

Norman Johnston Park
R70864

PLAN OF MANAGEMENT





Prepared by

ROSS Planning on behalf of

© Kyogle Council

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KYOGLE NSW 2474

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Acknowledgments

Kyogle Council acknowledges the Australian Aboriginal and Torres Strait Islander peoples of this nation. It acknowledges the traditional custodians of the lands on which it operates and pays its respects to Elders past and present.

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INTRODUCTION

1.0 KEY INFORMATION

| | |
|-------------------------|----------------------|
| Plan of Management for: | Norman Johnston Park |
| Reserve number: | Crown Reserve 70864 |
| Reserve purpose: | Public Recreation |
| Local Government: | Kyogle Council |
| Size of Reserve: | 6.15 hectares |
| Date of adoption: | 14 December 2020 |



Figure 1: Aerial image of Norman Johnston Park

2.0 INTRODUCTION

2.1 Community Land and Plans of Management

2.1.1 Classification of public land

The Local Government Act 1993 (NSW) (LG Act) requires classification of public land into either community or operational and the land is managed in accordance with the LG Act. The classification of community land in Kyogle is made by Council resolution.

This Plan of Management (POM) applies to Norman Johnston Park located in the Village of Bonalbo within Kyogle Local Government Area (LGA). Bonalbo is located in the south-western part of the municipality.

A total area of 6.15 hectares of public reserve is covered under this Plan. Refer to Figure 1 on the opposite page.

Norman Johnston Park is Crown land managed by Kyogle Council for public use. The reserve is used for a range of purposes, including recreation, sport, swimming and camping. General community use covers all current and proposed future uses.

A Plan of Management (POM) is required to ensure the values of the land are protected, that the use of the reserve meets a range of community needs and that appropriate management actions are identified and implemented.

The reserve is bordered by Woodenbong Road along the northern boundary and a mix of properties on the western boundary, including residential, childcare and education/light industrial. Peacock Creek extends for most of the southern boundary of the site.

This POM has been prepared in accordance with requirements of the LG Act. The Act requires that all community land be subject to a POM. The Act also requires the management objectives specified for community land be included in the POM.

2.1.2 Community Land

Open space community land (generally known as parks, reserves and sportsgrounds) is land owned or controlled by councils and other government entities and recognised as an important element of the urban environment, providing opportunities for recreation. Under the LG Act, there are five categories of community land comprising:

- park
- sportsground
- general community use
- cultural significance
- natural area.

Land that is categorised as a natural area requires further categorisation as one or more of the following:

- bushland
- wetland
- escarpment
- watercourse
- foreshore
- a category prescribed by the regulations.

2.1.3 Norman Johnston Park Community Land (Crown) category

Norman Johnston Park is categorised as General Community Use.

2.1.4 Plans of Management for Community Land

The LG Act requires all councils to prepare Plans of Management (POMs) to govern the use and management of all community land, owned or under their care, control and management.

Councils may not undertake any activities, uses or developments that are not provided for in POMs. Any changes to POMs must be publicly exhibited in accordance with the LG Act.

Section 36 of the LG Act sets out the requirements for a POM that are summarised below.

A Plan of Management for community land must identify the following:

- the category of the land
- the objectives and performance targets of the Plan, with respect to the land
- the means by which the council proposes to achieve the Plan's objectives and performance targets
- the manner in which the Council proposes to assess its performance, with respect to the plan's objectives and performance targets.

A POM that applies to one area of community land must also include a description of the:

- condition of the land, and any buildings or other improvements on the land, as at the date of adoption of the Plan of Management
- use of the land and any such buildings and improvements, as at that date
- purposes of which the land, and any such buildings or improvements, will be permitted to be used
- purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise
- scale and intensity of any such use or development.

2.1.5 Specific Plans of Management

Council's Community Land Generic Plan of Management states that some open spaces need specific POMs to be prepared for reasons, such as substantial size, large number and variety of uses, and community concern about particular sites.

The LG Act also requires specific POMs for community land included in this list:

- land declared to be critical habitat under the Fisheries Management Act 1994
- land subject to threat abatement plan prepared by the Office of Environment and Heritage (OEH) under the Fisheries Management Act 1994 for key threatening processes
- land subject to recovery plans prepared by OEH under the Fisheries Management Act 1994
- land declared by Council to contain significant natural features
- land declared by Council to contain an area of cultural significance.

This POM for Norman Johnston Park is a specific POM. The area requires its own specific POM because of its substantial size, significance and variety of uses, relative to the Village.

2.1.6 Legislation pertaining to this Plan of Management

The park is located within the Kyogle Council LGA and is managed by Kyogle Council. The land is owned by the NSW State Government.

Councils management responsibilities for the reserve are framed by the *Crown Land Management Act 2016* (CLMA), the *NSW Local Government Act 1993* (LG Act) and the *Environmental Planning and Assessment Act 1979* (EP&A Act) and amendments.

The LG Act provides the management framework and processes for the land while the EP&A Act and related planning instruments and policies control the use and development of the land.

Plans of Management for public land must be prepared in accordance with the statutory requirements of the LG Act.

Use and management of reserves must comply with all applicable planning controls under the EP&A Act, namely the Kyogle LEP 2012.

Local Government Act 1993

The Plan of Management is a statutory document that sets out for the community how Kyogle Council plans to manage Norman Johnston Park, into the future. Division 2 of the Local Government Act 1993 requires Council to prepare a Plan of Management for community land and to use and manage that land only in accordance with that plan. The LG Act also requires that a Plan of Management must identify the objectives, performance targets and permissible uses for community land. Table 1 indicates how this POM incorporates the requirements of the LG Act.

