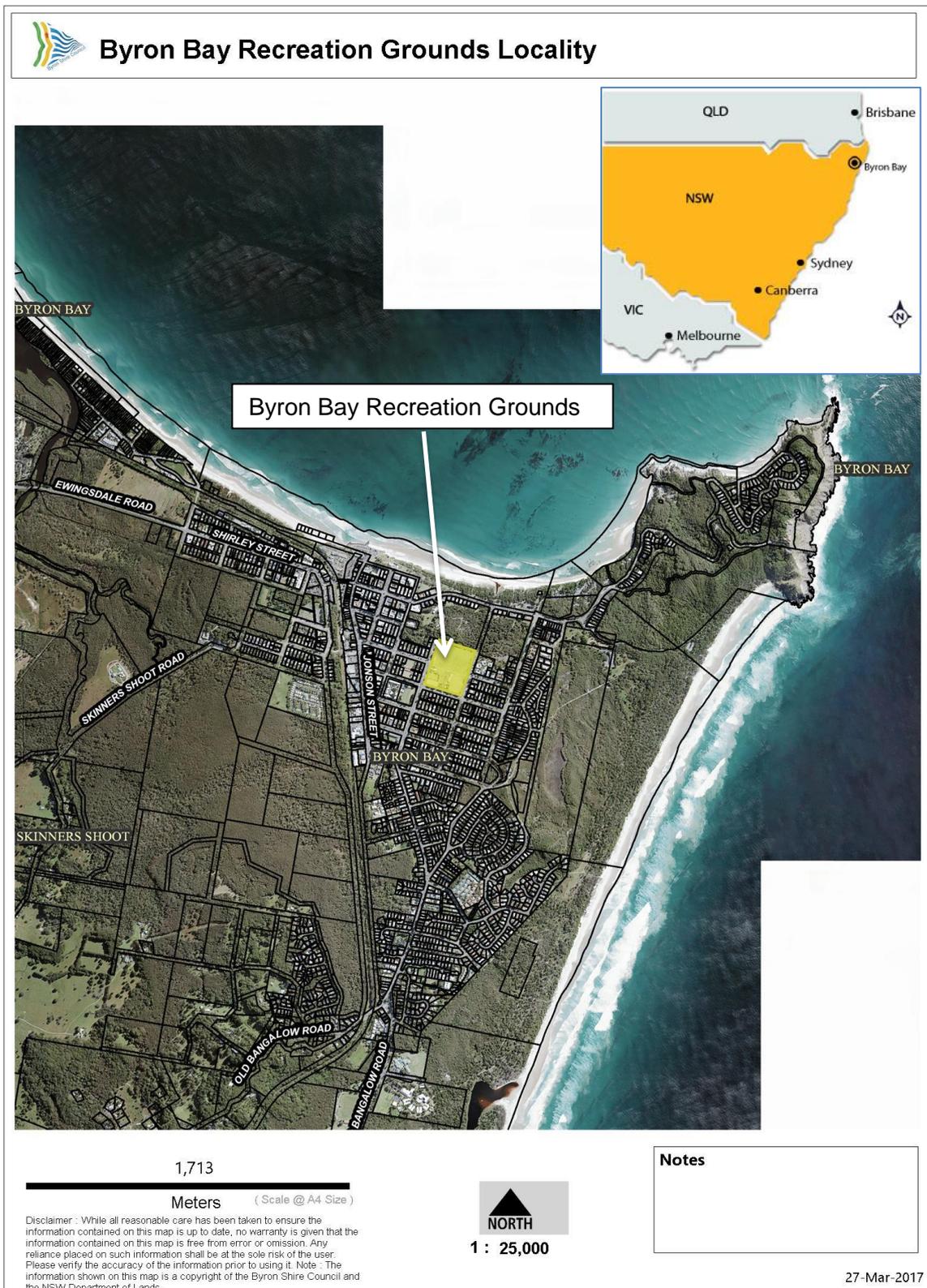
The Byron Bay Memorial Recreation Grounds is large and is capable of co-hosting a large variety of compatible uses. Public spaces are increasingly being used in innovative ways to meet new and emerging community needs and how we recreate in the future will be different to how we have in the past, or even today. This Plan of Management has been prepared to be as flexible and enabling as possible, and to allow it to meet current but also future community and Council needs.

