

# **Sutherland Shire Council**

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## **Plan of Management**

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### **Lucas Heights 1**

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May 2001

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Document Status					
Rev No.	Author	Reviewer	Approved for Issue		
			Name	Signature	Date
Final	P Carson	A Raleigh	A Raleigh		21.5.01

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- A Background/ Issues Report**
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# 1. Introduction

## 1.1 Purpose of the Plan of Management

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The Lucas Heights 1 site<sup>1</sup> will provide the location for a significant regional reserve with facilities for a wide range of sports and other recreation activities. To ensure that Lucas Heights 1 and associated facilities are managed and maintained appropriately, a plan for comprehensive management of this significant area of future open space is being prepared as a Plan of Management under the provisions of the *Crown Lands Act 1989* (as the land is Crown Land).

The planning process provides an opportunity to establish effective and appropriate management mechanisms up-front, prior to the development and establishment of the reserve. This will provide a proactive management tool to ensure that Lucas Heights 1 is developed and maintained as a high quality community resource.

The Plan focuses on the area of Crown Reserve defined in Figure 1.1.

## 1.2 Overview of the Proposal

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### 1.2.1 Background

Lucas Heights 1 was used as a land fill site for 22 years between 1965-1987. Of the approximate total area of 104ha, 77ha was used for land fill, with the remaining 27ha used as a source area for cover material. The completed land fill is now used for electricity generation, with a gas generator anticipated to operated on the site for at least another 30 years as a result of gasses emitted as part of the decomposition process.

Site remediation provides an opportunity to increase recreational resources within an area that is currently experiencing a high demand for sporting facilities. This Plan of Management provides a framework to ensure the diverse range of recreational facilities proposed for the Lucas Heights 1 site are successfully integrated and managed to provide a high quality community facility for the Sutherland Shire.

The proposed facility is the result of the resolution (via a mediation process) of a long-standing dispute over the operation and future of waste disposal at Lucas Heights.

Following mediation between Sutherland Shire Council (Council) and Waste Service NSW in 1996, it was agreed that Lucas Heights 1 would be developed over 10 years as a major regional sporting and recreation complex. The

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<sup>1</sup> The site and facilities are referred to as 'Lucas Heights 1' for the purposes of this Plan of Management. The final name for the facility will be determined when the reserve is created.

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mediation covered two other parcels of land in the area - the Lucas Heights Waste Management Centre and the Lucas Heights Conservation Area to the south-west of Lucas Heights 1. An Environmental Impact Statement (EIS) for the proposed development of the sites was prepared and completed in January 1999.

### **1.2.2 Overview**

The proposal for Lucas Heights 1 includes the development of sporting and recreational facilities for a wide range of activities. It has been developed in close consultation with the local community and sporting groups. Facilities have been designed to meet current and future recreational needs of the surrounding community and alleviate demands and issues associated with the overuse of existing local and regional facilities. Some sports are currently at the stage where they are unable to expand competitions due to a lack of facilities, despite there being a demand for expansion. The proposal for Lucas Heights 1 would provide facilities to cater for a range of sporting levels, from premier division to junior competitions.

Following recontouring of the site, the recreational and sporting complex would be constructed using funds generated through a rehabilitation enhancement fee linked to the intake of landfill material into the Waste Service NSW sites.

Facilities would include playing fields suitable for a range of sports, tennis and netball courts and a golf course and driving range. Amenities facilities would also be provided to cater for these activities. The development would also provide a central sporting club facility, referred to as the Hub. This would provide a social focus and support facility for sporting and recreational activities taking place on the site. Section 3.2 provides further details on the facilities to be provided at Lucas Heights 1.

## **1.3 Study Area**

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Lucas Heights 1 is located adjacent to New Illawarra Road in the Sutherland Shire, approximately 5km from the town centre of Menai. It is an important site which will (once redeveloped) provide a significant recreation reserve and a major recreation resource to the local and regional community.