Table 1. Plan of Management requirements under the Local Government Act 1993

| Requirements of the Local Government Act 1993 | Reference in this Plan of Management |
|---|--------------------------------------|
| A description of the condition of the land, and of any buildings or other improvements on the land, as at the date of adoptions of the Plan of Management | Section 3.3 |
| A description of the use of the land and any such buildings or improvements, as at the date of adoption of the Plan of Management | Section 3.3 |
| Categorisation of community land | Section 2.1 |
| Core objectives for management of the land | Section 4.2 |
| The purposes for which the land, and any such buildings or improvements, will be permitted to be used | Section 4.3.3 |
| The purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise | Section 4.3.3 |
| A description of the scale and intensity of any such permitted use or development | Section 4.3.3 |
| Authorisation of leases, licences or other estates over community land | Section 4.3.4 |
| Performance targets | Section 4.4 |
| A means for assessing achievement of objectives and performance targets | Section 4.4 |

Local Environmental Plan 2012

The Kyogle Local Environmental Plan 2012 (LEP) is a statutory instrument prepared in accordance with the *Environmental Planning and Assessment Act 1979* to set out development objectives and consent requirements for particular areas. Under the LEP, the land parcels making up Norman Johnston Park are zoned RE1 Public Recreation. The objectives of the RE1 zones are to:

- enable land to be used for public open space or recreational purposes
- provide a range of recreational settings and activities and compatible land uses
- protect and enhance the natural environmental for recreational purposes
- provide for tourism-related uses that support the recreational purpose of the land.

Consent is not required for activities, including environmental protection works, extensive agriculture, home-based child care, home occupations and intensive plant agriculture.

The following activities are permitted with the consent of Council in the RE1 zone:

Aquaculture, boat launching ramps, boat sheds, building identification signs, camping grounds, caravan parks, community facilities, flood-mitigation works, information and education facilities, jetties, kiosks, markets, recreation areas, recreation facilities (indoor), recreation facilities (major), recreation facilities (outdoor), research stations, restaurants or cafes, roads, roadside stalls, stock and sale yards, takeaway food and drink premises, water recreation structures, water-recycling facilities, water-supply systems, wharf or boating facilities.

While an extensive range of uses is permitted in the zone, this POM identifies a reduced range of uses considered suitable for the reserve (Refer to Table 7 Permissible uses and developments).

Native Title considerations

Council has an appointed Native Title Manager (NTM) who is responsible for providing advice to Council in connection with its Native Title obligations. The NTM has advised that the Plan of Management was validated against subdivision S24JA of the *Native Title Act 1993*, and that copies of the Plan of Management were provided to NTSCORP Limited as part of the consultation process. The NTM advised that there were no objections raised to the Plan of Management.

The NTM advises that any disturbance of ground within the nominated footprint included in the adopted Plan of Management does not require any further Native Title notification. However, any disturbance of ground outside the nominated footprint will require further Native Title notification. Advice is to be sought from Council's NTM for any proposed future acts.

Other relevant legislation and statutory controls

Under section 35 of the LG Act, community land is required to be used and managed in accordance with a Plan of Management and any law permitting the use of the land for a specific purpose. Table 2 summarises the legislation (other than the LG Act) that applies, or potentially may apply, to management and use of Norman Johnston Park.

Table 2. Legislation that may be applicable to Norman Johnston Park

| Legislation | Application to Norman Johnston Park |
|--|---|
| Crown Land Management Act 2016 (NSW) | This Act provides for the ownership, use and management of Crown land in NSW and provides clarity concerning the law applicable to Crown land. Under the Act, environmental, social, cultural and economic considerations are required to be taken into account in decision making about Crown land. The Act provides for the consistent, fair and transparent management of Crown land for the benefit of the people of NSW and to facilitate use by the Aboriginal people of NSW because of spiritual, social, cultural and economic importance of land to Aboriginal people, and to allow co-management of dedicated or reserved Crown land, where appropriate. The Act provides for the management of Crown land having regard to the principles of Crown land management. |
| Environmental Planning and Assessment Act 1993 (NSW) | This Act provides environmental planning instruments for development control at the state (State Environmental Planning Policies), regional (Regional Environmental Plans) and local (LEPs) levels. While this Plan of Management determines permitted uses in Norman Johnston Park, specific activity or development will require assessments through the development application (DA) process under relevant sections of this Act. Where a proposal is likely to have a significant impact on the environment, an environmental impact assessment (EIA) must be conducted under the Act. The DA and EIA processes consider and provide the public with information on the environmental, social, cultural and economic impacts of the proposed activity or development and enable members of the public to comment on the proposal. |
| Native Title Act 1993 (Commonwealth) | The Native Title Act 1993 recognises the rights and interests of Aboriginal and Torres Strait Islander people in land and waters according to their traditional laws and customs. The Act establishes a process for claiming and recognising Native Title lands and waters in Australia. The NTA aims to balance Indigenous and non-Indigenous peoples' rights to land, and sets out how Native Title rights and interests fit within Australian law. |
| Aboriginal Land Rights Act 1983 (NSW) | Under the Aboriginal Land Rights Act 1983 (ALRA) in NSW, Aboriginal Land Councils can claim land as compensation for historic dispossession of land and to support Aboriginal communities' social and economic development. The ALRA recognises the traditional ownership and occupation of the land by Aboriginal peoples and the importance of their connection to land. The ALRA recognises the spiritual, cultural and economic importance of land to the state's Aboriginal peoples. |
| National Parks and Wildlife Act 1974 (NSW) | Under this Act, it is an offence to knowingly disturb an Aboriginal object or site without a consent permit issued by the Office of Environment and Heritage (OEH). Traditional Aboriginal cultural activities, conservation works and emergency activities are exempt from this provision. |
| Heritage Act 1977 (NSW) | This Act covers the protection and management of non-Aboriginal heritage. It provides for listing of significant sites on the State Heritage Register or under Local Environmental Plans. |
| Biodiversity Conservation Act 2016 (NSW) | Commenced in August 2017, this Act provides for the management of biodiversity conservation and native vegetation, including through a Biodiversity Offsets Scheme, declaration of Areas of Outstanding Biodiversity Value and protection of threatened species. It provides for the listing and protection of flora and fauna species and ecological communities, as well as the management of threatening processes. |
| Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth) | This Commonwealth legislation provides for the protection of nationally significant threatened species and cultural heritage. |
| Biosecurity Act 2015 (NSW) | This Act provides for the management of animal and plant pests, diseases and contaminants that threaten the environment, biodiversity, the economy and the community. |
| Rural Fires Act 1997 (NSW) | Under this Act, public authorities have a duty to take steps to prevent the occurrence of bushfires on their land and minimise the danger of the spread of bushfires from that land. |

2.1.7 Council documents

Relevant Council strategic planning and policy documents were reviewed to inform development of this Plan of Management and are summarised here.