1.2 Land description

This Plan of Management relates to the land known as the Byron Bay Memorial Recreation Grounds detailed and shown below in Figure 1.

Land Title:	Lot 444 DP 758207
Address:	The Reserve is bounded on three sides by Cowper Street (east), Carlyle Street (south) and Tennyson Street (west). The fourth side is bound by Crown Land (Sandhills Estate) to the north.
Owner:	Byron Shire Council
Zoning:	RE1 Public Recreation

Figure 1: Byron Bay Memorial Recreation Grounds Locality



State map inset: NSW Government – Transport for NSW, 2017.

1.3 Category and classification of Byron Bay Memorial Recreation Grounds

The Byron Bay Memorial Recreation Grounds is classified as **community land** under the LGA. It is categorised as **sports ground** and **general community use**. The boundary of the sports ground category is intended to be 1m outside of any dynamic boundary for Rugby, Football, Cricket, and Croquet, as depicted in the following plan:

Figure 2: Land Categories



1.4 Zoning

Byron Bay Memorial Recreation Grounds is zoned RE 1 Public Recreation under the Byron Local Environment Plan 2014.

Current as at the date of adoption of this Plan, the objectives of and permissible uses in the RE 1 Public Recreation zone in Byron Shire are:

1. **Objectives of zone**

- *To enable land to be used for public open space or recreational purposes.*
- *To provide a range of recreational settings and activities and compatible land uses.*
- *To protect and enhance the natural environment for recreational purposes.*

2. **Permitted without consent**

Environmental protection works

3. **Permitted with consent**

Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Child care centres; Community facilities; Emergency services facilities; Entertainment facilities; Environmental facilities; Flood mitigation works; Function centres; Horticulture; Information and education facilities; Jetties; Kiosks; Markets; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Signage

4. **Prohibited**

Any development not specified in item 2 or 3.

The Local Environment Plan is changed from time to time and it should be referred to directly for up to date information on zoning and permissible uses.

Figure 3: Byron Bay Memorial Recreation Grounds - Zoning



2 Community Value and Outcomes

The Byron Bay Memorial Recreation Grounds has social, cultural, historical, recreational, natural and future generational values, which are all significant at a local level.

The primary value of the land is its intrinsic worth as publically available open space centrally located with easy access.

Some outcomes that the Byron Bay Memorial Recreation Grounds achieves include:

Social Outcomes

The Byron Bay Memorial Recreation Grounds has value as an informal meeting place which can enhance social interaction within our community. The land provides significant passive recreation opportunities for all ages, which can contribute to positive health outcomes. It is also large enough to accommodate small community events, markets, outdoor cinemas, fetes, celebrations and the like that can bring people together and enhance inclusiveness and wellbeing.

The Byron Bay Memorial Recreation Gates and Grounds have significant historical value in memory of those who served and sacrificed their lives and, most recently, the Memorial was totally refurbished by the RSL in 2016.

Also, as a local active recreation facility in the broader shire-wide network, the Byron Bay Memorial Recreation Grounds is valued for providing local sporting activity opportunities.

Environmental Outcomes

With the Sandhills Estate adjoining the Byron Bay Memorial Recreation Grounds to the north, they collectively provide an important part of the biodiversity link between the Arakwal National Park and Cumbebin Swamp. The land also has environmental value as a component of the overall water management catchment for the town centre.

Economic Outcomes

The Byron Bay Memorial Recreation Grounds provides both direct and indirect economic value to the area.

The land is easily accessible (with a positive walkability factor), provides visual amenity to surrounding residential properties and enhances the liveability of the town with resulting in economic benefits to community.

The Byron Bay Memorial Recreation Grounds provides economic value in the form of capacity for small-scale commercial use consistent with the core objectives and this Plan, for example but without limitation, outdoor cinemas, markets, private functions or small scale events. Such use can generate

economic benefits for the town and provides an important opportunity for Council to offset operational costs.