The existing site (also known as the 'old tip site') is displayed in Figure 1.1 and has a total area of approximately 104ha. The landfill area (77ha) was operated by a number of bodies during the period 1965 - 1987. Between 1965 and 1976 Sutherland Shire Council ('Council') operated a fill area south of the entrance road. During the period 1976-1987, the Metropolitan Waste Disposal Authority (now Waste Service NSW) filled the bulk of the site with both putrescible and non putrescible waste to significant depths. There are no accurate records of fill type or compaction levels. Sydney Water and Council filled the third area with dry waste and cover material.

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The 27ha borrow area is located to the west of the electricity easement and was used by the (then) Metropolitan Waste Disposal Authority to provide a source of cover material for the landfill operations.

Portions of the land are currently used for electricity power generation resulting from the emission of gas as part of the decomposition process. The landfill gas generator is anticipated to operate for at least another 30 years. The landfill also produces approximately 300kL of leachate per day which is collected and stored in lagoons. Trials on selected sections of the site are currently under way to determine whether the leachate is suitable for irrigation.

The site has been partially rehabilitated since completion of the landfill operations. This involved planting of tube stock and direct seeding in both the borrow areas and the landfill.

Other existing uses of the site include two playing fields and associated facilities (developed in 1998) located in the north-west corner.

## **1.4 Preparation of the Plan of Management**

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Preparation of the Plan of Management for Lucas Heights 1 has recognised that a considerable amount of background work and studies have already been undertaken. These include the Environmental Impact Statement prepared for Lucas Heights 1, Lucas Heights Waste Management Centre, and Lucas Heights Conservation Area (National Environmental Consulting Services, 1999).

Preparation of the Plan of Management involves the following steps:

1. Discussions with officers of Council and DLWC to determine issues and concerns;
2. Review of background material;
3. Determine community needs and values, issues and concerns, based on background material;
4. Site visits;
5. Prepare Background/ Issues Report;
6. Prepare draft Plan of Management (including management strategies, guidelines and action plan);
7. Display draft Plan of Management and receive feedback and submissions;
8. Review submissions; and
9. Prepare final Plan of Management.

A detailed site assessment was completed as part of the Environmental Impact Statement (National Environmental Consulting Service, 1999). Additional site inspections were undertaken by GHD to ensure familiarity with the site and place the issues in a physical context.

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## 1.5 Structure of the Plan of Management

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The Plan of Management is a working document which will be used to guide Council activities relevant to the management of Lucas Heights 1.

The Plan of Management includes four sections. Sections 1-3 contain background information and set out the context and basis for management. Section 4 provides the management framework. An outline of the contents of each section is provided below:

*Section 1* - provides an introduction to the Plan of Management.

*Section 2* - outlines the context for planning which is provided by the existing environment, history and heritage, the significance of Lucas Heights 1, and statutory requirements. Information on the use of the park and leases and licences which are likely to be required is also provided.

*Section 3* - the Basis for Management is provided, including community values, the role of Lucas Heights 1, and appropriate management goals and objectives.

*Section 4* - provides the guidelines for managing Lucas Heights 1, identifying relevant issues and recommended management strategies and actions. It also includes the Action Plan.

### **Appendix A - Background Report**

An issues report was prepared summarising the issues and concerns associated with converting Lucas Heights 1 from its existing use to a major recreation facility. The report also includes discussion of the management options being evaluated for the site.

The Background Report provides a list of the relevant studies were reviewed as part of the Plan of Management process.



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## 2. Context for Management

The context for the Plan of Management is determined by the following factors which provide the background to, and influence the management of Lucas Heights 1:

- the significance of the site;
- the existing environment;
- heritage and history; and
- statutory requirements.

Information on these factors is provided below.

### 2.1 Significance

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The significance of the site is based on its potential to provide a major recreational resource to the Sutherland community. Currently, the site experiences some recreational use which is focused on the two sports fields in the north west of the site. However, conversion of the completed land fill to a diverse recreational facility will result in the site becoming a regionally significant resource.