Kyogle Community Strategic Plan - Planning for Growth

The Plan highlights the opportunities available in the Kyogle Local Government Area (LGA) for growth and investment, as an established agricultural and lifestyle locale. The Plan provides a range of cues that address priority themes to enhance liveability and sustainability of the area, while maintaining a contemporary position, commensurate with growth and emerging opportunities in other regions. These themes were identified through broad community consultation and focus groups.

Kyogle Economic Development Future - Pathways to Prosperity

Council is identifying and implementing a range of strategies to encourage development of a broad range of industries, particularly those that generate high employment, to strengthen the economic base for the area. The amenity and attractiveness of places is directly connected to key growth indicators and can contribute to population growth, business investment and higher property prices. Place-based economic development is the practice of using a community's public spaces to contribute to economic progress.

This approach focuses on identifying and leveraging the unique characteristics of places and existing assets to attract investment and strengthen existing businesses.

Visions of Village Master Plan

In consultation and collaboration with Village communities across the municipality, Council developed Village Master Plans setting out the vision, goals and priorities for each locality to guide planning, project delivery and decision making, as well as specific projects, actions and initiatives Council will deliver to support achievement of Village vision statements.

Relevant information contained in the Bonalbo Village Master Plan has been included in the Plan of Management and used as a basis for further community engagement and consultation. This POM takes precedence over the Village Master Plan. The Village vision is:

For Bonalbo to be a safe, diverse, economically viable village where people can access health, education and recreation facilities and enjoy culture and events

Kyogle Open Space Design Guide

The Open Space Design Guide was established to provide a framework to guide the delivery and ongoing maintenance of infrastructure within a range of public open spaces and reserves across the Kyogle Local Government Area (LGA). The guide includes a series of guiding principles and processes, which have been established from emerging and best practices in urban design. The guide also identifies and applies best practice approaches to place making in a regional and rural context by providing advice on the character, design appointment an activation of key public paces to reflect an established place character and community identity.

The Guide provides a locally relevant categorisation of open spaces to inform future planning, engagement and activation processes by Council. It prescribes infrastructure requirements for open space materials, finishes and forms, addresses the maintenance requirements associated with such items, and considers the suitability of materials in the context of the prevailing climatic conditions in the region.

2.2 Process of preparing this Plan of Management

The process of preparing this Plan of Management is:



Change and review of this Plan of Management

Plans of Management require periodic review in order to align with community values and changing community needs and to reflect changes in Council priorities. This POM will be reviewed regularly to ensure that the document reflects current uses, management objectives and performance targets.

The Plan of Management for Norman Johnston Park will be reviewed by 30 June 2024 and every four years, thereafter.

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THE CONTEXT



3.0 THE CONTEXT

3.1 The residents of Bonalbo

3.1.1 Community profile - key facts and trends

Approximately 371 people lived in Bonalbo at the last Census collected in 2016. There were slightly more males (50.9%) than females (49.1%) living in Bonalbo. The median age was 56 years, six years older than the median of 50 years for the Kyogle Local Government Area and 18 years older than the NSW median of 38 years. The number of residents in each age group is provided in Table 3 below.

Bonalbo Public School (Primary) had 127 enrolments as of November 2019.

There were 87 families living in 189 dwellings in 2016, with an average of less than two people per household. There were 21 families with children, 43 couples without children, 20 one-parent families and 57 one-person households.

Just under 64.1% of dwellings had internet connection, just over 20% stated they did not have an internet connection with 14% preferring not to state either way.

Household income in Bonalbo is predominantly low with 129 households recording incomes per week as low (<\$650) or lower middle (\$650-\$1,449). Only 18 households recorded an upper middle income (\$1,449-\$2,499), none recorded a high income (>\$2,500), with 12 households not stating their income.

Table 3. Population age structure, Census 2016

| Bonalbo population and age structure 2016 | Age Group | Count |
|---|--|-------|
| | Babies and preschoolers (0 to 4) | 39 |
| | Primary schoolers (5 to 11) | 82 |
| | Secondary schoolers (12 to 17) | 74 |
| | Tertiary education/independents (18 to 24) | 55 |
| | Young workforce (25 to 34) | 75 |
| | Parents and homebuilders (35 to 49) | 166 |
| | Older workers and pre-retirees (50 to 59) | 225 |
| | Empty nesters and retirees (60 to 69) | 208 |
| | Seniors (70 to 84) | 199 |
| | Frail aged (85 and over) | 33 |

3.1.2 Implications for open space

The demographic profile of residents living in Bonalbo has implications for the types of open space parks and the way they are embellished to provide recreation opportunities for residents.

Playgrounds for a range of age groups, youth facilities and structured sport opportunities, particularly for junior sport and social adult games, will continue to be important in Bonalbo, in the future.

Walking paths that are designed and constructed to provide safe routes (and surfaces) and that are shaded and attractive are essential and are recommended for development at Norman Johnston Park. This is particularly relevant for older people in the community. Walking paths should be developed as direct transport routes, as well as meandering recreation experiences along scenic routes.

Most residents living in Bonalbo have low to low-middle incomes and therefore, have less disposable income, making free and low-cost opportunities for recreation essential for health and wellbeing.

Norman Johnston Park contributes significantly to the liveability and amenity of Bonalbo. The parks offers a range of recreation and sport pursuits and serves the needs of residents of all ages. Further development will enhance the parks role, in contributing to a connected and healthy community.