Governance Outcomes

The primary governance outcome for Council that this Plan seeks to achieve is the management of the Byron Bay Memorial Recreation Grounds over the short, medium and long terms, in a financially sustainable way.

Demands on local government and community needs are changing increasingly fast. This Plan has been deliberately prepared to be as flexible as possible so that it can continue to deliver governance outcomes over the short, medium and long terms.

Implementing Byron Bay Town Centre Masterplan and Byron Shire Community Strategic Plan actions are also important governance outcomes for Council and the community.

It is never possible to action every idea or meet all needs on particular site and a quadruple bottom line outcomes (QBL outcomes) approach will be taken to achieve balanced management of the Byron Bay Memorial Recreation Grounds in the best overall community and Council interest.

Some individual actions can have positive outcomes against one sustainability criteria but negative against others or vice versa. To address this, a holistic, strategic approach will be taken by Council and where required, actions that have greater overall positive sustainability outcomes will be preferred.

3 Current Status

3.1 Existing Leases, Licenses and other Agreements

The following leases, licences or agreements existed as at the date of adoption of this Plan of Management. For details on leases, licences or agreements in force at any given time, please contact Council.

- **Byron Bay Tennis Courts** - Lessee – Andrew Bates Tennis
- **Byron Bay Scout Hall** - Lessee – Scouts Association of Australia, NSW
- **Byron Bay Community Cabin** - Lessee – Byron Bay Community Centre

3.2 Current Uses

The known uses of the Byron Bay Memorial Recreation Grounds existing as at the date of adoption of this Plan of Management are as set out in the table below.

Uses of the Byron Bay Memorial Recreation Grounds, like everything, have evolved over time and will continue to change into the future. For details on uses at any given time, please contact Council.

Use	Description
Active Recreation	<ul style="list-style-type: none"> • Football (soccer) – competition, training and social. • Cricket – competition, training and social. • Rugby Union – competition and training. • Tennis – competition, training and coaching • Croquet – competition, training and social • Netball – training and social. • Basketball – training and social. • Long jump – school and social • School Use for variety of active recreation • Commercial personal training e.g. PT, boot camp, yoga, martial arts etc. • Ultimate Frisbee - competition, training and social.
Club houses and amenities buildings	Canteens, food and beverage service, socialising storage, change rooms and toilets.
Passive Recreation	<ul style="list-style-type: none"> • General community use for a variety of passive uses and passive recreation pursuits • Children’s playground and shade structure • General access and movement across site.
Commercial Use buildings and land (only on the land identified as General Community Use Category on Figure 2	<ul style="list-style-type: none"> • Commercial uses, community hire and licencing for private events etc.

Land Categories)	
Scout (Community) Hall, firepit, seating and storage shed	Scout group activities. Storage
Community Cabin (formerly Girl Guides Hall)	Shower available 2 days per week via bookings.
War Memorial Gates and gardens	Formal remembrance commemorations and informal use.
General	Various ancillary infrastructure and uses, examples only lighting, bins, paths, public toilets, stormwater infrastructure, underground utilities, seating, parking, bicycle parking and lighting.
Maintenance, Infrastructure and Storage	<ul style="list-style-type: none"> • Facilities for storage of maintenance equipment and consumables. • Maintenance of grounds and infrastructure. • Infrastructure, services and utilities.

3.3 Current Maintenance and Management

As at the date of adoption of this Plan of Management:

- Council manages and maintains the Byron Bay Memorial Recreation Grounds as landowners.
- Some sporting clubs using the grounds contribute in part to maintenance.
- Some vandalism and graffiti does occur.

4 Core Objectives for Management of Community Land

4.1 Core Objectives for Management of Community Land categorised as General Community Use

The LGA at the date of adoption of this Plan specifies that 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, and*
- (b) in relation to 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).”*

4.2 Core Objectives for Management of Community Land categorised as a Sportsground

The LGA at the date of adoption of this Plan specifies that the core objectives for management of community land categorised as a sportsground are:

- (a) to encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and*
- (b) to ensure that such activities are managed having regard to any adverse impact on nearby residences.*

The legislated core objectives may change from time to time and this Plan will be deemed to incorporate relevant statutory changes.