The site will contain recreational facilities able to cater for the needs of all user groups from junior to elite levels. The development is also significant in that it will allow sports such as netball and cricket to expand competitions which are currently limited by the availability of sportsgrounds. This is particularly important given the large proportion of younger people residing in the Sutherland Shire.

Establishment of a major sporting hub in the Shire will also promote participation in a range of sports, and act as a focal point for recreational activities. Profits generated from the centrally located sports club will be reinvested in the operation of Lucas Heights 1 as well as used to fund upgrades of other Crown reserves within the Shire, thereby improving the quality of recreational facilities outside the immediate vicinity of the site.

Increasing the number of sports fields available in the Sutherland Shire will also allow Council to rest facilities which periodically display signs of over use. Consequently, this will result in an improvement in the quality of some existing facilities within the Shire.

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## **2.2 Existing Environment**

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The information provided in this section is based on previous studies, summarised in the EIS prepared by National Environmental Conservation Services for the project (1999).

### **2.2.1 Access**

The site is served by a single access road from New Illawarra Road. This is referred to as the 'Spine' road, and runs for a length of approximately of 1.8km. It is estimated that the site's frontage to New Illawarra Road is 0.75km long.

### **2.2.2 Zoning**

The site is located within the Sutherland Council's Menai planning area. This area also includes the suburbs:

- Alford's Point;
- Bangor;
- Barden Ridge (formerly Lucas Heights);
- Menai;
- Illawong; and
- Woronora.

The site is zoned 6(d) - Future Recreation. The objective of this zone is to provide for open space and a range of recreational facilities to meet local and regional needs together with the ongoing management of previous waste disposal activities.

The zone applies to land currently used or previously used for disposal activities whose purpose is to provide a landform suitable for both active and passive recreation. Zone 6(d) also permits activities associated with the management of impacts from the waste activities.

Works (other than buildings) for the purpose of landscaping, bushfire hazard reduction and landfill gas and leachate collection are allowed with development consent. All other developments require consent.

### **2.2.3 Surrounding land use**

Land uses in the vicinity of the site include waste disposal sites, Holsworthy Military Reserve, Australian Nuclear Science and Technology Organisation (ANSTO), and the residential areas of Barden Ridge and Menai. A number of National Parks are also located in surrounding areas, including Heathcote National Park, Georges River National Park, and the Royal National Park. The site is located outside the 1.6km radius exclusion zone which applies around the HIFAR nuclear reactor on the ANSTO site.

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#### **2.2.4 Existing land uses**

The site is Crown Land administered by DLWC, with Waste Service NSW holding a license over the majority of the site. Waste Services NSW owns the area on which the electricity power generation plant is located. Accordingly, Waste Service NSW is responsible for the rehabilitation and ongoing environmental management of the site for a period expected to exceed 30 years.

The site currently has a number of different uses. The existing sporting facility is located in the north west corner of the site, and is the only part of the site currently able to be accessed by the public (further information on the use of this facility is outlined in Section 2.6). The facility includes two full sized soccer fields and two junior sized soccer fields. A synthetic cricket pitch is provided to enable use of the fields during summer. The site also contains an amenities block with toilet, change and kiosk facilities. A total of four cricket nets are provided to allow for practice, and training lights are in place to enable night time practice.

Waste Services NSW continue to operate land fill activities as part of the recontouring works, resulting in a steady stream of heavy vehicles entering the site with fill material. The NSW Police Force also uses this portion of the site for dog training.

The landfill gas electricity generation plant operates in isolation from the remainder of the site.

#### **2.2.5 Physical environment - landforms**

The site is located on the Woronora Plateau at an elevation of approximately 120m above sea level. The site contains a number of distinct topographical features, including an incline in the southern sector, flat area adjacent to the New Illawarra Road, sloping borrow areas to the north and west, and ridge lines and embankments formed by filling that run the length of the site.