3.2 Community Land in Bonalbo

3.2.1 Open space in Bonalbo

Kyogle's Open Space Design Guide details several park typologies to describe and direct use and embellishment to ensure the provision of a range of recreation opportunities for residents and visitors.

The following table provides a summary of park typologies that can be found within Bonalbo.

Table 4. Kyogle OS Design Guide park typologies and descriptions

| Park typology | Description |
|------------------|---|
| Recreation parks | Local parks contain limited infrastructure, yet offer community benefits and are intended to compliment backyards, generally catering for short visits by small groups. |
| Play spaces | Successful play spaces are well located, use natural elements, provide diverse experiences, are accessible, meet community needs, allow risk and challenge and are well maintained. |
| Sport parks | Sport parks cater for unstructured recreation and structured sport and can include indoor or outdoor sport facilities and surfaces, spectator facilities, car parking, shade and amenities. |
| Camping areas | Camping areas are places, usually away from urban areas where tents or simple buildings (such as cabins) are erected for shelter or for temporary residence. In NSW, primitive camping areas are regulated. |
| Green link | Linear parks link areas of open space, incorporating off-road shared walk and cycle paths, often following environmental corridors, waterways, drainage lines and utility reserves. |

3.2.2 Parks near Norman Johnston Park

There are a range of parks with different settings that provide different recreation opportunities and experiences for residents and visitors.

Parks located near Norman Johnston Park are detailed in the following table, together with the park typology and hierarchy.

Table 5. Parks and reserves within Bonalbo by type and hierarchy

| Map ref. | Park/Reserve name | Park typology | Hierarchy |
|----------|-------------------------------------|-----------------------------|--------------|
| 1 | Bonalbo Bowling Club | Sport parks and reserves | Specialised |
| 2 | Bonalbo Golf Club | Sport parks and reserves | Specialised |
| 3 | Bonalbo Pool | Aquatic facilities | Specialised |
| 4 | Bonalbo camping ground | Camping areas | Encumbered |
| 5 | Patrick McNamee ANZAC Memorial Park | Recreation park Civic space | Local |
| 6 | Cook Park | Recreation park Play spaces | Local |
| 7 | Bonalbo Showgrounds | Showgrounds | Specialised |
| 8 | Bonalbo Heritage Gardens Reserve | Natural area Green links | Encumbered |
| 9 | Bonalbo Common | Natural area Green links | Natural area |
| 10 | Bonalbo Native Gardens | Natural area | Natural area |



Aerial view of part of the Village of Bonalbo showing the location of Norman Johnston Park

NOT TO SCALE



3.3 Description of Norman Johnston Park

3.3.1 Location and context of Norman Johnston Park

Bonalbo is located in the heart of the Upper Clarence River area. It is located adjacent to Clarence Way and approximately 70 kilometres from the town of Casino, in the neighbouring Lismore Local Government Area.

Richmond Range National Park covers large tracts of land to the east of the Village, which is nestled between Peacock and Lower Duck Creek.


Norman Johnston Park (R70864) is located in the centre of the Village adjacent to Woodenbong Road to the north and Peacock Creek to the south. Vehicles and pedestrians can access the park, via the main entrance off Woodenbong Road or, via a secondary entrance off Peacock Street.



LEGEND

| | |
|--|------------------|
|  | Reserve boundary |
|--|------------------|

RESERVE CATEGORISATION

| | |
|--|----------------------------|
|  | General Community Use |
|  | Park |
|  | Sportsground |
|  | Natural area - bushland |
|  | Natural area - watercourse |
|  | Natural area - escarpment |

NOT TO SCALE



3.2.3 Key features and landscape character

Norman Johnston Park is an important and prominent landmark in Bonalbo. The reserve frontage extends along Woodenbong Road (part of Clarence Way) which is the main road through the Village. Key community facilities on the site contribute to the prominence of the reserve, as important elements of Bonalbo's liveability and amenity. The site includes sporting facilities, public swimming pool, camping grounds and a small water body. Peacock Creek forms a vegetated corridor along the rear southern boundary of the site.

3.2.4 Key Stakeholders

The current managers of the Bonalbo Caravan and Tourist Park are identified key stakeholders for the reserve along with the Bonalbo Central School, as students are regular users of the sportsground and the public swimming pool.

Due to the small population size of Bonalbo and the significance of Norman Johnston Park to the fabric of the Village, the whole Village community is identified as the key stakeholders for the purpose of this Plan of Management.

3.2.5 Consultation summary

During development of the Bonalbo Village Master Plan, the outcomes of community consultation revealed the following key aspirations that are relevant to this Plan of Management.

- Additional night lighting
- Provision of accessible, vandal-proof public toilets
- Additional seating and picnic shelters
- Outdoor exercise equipment (high)
- Upgrade skate park and install half-court basketball court
- BMX track
- Pathways and walking tracks to bowling club, pool and tennis courts.

3.2.6 Leases/licences

There are currently no leases or licences over any part of Norman Johnston Park.

3.2.7 Land use and current improvements

Norman Johnston Park is currently developed for unstructured recreation and sport, including a swimming pool, 9-hole golf course, children's playground and picnic facilities.

A camping ground provides short-term accommodation for seasonal workers and tourists. There are no permanent residents of the camping grounds.

3.2.8 Infrastructure and embellishments

Current embellishments include an oval for field sports with ancillary facilities, including toilets and a canteen building, a skate park, children's playground and shade structures with picnic settings and an electric barbeque. A 9 hole golf course extends around a small waterbody established in the park. Bonalbo's public swimming pool has been developed at the eastern end of the site and consists of a 25-metre pool, amenities and office building, tiered seating and plant, maintenance and storage sheds. The Bonalbo Caravan and Tourist Park is at the easternmost edge of the site and includes a toilet and shower block, camp kitchen and powered and unpowered sites.