Below are strategies, methods and performance targets that will be implemented that go towards meeting the core objectives applicable at the date of adoption of this Plan.

This is not an exhaustive list and this Plan expressly authorises other strategies or actions that are consistent with the objectives of this Plan and the core objectives of the General Community Use Land category and legislative requirements that apply at the time. (In the table Byron Bay Memorial Recreation Grounds is shortened to BBMRG.)

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
War Memorial Gates	Manage and maintain the War Memorial Gates.	The memorial status of the War Memorial Gates is maintained as a result of their upkeep.	Have a partnership arrangement with the RSL that addresses maintenance and upkeep and use for commemorations and ceremonies.	High	Commemorative ceremonies continue to be held in Byron Bay.
Active Recreation	Maintain and enhance use of the land for appropriate active recreation as a local facility within the broader shire-wide network of active open space.	Land and infrastructure required to meet active recreation demand at the relevant time, maintained to a standard appropriate for a local facility.	Ensure that use of the grounds and facilities for active recreation as a local facility: <ul style="list-style-type: none"> meets an identified demand; and is authorised by way of User Agreements. 	High	Active recreation user groups have User Agreements in place. Levels of satisfaction. Health and Wellbeing indicators.
			Work with user groups who require District or Regional scale fields or infrastructure to transition to the appropriate District or Regional facility.	Low	Operational costs and revenue trends.
			Where an active recreation use is no longer required to meet current or future demand, investigate alternative uses.	Low	
			Keep policies and fee structures current.	Low	

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
	Continue schools' use of BBMRG	Use of ground by Schools managed.	Develop a usage agreement and fee regime for continued School Use of the BBMRG in consultation with schools. Keep policies and fee structures current.	High Low	Policy and fee adopted. User agreements in place and executed.
Amenities buildings and clubhouse facilities	Transition to shared-use of amenities buildings and clubhouses to maximise the sections of the community benefitting from the BBMRG and maximise revenue generation potential, both for Council and users, to meet maintenance and management costs.	Amenities buildings and clubhouse use expanded and user groups expanded.	Implement User Agreements with users that set out standards and terms and that contain transition to shared-use goals. Maintain amenities and clubhouse facilities in consultation with users. Leverage grant and co-funding opportunities to fund maintenance or upgrading of shared-used amenities buildings and clubhouses appropriate for a local facility. Keep policy and fee structure current.	High High Medium Low	User agreements are in place covering amenities buildings and clubhouses. Levels of satisfaction. Operational and capital cost trends.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Passive Recreation	Maintain and enhance use of the land for a wide variety of passive recreation uses.	Appropriate facilities provided and managed for passive recreation.	Manage User Agreements to ensure that a wide variety of passive recreation opportunities continue to be provided.	High	Increased passive recreation use of the space.
			Leverage grant, co-funding and impact investment opportunities to fund maintenance or upgrading of passive recreation facilities and infrastructure.	High	Levels of satisfaction.
			Prepare a landscape management plan for the whole of the BBMRG, having regard to the Byron Bay Town Centre Masterplan and in consultation with users with User Agreements, to encourage passive recreational use.	Medium	Health and Wellbeing indicators.
			Install park benches and picnic facilities in the area.	Low	Landscape plan created and implemented.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Community use of buildings and land	Buildings and the land can be authorised for use for a variety of community purposes.	<p>Use of the buildings and land for community uses that:</p> <ul style="list-style-type: none"> - are consistent with this Plan and the core objectives. - deliver positive QBL outcomes. 	<p>Generally:</p> <p>For short term and temporary uses enter into licences or agreements as appropriate.</p> <p>For other uses, enter into licences, leases or agreements as appropriate, following a competitive process.</p>	High	<p>QBL outcomes achieved.</p> <p>Health and Wellbeing indicators.</p> <p>Levels of satisfaction.</p>
			<p>Scout Hall:</p> <p>Provided it delivers the best quadruple bottom line outcomes, negotiate with The Scouts a lease for the Scout Hall and ancillary facilities adjacent to the Hall.</p>	High	<p>Use of the Hall and ancillary facilities by Scouts delivers the best QBL outcomes for community.</p> <p>The hall and ancillary facilities are adequately and safely maintained and managed.</p>