The geology of the region is typical of the coastal plateau of the Sydney Basin. The underlying geology of the area is Hawkesbury Sandstone approximately 200m thick. Thin layers of Wianamatta Shale overlie the Sandstone on isolated ridges, and interbedded sandstones and mudstones of the Narrabeen Group are located beneath the Sandstone.

The dominant drainage features in the area are Bardens Creek, Mill Creek and Lucas Height 1 Creek which drain to the north into the Georges River near Alford's Point. To the east of New Illawarra Road, the Woronora River drains into the Georges River near Oatley.

#### **2.2.6 Existing vegetation and bushland**

The original vegetation was cleared from the site to facilitate its use as a land fill. The only remnant vegetation is a thin strip located along the southern and eastern boundaries of the site. This vegetation is typical of the Scribbly Gum Red Bloodwood woodland which is well represented in areas north and west of the site. No threatened species have been recorded on the site.

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Large areas of the site have been rehabilitated, or recolonised by vegetation, and only relatively small sections of the total area remain exposed. In many cases, the exposed areas are those which have recently received fill material. Recently established vegetation consists of native species. There are also large areas of the site covered by introduced grasses. Further rehabilitation of bushland is proposed as part of the establishment of the recreational reserve. This will utilise native species represented in the surrounding bushland.

### **2.2.7 Visual character**

Lucas Heights 1 is a disturbed site containing longitudinal ridges formed as a result of the fill process. Rehabilitation works have been limited to date, focusing on the installation of a leachate collection system, land fill gas generator, and minor landscape and drainage works. A dominant visual feature of the site is the 330KVA Transgrid high voltage power transmission line which runs approximately north south across the site.

The site is partially visible from Lucas Heights Primary School located adjacent to the site on the eastern side of New Illawarra Road, and also from residences in the nearby suburbs of Barden Ridge and Engadine.

Areas of the site which have been rehabilitated blend in well with the surrounding bushland, creating continuity with adjacent land uses.

### **2.2.8 Existing facilities**

Existing facilities on the site include:

- a 330kV power transmission line running approximately north - south across the site;
- sporting facilities as noted above;
- a landfill gas electricity power generation facility located in the north-east sector of the site; and
- a limited road network providing access to the playing fields, landfill operations, and power generation plant. It should be noted that public access is not permitted to either the landfill or power generation sectors.

## **2.3 History and Heritage**

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### **2.3.1 History**

Lucas Heights 1 has a history of use as a land fill for a variety of wastes between 1965 and 1987. Between 1965 and 1976, Sutherland Shire Council operated a fill area south of the entrance road. During the period 1976 - 1987, the Metropolitan Waste Disposal Authority (now Waste Service NSW) filled the bulk of the site with both putrescible and non putrescible waste to significant depths. There are no accurate records of fill type or compaction levels. Sydney Water and Council filled the third area with dry waste and cover material.

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Following completion of the land activities, gases emitted from the landfill as a by-product of the decomposition process have been used to fuel an electricity power generator.

The site has been partially rehabilitated since completion of the landfill operations. This involved planting tube stock and direct seeding in both the borrow areas and the landfill. Two playing fields and associated facilities have also been developed in the north-west corner of the site.

The proposed development project is the result of the resolution (via a mediation process) of a long-standing dispute over the operation and future of waste disposal at Lucas Heights.

Following mediation between Sutherland Shire Council (Council) and Waste Service NSW in 1996 it was agreed that Lucas Heights 1 would be developed over 10 years as a major regional sporting and recreation complex. The mediation covered two other parcels of land in the area - the Lucas Heights Waste Management Centre and the Lucas Heights Conservation Area to the south-west of Lucas Heights 1. An Environmental Impact Statement (EIS) for the proposed development of the sites was prepared and completed in January 1999. Council has refined the proposal since completion of the EIS in terms of the facilities to be incorporated in the development and the potential allocation and distribution of these facilities. Consultation with major sporting clubs and associations has been a key factor in determining the demands for facilities in the Sutherland Shire.