A



B



C



D



E



F



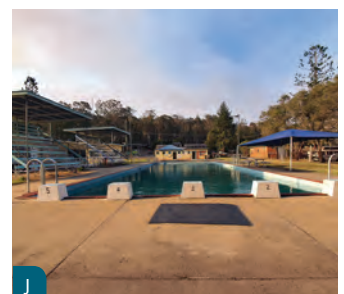
G



H



I



J

- A. Park sign
- B. Steam roller
- C. Playground
- D. Water body
- E. Sports Oval, including athletics track
- F. Cricket wicket and field
- G. Timber park seat
- H. Electric barbeque
- I. Skate park
- J. Swimming pool - 6-lane x 25-metres

3.2.9 Access, circulation and parking

The site has several vehicle access points allowing users to drive and park at the camping ground, swimming pool and the playground and sportsground. The camping ground vehicle access and parking is the most defined, however, all vehicle access points are relatively informal and unsealed. Parking at the pool is predominantly a drop-off area, parallel to Woodenbong Road, however, it is likely that the private car park in the adjacent Bowling Club grounds is used by residents visiting the pool.

The main access to the playground, sportsground and skate park is via Peacock Street. It is a gravel driveway and also provides access to a childcare/kindergarten adjacent the park.

The Peacock Street access is the main pedestrian and cycle access point into the park from the Village.

3.2.10 Lighting

Six timber lighting columns with floodlights are installed around the perimeter of the sportsground's oval. The interior of the toilet building is lit. The remainder of the park does not have safety or floodlighting.

3.2.11 Play equipment

A small children's playground is currently located toward the north-western end of the site. The playground consists of a single modular unit with multiple elements, including slide, climbing frames and elevated bridge. A double slide includes a standard swing and infant swing. There is also a small framed 'hamster wheel' toy.

3.2.12 Toilets and park furniture

A concrete block, timber and iron-roofed toilet block is located near the playground and sportsground. The toilet includes male, female and accessible toilets. The toilet block is in fair condition.

An older timber pitched-roof shelter and picnic setting is located on the northern side of the playground. A new skillion roof shelter has been recently constructed on the southern side of the playground and includes two picnic settings and an electric barbecue.

3.2.13 Stormwater and drainage

An open swale drain extends along the boundary of the park for the length of Woodenbong Road. The site generally slopes to the south toward Peacock Creek. The small water body on site captures stormwater.

3.2.14 Buildings

The following buildings have been developed, on the site:

- concrete block toilet block
- timber building (formerly Girl Guides)
- concrete block canteen building
- swimming pool office and amenities building
- swimming pool plant, maintenance and storage sheds
- caravan and tourist park office and caretaker
- caravan and tourist park toilet and shower building
- caravan and tourist park camp kitchen.



- A. Covered tiered seating and storage shed at swimming pool
- B. Covered tiered seating at swimming pool
- C. Timber pitched roof shelter and picnic setting
- D. New shelter, two picnic settings and electric barbecue
- E. Public toilets
- F. Sportsground canteen
- G. Swimming pool office, kiosk, change rooms
- H. Swimming pool office, kiosk, change rooms
- I. Community/Scout Hall - side
- J. Community/Scout Hall - rear

PLAN OF MANAGEMENT



4.0 THE PLAN OF MANAGEMENT

4.1 Aims of the Plan of Management

The Plan of Management for Norman Johnston Park aims to:

- fulfil Council's statutory obligations in respect to public land management under the requirements of the Local Government Act 1993
- provide a framework and maximise opportunities, for sustainable, long-term management of community land
- be consistent with Council's strategic plans and provide a basis for prioritising capital and operational works programming and budgets
- maximise utilisation of the land for community use within Council's capacity
- respond to current needs and opportunities as well as provide guidance for future development
- reflect the values and expectations of key stakeholders, the local community, for future use and enjoyment of Norman Johnston Park
- be a resource for both Council staff and the public regarding the use of the land, including leasing and licensing.

4.2 Core objectives of this Plan of Management

The Local Government Act sets out core objectives for the management of community land. The core objectives for the category of general community use are below:

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 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).

4.3 Use and Development of Community Land at Norman Johnston Park

4.3.1 Zoning

The community land covered by this Plan is zoned RE1 Public Recreation.

Table 6. Existing land title, tenure and zoning

| Legal descriptor | Approx. area ha | Owner | Control and mngt | LEP 2014 zoning | Current category |
|-----------------------|-----------------|----------------|------------------|-----------------------|-----------------------|
| Lots 169-170 DP 40185 | 5.63 ha | Kyogle Council | Kyogle Council | RE1 Public Recreation | General community use |
| Lot 131 DP 751077 | 0.1996 ha | Kyogle Council | Kyogle Council | RE1 Public Recreation | General community use |
| Lot 1 DP 1128870 | 0.3115 ha | Kyogle Council | Kyogle Council | RE1 Public Recreation | General community use |

4.3.2 Development allowed in RE1 Public Recreation Zone

The objectives of the RE1 zone are to:

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

Consent is not required for activities, including environmental facilities, environmental protection works and extensive agriculture

The following activities are permitted with the consent of Council in the RE1 zone:

Aquaculture, boat launching ramps, boat sheds, building identification signs, camping grounds, caravan parks, community facilities, flood-mitigation works, information and education facilities, jetties, kiosks, markets, recreation areas, recreation facilities (indoor), recreation facilities (major), recreation facilities (outdoor), research stations, restaurants or cafes, roads, roadside stalls, stock and sale yards, takeaway food and drink premises, water recreation structures, water-recycling facilities, water-supply systems, wharf or boating facilities.