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
			Byron Bay Community Cabin (former Girl Guides Hall): Review current use and provided it delivers the best QBL outcomes, negotiate extended licence agreement if appropriate or if not apply above general principles.	Medium	Community feedback on services provided from the Cabin. QBL outcomes delivered by services operating from the Cabin.
Commercial use of buildings and land	Buildings and the land can be authorised for use for a variety of commercial purposes.	Use of the buildings and land for commercial purposes that: - are consistent with this Plan and the core objectives; and - deliver QBL outcomes.	Generally: For short term and temporary uses enter into licences or agreements as appropriate. For other uses, enter into licences, leases or agreements as appropriate, following a competitive process.	High	QBL outcomes achieved. Health and Wellbeing indicators. Levels of satisfaction.
Public Toilets	Provide suitable and inclusive toilets (attached to amenities building).	Public toilets are maintained at an appropriate standard.	Maintain existing public toilet facilities to an appropriate standard. Leverage grant opportunities to improve public toilets as required.	High Low	Levels of satisfaction.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Ancillary infrastructure	Provide inclusive ancillary infrastructure to meet the needs of all age groups for example playground facilities, exercise opportunities, seating.	Ancillary infrastructure is inclusive and meets the community demand at the time.	<p>Install drinking bubblers and water bottle refill stations.</p> <p>Improve the children's playground to meet the needs of young children in Byron Bay.</p> <p>Maintain seating appropriate to the levels of active and passive use of the BRGG.</p> <p>Install additional waste and recycling bins.</p>	<p>High</p> <p>High</p> <p>Medium</p> <p>Medium</p>	<p>Drinking water facilities installed.</p> <p>Installation and upgrade of playground completed.</p> <p>Levels of satisfaction.</p>
Emissions Reduction	Transition use, maintenance and development of the BBMRG towards nett zero emissions	The BBMRG are used, maintained and developed in a manner that is consistent with Council's emissions targets.	<p>Introduce emissions and waste minimisation/elimination actions into User Agreements.</p> <p>Support users to identify ways they can:</p> <ul style="list-style-type: none"> - transition towards nett zero emissions; and - develop and implement waste minimisation /elimination plans. 	Medium	Emissions (measured as CO2 in tonnes) from electricity use.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Maintenance and Management	Ensure the BBMRG is clean and appropriate for a wide variety of uses.	BBMRG maintained to agreed levels of service.	Develop a comprehensive maintenance program including levels of service and details of partnerships that will deliver ground maintenance services , for example: <ul style="list-style-type: none"> - Inspections; - waste and recycling management; - grass cutting; - line marking; - delineation/management of boundaries; - vegetation management; - graffiti removal; etc. 	High	Levels of service delivered.
		Have clear communication between Council and user groups.	Nominate a Council representative to work with sports groups and users. Form a working group with representatives from users with User Agreements.	High High	User satisfaction with communication with Council.
		BBMRG users are informed of closures due to wet weather.	In consultation with the sports groups and schools, implement a system which advises the users when the BBMRG is closed.	High	System developed and implemented.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Safety and Risk Management	Discourage and minimise antisocial behaviour. Undertake regular inspections of the BBMRG	BBMRG is a safe public space.	Apply Crime Prevention through Environmental Design (CPTED) Principles to the land, buildings and infrastructure. Comprehensive maintenance program includes partnerships and processes to remove and repair damage caused by graffiti or vandalism as soon as possible. Activate the grounds and create family friendly spaces to promote inter-generational activity.	High High Medium	Levels of satisfaction. Health and Wellbeing indicators.
Lighting	Lighting is installed and used only to meet safety and security purposes or to meet an identified need arising from use.	Adequate lighting is installed, provided no additional emissions are generated and/or no additional cost to Council is incurred.	Any proposed changes to lighting be considered in consultation with adjoining owners and users with User Agreements.	High	Lighting upgraded with minimal impact on adjoining residents.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Access and movement	Provide linkages with other areas of Byron Bay to, through and around the BBMRG.	Adequate pathways and access to, through and around the BBMRG are provided.	Incorporate landscape management plan recommendations in relation to shade and beautification. Provide a continuous recreation circuit around the perimeter of the Recreation Grounds.	Medium Low	Byron Bay Town Centre Master Plan long term Key Projects for the BBMRG (page 123) are implemented.
Drainage	Maximise value of BBMRG as a component in the overall town drainage system. Minimise damage and field closures due to flooding in periods of high rainfall.	Stormwater is appropriately managed onsite. Damage to fields during wet weather events is minimised.	Investigate potential to improve drainage. Incorporate consideration of the BBMRG as part of any overall review of town stormwater management.	Medium Low	Reduction in field damage during wet weather events. Number of days of field closure.