### **2.3.2 Heritage**

Lucas Heights 1 is not significant in terms of either European or Aboriginal heritage.

The National Trust, Australian Heritage Commission and Heritage Council of NSW maintain registers of heritage items. Consultation with these authorities undertaken during preparation of the EIS indicates that there are no items of European Heritage significance.

In terms of Indigenous heritage, the site falls within the boundaries of the Gandangara Local Aboriginal Land Council. Although there are four Aboriginal archaeological sites located within 500m of the site, none are located on the site. It is considered unlikely that any sites of Aboriginal archaeological significance will be encountered given the previous use of the site as a land fill.

## **2.4 Statutory and Policy Context for Management**

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Lucas Heights 1 is composed of Lot 1, being 110.6ha in a plan dated 16 September, 1997.

### **2.4.1 Crown Lands Act 1989**

As the site is Crown Land, the management structure will need to have regard to the management principles which apply to Crown Land. The site is currently

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not reserved under the Crown Lands Act, and the type of public purpose the area is reserved for will need to be determined by this Plan of Management and gazetted.

The *Crown Lands Act 1989* governs the planning, management and use of Crown land, including reservation or dedication for a public purpose. Crown land must be managed according to the land management principles stated in Section 11 of the Crown Lands Act which are to:

- observe environmental protection principles in relation to the management and administration of Crown land;
- conserve wherever possible Crown land natural resources (including water, soil, flora, fauna and scenic quality);
- encourage (appropriate) public use and enjoyment of Crown land;
- sustainably use and manage land and resources; and
- occupy, use, sell, lease, licence and otherwise deal with it in the best interests of the State and consistently with the above principles.

The Crown Lands Act does not prescribe the content for the plans of management. A plan of management is acceptable to the NSW Department of Land and Water Conservation (the Department responsible for the management of Crown land) provided the following points are addressed:

- the plan and its outcomes are consistent with Crown land management principles;
- any proposed uses, development and management practices must conform to the public purpose for the reserved or dedicated land;
- the plan addresses any matters required by the Minister responsible for the Crown Lands Act;
- the draft plan is exhibited for public comment in accordance with the Crown Lands Act and Regulations; and
- submissions about the draft plan are referred to both the Minister responsible for the Crown Lands Act and the local Council for consideration prior to adoption.

### ***Management and use of Crown Land***

Crown land may be reserved for public purposes. This means that the reserve must provide some public benefit, and that the management and use of the reserve is broadly defined by the purpose of the reservation. There are currently 16 types of public purposes used for reserving Crown Land. As stated previously, the site is not currently reserved under the Crown Lands Act. When it is gazetted, the type of public purpose will be specified.

It is suggested by the Plan of Management that three reservation types be applied:

- Public Recreation;

- 
- Community and Sporting Club Facilities; and
  - Environment Protection.

The reservation for Public Recreation will apply to the whole reserve, with the additional reservation types to apply to those areas which require different management. The areas for application of these reservation types is set out in Figure 2.1.

As the electricity gas generator is situated on freehold land (i.e. owned by Waste Services NSW), it will be excluded from the reserve.

Management by a reserve trust is one of the means by which land reserved under the Crown Lands Act is managed. Reserve trusts are established as incorporated bodies charged with the care, control and management of the reserve according to the public purpose of its reservation/dedication.

The most common form of trust management (approximately 75% of trusts) is corporate trust management by local government Councils. For Lucas Heights 1, Sutherland Council would be ultimately responsible for management of the site as the gazetted reserve trust manager.

Crown land must be managed and used in accordance with the following:

- the principles of Crown land management (as outlined above);
- the reservation; and
- any conditions and provisions within the specific zoning in the Council's Local Environmental Plan.

Land uses are then more specifically defined by either a statutory mechanism (a plan of management), contractual agreements (leases or licences), or both. Relevant case law judgements also influence the policy and practice of land managers. In particular, case law provides the basis for the need to determine the most appropriate reserve purpose.