4.3.3 Permissible uses and developments

Table 7. Uses and developments allowed at Norman Johnston Park

| COMMUNITY LAND - GENERAL COMMUNITY USE Purpose/Use | Development to facilitate use |
|--|--|
| <p>Providing a location for, and supporting, the gathering of community-based interest groups for a range of social, cultural or recreational purposes.</p> <p>Providing multi-purpose buildings (e.g. community halls and centres) with specialised community uses, such as:</p> <ul style="list-style-type: none"> casual or informal recreation meetings, including for social, recreational, educational or cultural purposes functions concerts, including all musical genres performances, including film and stage exhibitions, fairs, parades leisure or training classes children's services social services designated group use, such as scout and girl guide use entertainment facilities of appropriate scale community-based commercial operations, which are sympathetic to and support use in the area and are of appropriate scale. | <ul style="list-style-type: none"> Provision of buildings or other amenity areas to facilitate use and enjoyment by the community, including licensed clubs and associated facilities, such as a refreshment room development of buildings and grounds for the purposes of addressing the needs of a particular group commercial operations sports fields and courts development to facilitate sporting use, such as lighting and fencing benches, picnic tables, shade structures hard and soft landscaping water-saving initiatives, such as stormwater harvesting, rain gardens and swales energy-saving initiatives, such as solar lights and solar panels, where appropriate car parking and loading areas, driveways, access roads or similar bridges, boardwalks, etc. locational, directional, regulatory, heritage and cultural interpretation signage utilities to improve amenity or safety of the reserve, e.g. CCTV cameras. <p>Advertising and promotional structures and signage (such as A-frames and banners) that:</p> <ul style="list-style-type: none"> relate to approved uses/activities are discreet and temporary are approved by Council. |

Table 8. Scale and intensity of any permitted use or development at Norman Johnston Park

| USE or DEVELOPMENT | SCALE | INTENSITY |
|--|--|--|
| Buildings (community recreation club, clubhouse, amenities etc.) | Subject to Council approval | The intensity of use is not to cause nuisance to nearby residents and must comply with lease or licence conditions and relevant Council policies |
| Community-based interest group activities | Subject to Council approval | The intensity of use is not to cause nuisance to nearby residents and must comply with lease or licence conditions and relevant Council policies |
| Organised sport and training | Limited to the physical constraints of the sports fields | Subject to conditions of casual or seasonal hire agreements with Council |
| Passive recreation uses | Small scale | The intensity of use is not to cause nuisance to nearby residents |
| Landscape upgrades - natural (tree planting) | Scale is not to compromise use of the site for active and passive recreation | To enhance the site, in terms of aesthetics, climate control and habitat |
| Landscape upgrades - amenity (installation of seats, toilets etc.) | Scale is not to compromise use of the site for active and passive recreation | Low intensity so as to not compromise the natural and open character of the site. Sufficient provision to enhance the amenity of the site, in terms of comfort and convenience |
| Infrastructure to support the environment (fencing, boardwalks, drystone walling etc.) | Appropriate scale | Scale to suit the community land category |
| Car parks | Limited to dedicated car parks provided, and to future infrastructure provided | 24 hours a day, 7 days a week |
| Roads and paths | Limited to the dedicated roads and paths, and to future infrastructure provided | 24 hours a day, 7 days a week |
| Commercial development which is sympathetic to and supports uses in the area (bike hire, cafe, markets etc.) | Small scale | Agreement, via lease or licence, approved by Council |
| Community events | Limited to the physical constraints of the site | Subject to Council approval |
| Sports and other lighting | Suitable for regional and district level sports ground | Times subject to Council approval. Lighting to comply with Australian Standards |
| Public art and signage | Scale and style to suit character of site | Limited amount to provide appropriate impact and help reinforce local identity |
| Sportsground maintenance | Subject to noise, occupational health and safety, and any other relevant legislation | Seven days a week, subject to Council approval |

4.3.4 Leases, licences and other estates

Leases, licences and other estates over community land must be expressly authorised in Plans of Management and comply with the conditions in the Local Government Act. They must be in the best interests of the community, as a whole, and enable, wherever possible, shared use of community land. The term other estates includes other interests, charges, rights or titles in relation to the land (for example, easements).

The main difference between a lease and a licence is that a licence does not permit the sole, or exclusive, use of the area. Licences may be granted to formally recognise and endorse shared uses. Licences are commonly used for sports facilities, such as clubhouses.

Maximum term and public notice

The maximum term of a lease, licence or other estate is 30 years. The consent of the Minister for Local Government is required if the lease or licence exceeds 21 years. This consent is also required if the term of the lease or licence will be greater than five years and objections have been lodged against the proposal. Council must give public notice of the proposal and exhibit notice of it on the land to which the proposal relates. Council must consider all submissions made in response.

Granting a lease or licence

The grant of a lease or licence is an important step in using community land, but there may be other requirements relevant to any proposed use. For example, development consent may be required under the Environmental Planning and Assessment Act 1979. Any interested person should check carefully to ensure they are aware of all relevant requirements.

A lease, licence or other estate must not be granted, if it involves:

- an activity that is not in accordance with a permitted purpose
- an activity that is not consistent with the objectives of the Plan of Management
- any activity prohibited by the land zoning stated in Council's current Local Environmental Plan (LEP)
- an activity that is not consistent with the reserve's purpose.

Leases, licences and other estates allowed in Norman Johnston Park

In accordance with the requirements of the Local Government Act 1993, this Plan of Management expressly authorises Council to grant a lease, licence or other estate at Norman Johnston Park, where the activity is consistent with this POM and the core objectives for the category of land, and is for a purpose listed in Table 5.

Table 9. Purposes for which leases, licences and other estates may be authorised by Council at Norman Johnston Park

| Type of arrangement | Category of community land | Purpose |
|--------------------------|----------------------------|---|
| Lease | General Community Use | <ul style="list-style-type: none"> • licensed community recreation club and associated facilities • classes and workshops for activities, such as yoga, dance, art and craft • community-based interest groups for a range of social, cultural, or recreational purposes • commercial operations to activate the site and provide community recreation • cafe (including outdoor dining area) • health or medical practitioners associated with the relevant facility (e.g. nutrition, physiotherapy) • children's services • car parks |
| Licence | General Community Use | <ul style="list-style-type: none"> • community-based interest groups for a range of social, cultural, or recreational purposes • classes and workshops for activities, such as yoga, dance, art and craft • small-scale commercial uses, e.g. mobile cafe, hire of sports and recreation equipment |
| Other estate | All categories | This POM allows Council to grant an estate over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act 1993. Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the Council or other public utility provider that is situated on community land. |
| Short-term casual permit | General Community Use | <ul style="list-style-type: none"> • small-scale functions, displays, exhibitions, concerts • public speeches, meetings, seminars and presentations • community events, auctions, markets and similar activities • classes and workshops for activities, such as yoga, dance, art and craft • small-scale commercial uses, e.g. mobile cafe, hire of sports and recreation equipment |

4.4 Management objectives and actions for Norman Johnston Park

The following management objectives support environmental protection, active and passive recreation, social connection, appropriate commercial, recreation and visual amenity.