ITEM	STRATEGIES	PERFORMANCE TARGET	MEANS OF ACHIEVEMENT / ACTIONS	PRIORITY	METHOD OF MEASUREMENT
Parking	Ensure inclusive vehicle and bicycle parking is adequate to meet needs of users of the BBMRG and adjoining residents.	Adequate vehicle and bicycle parking infrastructure is constructed.	<p>Construction of kerb and guttering and car parking bays along Tennyson Street (underway). Undertake the same for Carlyle Street and the northern end of Cowper Street.</p> <p>Examine and improve (if required) parking protocols for streets, which adjoin the BBMRG in consultation with the users and adjoining landowners, in particular Tennyson Street.</p> <p>Review existing and develop a plan for provision of adequate bicycle parking facilities.</p> <p>Continue to include area in parking enforcement programs.</p>	<p>High</p> <p>Medium</p> <p>Medium</p> <p>Medium</p>	<p>Levels of satisfaction</p> <p>Infringement trends in area over time.</p>

5 Leases, licences and other estate

Subject to the Local Government Act 1993, this Plan of Management expressly authorises the granting of any interest in any of these parts of the Land:

- Any sports field or court; or
- Any building or other structure,

For any of the following purposes (as well as any purpose ancillary to these purposes):

- Community or non-profit;
- Sporting (whether recreational or competitive);
- Commercial (only on the land identified as General Community Use Category on Figure 2 Land Categories) or
- Any purpose that is consistent with the objectives of this Plan, the core objectives of the Byron Bay Memorial Recreation Grounds' categorisation and legislative requirements applicable at the time.

6 Future use and development of the land

The LGA requires that a Plan of Management must expressly authorise any proposed developments on community land. It must detail the scale and intensity of this development and the purpose for which it will be used.

The following table details the development that this Plan of Management expressly authorises on the Byron Bay Memorial Recreation Grounds.

Description	Purpose/use	Authorised scale of development
Buildings and land	<ul style="list-style-type: none"> • active recreation; • passive recreation; • community use; • commercial use (for example but not limited to markets, filming, events, cinema, outdoor/indoor entertainment, gymnasium, primitive camping, training camps etc); • services and utilities; • works (for example but not limited to demolition, building, earthworks, drainage, roadworks etc); • infrastructure (for example but not limited to lighting, seating, roads, paths, parking, bins, irrigation, equipment etc); 	<ul style="list-style-type: none"> • anywhere on the BBMRG; • 24/7; • under or above ground; and/or • of a size, scale and intensity that is permitted by planning instruments or other laws applying at the time <p>provided it is consistent with the objectives of this Plan and the Core Objectives and legislative requirements applying to the BBMRG at the time.</p>

	<ul style="list-style-type: none">• facilities and amenities (for example but not limited to halls, canteens, clubhouses, meeting spaces, viewer areas, toilets, showers, changerooms etc); and• any ancillary building, development and/or work for the above purposes.	
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7 Estimated cost of works

There are no estimates of costs for the authorised developments as most are an overview of the types and range of authorised development authorised and specific projects will be costed at the relevant time.