The management mechanism and any agreements (such as a lease) that apply must be consistent with the purpose of the reservation or dedication. This means that future uses/leases etc must be consistent with the reservation proposed for the land.

Recommended principles for leasing are set out in Section 4.4.2.

#### **2.4.2 Sutherland Local Environmental Plan**

According to the Sutherland Local Environmental Plan 1993 - Amendment No 50, Lucas Heights 1 is zoned 6(d) Future Recreation.

1. The objectives of this zone are to:

*Provide for open space and a range of recreational facilities to meet local and regional needs, together with the ongoing management of previous waste disposal facilities.*

2. Description of the zone

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*This zone applies to land currently used or previously used for waste disposal activities whose purpose is to provide a landform suitable for both active and passive recreation. The zone also permits activities associated with the management of impacts from the waste operations.*

3. Development without development consent

*Works (other than buildings) for the purposes of landscaping, bushfire hazard reduction and landfill gas and leachate collection.*

4. Development only allowed with development consent

- *Buildings associated with landscaping, bushfire hazard reduction and landfill gas and leachate collection;*
- *Car parking;*
- *childcare centres;*
- *drainage;*
- *generating works;*
- *recreation areas;*
- *recreation facilities;*
- *registered clubs;*
- *roads;*
- *subdivision; and*
- *utility installations.*

5. Development which is prohibited

*Any development other than development included in item 3 or 4.*

### **2.4.3 State Environmental Planning Policies (SEPP)**

The National Environmental Conservation Services EIS (1999) identified that the following SEPPs may be relevant to the project:

- SEPP 11 - Traffic Generating Developments: applies to projects which have the capacity to create significant impacts upon the safety and efficiency of traffic using a major road. According to this SEPP, a copy of the development application must be forwarded to RTA to enable an assessment to be made of the road traffic impacts. It is considered that the proposed development contains sufficient car parking to cater for anticipated demands;
- SEPP 33 - Hazardous and Offensive Development: requires that a consent authority consider whether a potential project is hazardous and/or offensive and to impose conditions to mitigate any adverse impacts. This may involve the preparation of a Preliminary Hazard Analysis; and
- SEPP 48 - Major Putrescible Landfill Sites: applies to any landfill in NSW that will receive putrescible waste material. As only clean fill material will



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be placed at Lucas Heights 1, this site does not fall within the scope of SEPP 48.

#### **2.4.4 Georges River Catchment Regional Environmental Plan**

Activities carried out within the Georges River catchment have the potential to impact upon the Georges River. As Lucas Heights 1 is located within the Georges River catchment, this needs to be considered as part of the design and development of the facilities. The aims of the REP are to:

- Maintain and improve the water quality and river flows of the Georges River;
- Protect and enhance the environmental quality of the Georges River catchment for the benefit of all users; and
- Ensure consistency in the delivery of the principles of ecologically sustainable development in the assessment of development within the catchment and promote integrated catchment management strategies.

The National Environmental Conservation Services EIS (1999) considered the following aspects of the REP and concluded that these potential impacts would be mitigated:

- Whether groundwater contamination is likely to occur;
- The adequacy of any proposed leachate management system and surface water controls; and
- The long term stability of the final landform and the adequacy of a site management plan prepared for the development.

#### **2.4.5 Leases and Licences**

Lucas Heights 1 is Crown land administered by the Department of Land and Water Conservation (DLWC). Waste Service NSW currently holds a licence (no fixed term) over the majority of the site and owns the area occupied by the electricity generation plant.

### **2.5 Current use of Lucas Heights 1**

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Lucas Heights 1 is used in a very limited capacity at present. Landfill operations are complete and the only associated activities are the recontouring of the site (using clean fill), an electricity generation plant and leachate collection system.