Develop a quality public environment

By ensuring the creation of comfortable and engaging environments.

Improve pedestrian and cycling amenity

By encouraging an increase in these forms of transport by improving the appeal of the environment to pedestrians and cyclists.

Improve community safety

Through the promotion of CPTED to achieve natural surveillance of public spaces and active frontages.

Increase accessibility and integration

By ensuring that the activity centre (i.e. recreation reserve, open/public space) is a focus for the entire community, is accessible to all and physically integrated within the surrounding neighbourhood.

Encourage a mix of uses

By optimising the diversity of uses to promote vitality, extend the hours of activity and intensify the use of existing infrastructure.

Encourage environmental sustainability

By promoting efficient use of existing assets, prolonged life cycle of structures and encouraging energy efficiency, water and resource conservation.

4.5 Objectives and performance targets

Table 10. Objectives and performance targets for Norman Johnston Park

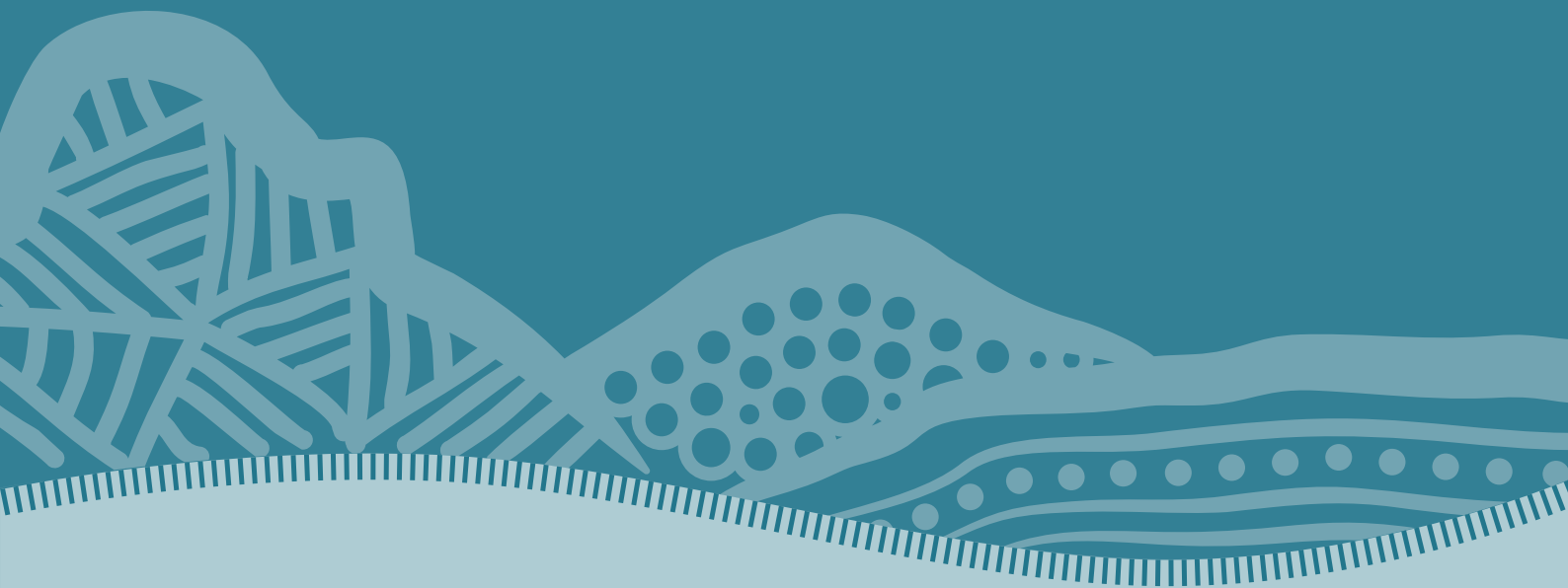
| Management objectives | Performance targets | How to achieve objectives and performance targets | Assessment of performance regarding objectives and performance targets |
|--|--|---|---|
| | | <i>Refer Kyogle Open Space Design Guide</i> | |
| Develop a quality public environment | Open space is designed to be comfortable and engaging Provide play spaces at appropriate locations | Aim for all open spaces to comply with the Open Space Design Guide Maintain open spaces to the level required in the Parks and Reserves Asset Management Plan Parks and sportsgrounds have shade and seating Design parks that: <ul style="list-style-type: none"> • preserve the natural environment for contemplation, reflection and inspiration • invoke a sense of place • ameliorate mental fatigue • inspire artistic expression. | Community Advisory Committees Regular inspections of parks and sportsgrounds confirm appropriate standard of amenity and quality to relevant Australian Standards. Parks and sportsgrounds are regularly inspected to ensure good maintenance. Survey of users to ascertain satisfaction. Community/stakeholder forums provide regular feedback on passive and active recreation needs. |
| Improve pedestrian and cycling amenity | Provide linkages with nearby destinations and open spaces | Provide wide, shaded, pedestrian and cycle paths to accommodate mobility scooters and prams within parks and sportsgrounds and to other destinations such as town/village centres Create a connected network of walk and cycle paths that link people to where they want to go (key destinations) including passing through parks and sportsgrounds | Surveys reveal users are satisfied with linkages provided within open spaces and to other destinations. |
| Improve community safety | Open space is designed to support natural surveillance and active frontages | Provide, where appropriate: <ul style="list-style-type: none"> • pedestrian lighting, particularly along perimeter pathways to make parks and sportsgrounds safer • safety lighting for cycle paths through parks and sportsgrounds • floodlighting to enable night-time training at sportsgrounds • solar lighting, if possible Provide well-managed unleashed areas for social use by dogs and their owners. | Lighting is adequate and appropriate for each open space. Participants in night sport report that lighting is satisfactory. Surveys reveal that users feel safe in parks and sportsgrounds. |
| Increase accessibility and integration | Ensure fairness and equity in use of parks and sportsgrounds Provide signage to support and encourage use | Provide, where appropriate: <ul style="list-style-type: none"> • ramps, handrails, tactile, etc. • obvious entries and signage • access for maintenance and emergency vehicles, and service authorities • car parking • water-sensitive urban design | Surveys of user groups reveal that no group is unfairly disadvantaged. Parking is adequate for all parks and sportsgrounds, most of the time. |
| Encourage a mix of uses | Open space is designed and embellished to maximise diverse uses | Parks and sportsgrounds provide, where appropriate: <ul style="list-style-type: none"> • sports fields for formal sports • space for unstructured activity • playgrounds that encourage creative and independent play • large level areas for passive recreation and community events • facilities for a variety of ages (older people and younger people) • pedestrian and cycle paths • quiet areas for reflection | Survey of users to ascertain satisfaction. Community/stakeholder forums provide regular feedback on passive and active recreation needs. Surveys reveal users are satisfied with linkages provided within open spaces and to other destinations. |

| | | | |
|---|--|---|---|
| <p>Encourage environmental sustainability</p> | <p>Encourage energy efficiency, water and resource conservation</p> <p>Manage Council's natural areas to a high standard</p> | <p>Provide solar lighting, if possible and appropriate</p> <p>Incorporate water-sensitive urban design elements into open spaces, where appropriate:</p> <ul style="list-style-type: none"> • grassed swales • rain gardens • water-collecting tree pits and medians • bio-retention basins • water tanks to harvest stormwater <p>Implement water-quality improvement programs in a coordinated and efficient manner</p> <p>Stabilise and monitor stormwater outlets and creek-line erosion in conjunction with Catchment Management Plans, where necessary</p> | <p>Steady increase in the number of participants in bushland management issues and activities.</p> <p>Reduction in level of gross pollutant, sediment and nutrient-enriched stormwater and septic tank effluent entering natural areas.</p> <p>No unacceptable fragmentation or deterioration of natural area quality as a result of recreation facilities.</p> <p>There is a steady, measurable increase in the number of WSUD elements incorporated into open spaces.</p> |
|---|--|---|---|

APPENDICES

> A: References and supporting documents

> B: Category maps



A: REFERENCES

Australian Bureau of Statistics (ABS) 2016 Census Quickstats, 12 July 2019

Bonalbo Visions of Village Life Master Plan, 2018

Kyogle and Villages Open Space Design Guide, 2019

Kyogle Council Crown Reserves Strategic Plan 2009-2013, 2009

Kyogle Council Plan of Management for Community Land, 1996,

New South Wales Crown Land Management Act 2016 No 58

New South Wales Crown Land Management Regulation 2018

New South Wales Local Government Act 1993 No 30

B: CATEGORY MAPS



KYOGLE COUNCIL

| Park name | Reserve number | Land identification | Town or Village | Category | Hierarchy | Owner |
|----------------------|----------------|---------------------|-----------------|-----------------------|-----------|-------|
| Norman Johnston Park | R70864 | Lot 170 DP 40185 | Bonalbo | General Community Use | Town | Crown |



LEGEND

| | |
|--|------------------|
|  | Reserve boundary |
|--|------------------|

RESERVE CATEGORISATION

| | |
|--|----------------------------|
|  | General Community Use |
|  | Park |
|  | Sportsground |
|  | Natural area - bushland |
|  | Natural area - watercourse |
|  | Natural area - escarpment |

NOT TO SCALE





KYOGLE COUNCIL


| Park name | Reserve number | Land identification | Town or Village | Category | Hierarchy | Owner |
|----------------------|----------------|---------------------|-----------------|-----------------------|-----------|-------|
| Norman Johnston Park | R70864 | Lot 169 DP 40185 | Bonalbo | General Community Use | Town | Crown |



LEGEND

| | |
|--|------------------|
|  | Reserve boundary |
|--|------------------|

RESERVE CATEGORISATION

| | |
|--|----------------------------|
|  | General Community Use |
|  | Park |
|  | Sportsground |
|  | Natural area - bushland |
|  | Natural area - watercourse |
|  | Natural area - escarpment |

NOT TO SCALE






KYOGLE COUNCIL

| | |
|---|----------------------|
| 3 | NORMAN JOHNSTON PARK |
|---|----------------------|

| Park name | Reserve number | Land identification | Town or Village | Category | Hierarchy | Owner |
|----------------------|----------------|---------------------|-----------------|-----------------------|-----------|-------|
| Norman Johnston Park | R70864 | Lot 1 DP 1128870 | Bonalbo | General Community Use | Town | Crown |



LEGEND

| | |
|--|------------------|
|  | Reserve boundary |
|--|------------------|

RESERVE CATEGORISATION

| | |
|--|----------------------------|
|  | General Community Use |
|  | Park |
|  | Sportsground |
|  | Natural area - bushland |
|  | Natural area - watercourse |
|  | Natural area - escarpment |

NOT TO SCALE





KYOGLE COUNCIL

| Park name | Reserve number | Land identification | Town or Village | Category | Hierarchy | Owner |
|----------------------|----------------|---------------------|-----------------|-----------------------|-----------|-------|
| Norman Johnston Park | R70864 | Lot 131 DP 751077 | Bonalbo | General Community Use | Town | Crown |



LEGEND

| | |
|--|------------------|
|  | Reserve boundary |
|--|------------------|

RESERVE CATEGORISATION

| | |
|--|----------------------------|
|  | General Community Use |
|  | Park |
|  | Sportsground |
|  | Natural area - bushland |
|  | Natural area - watercourse |
|  | Natural area - escarpment |

NOT TO SCALE