Current use of the two playing fields located in the north west sector of the site are summarised below:

- Sutherland Shire Junior Soccer Association - during winter, all day Saturday and Sunday, and between 4-6pm on Tuesday, Wednesday, Thursday and Friday;
- Menai Oztag Association - Monday nights all year;

- 
- Sutherland Shire Junior Cricket Association - between October and February, all week with the exception of Mondays;
  - Sutherland Shire Softball Association - Friday evening 6-9pm; and
  - School sport activities on Thursday and Friday afternoons.

The Police Dog Squad currently uses sections of the site as a training area for its dogs.

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### **3. Basis for Management of the Proposed Facility**

The Basis for Management provides the framework within which issues and concerns are assessed, appropriate management strategies and actions are determined, and the Plan of Management is developed and implemented. It is an important step in the preparation of the Plan of Management and involves identifying the values, role and management objectives for Lucas Heights 1.

Issues and concerns need to be addressed and considered within the context of community values and the role of Lucas Heights 1 to develop appropriate management strategies and actions.

#### **3.1 Values**

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Community values can be defined as those properties or attributes of a particular place (such as a park or public property) which lead to it being considered valuable by members of the community. In other words, values represent 'what is important' about a place.

The management of a public reserve is usually based on an understanding of the community values attached to the reserve, rather than focusing directly on the issues and concerns. This is because issues and concerns can change quite quickly, whereas values usually remain relatively constant over time. However, as Lucas Heights 1 will essentially be a new facility, it is only possible to assume what values and importance will be placed on the facility. This will be based on the consultation that Council has undertaken with the various sporting groups as part of the development of the proposal.

The community places limited recreational, scenic, natural, social and historic, values on Lucas Heights 1 in its current state. This is due to the past use of the site as a land fill, and restricted level of public access to the site.

Remodelling the site as a major recreational facility is expected to result in the site becoming a highly valued community resource due to the diversity of activities able to be undertaken there. Rehabilitation of Lucas Heights 1 will add enormous value to the site through conversion of a completed landfill site of limited use, to a resource able to be utilised by members of the community for a diverse range of pursuits.

The site is anticipated to have high recreational values due to the existence of a wide range of sporting facilities, and will also become the regional base for a range of sports. Social values are likely to be stimulated through the Hub sports club which will provide a social focus for users of the recreational facilities. It is also likely that the site will come to be valued for its natural qualities, as sections are to be rehabilitated using native species which are represented in the surrounding bushland.

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## 3.2 Role of Lucas Heights 1

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The future role of Lucas Heights 1 should be assessed in terms of the existing system of open space within Sutherland Shire. This is influenced by opportunities for recreation that will be provided, and the activities that people will undertake there.

Figure 2.1 displays the reservation types which are likely to apply to the reserve. The whole site is expected to be reserved for Public Recreation to be used for sporting and recreation activities. Additional complementary reservations for Community and Sporting Club Facilities and Environmental Protection would also be applied some sections of the site to reflect the different use of these areas. The Community and Sporting Club Facilities reservation type would be applied to the central area anticipated to house the Hub and associated facilities. Land would also be reserved for Environment Protection in the north eastern sector of the site to reflect that there are some areas of environmental significance. This indicates that these areas have an environmental function and that the management of these areas is a little different to the remainder of the site. Different reservation types are required for the three areas to reflect the variations in how they will be used and managed.

Figure 3.1 provides a conceptual layout of the sporting facilities and indicates the type of recreational activities planned to take place on the reserve. It is proposed to relocate the Golf Driving Range to the southern portion of the site when the demand for additional sporting facilities becomes apparent. This would free up valuable land (not on the former landfill site) in the vicinity of the Hub for further development of recreational facilities. Further details are provided in Section 4.6 in relation to appropriate uses for these recreation facilities.

The main role of the Lucas Heights 1 recreational complex will be to provide a major regional recreation resource for a range of recreational opportunities, incorporating a wide selection of sporting groups. These will focus on organised sporting activities, however facilities will also be provided to cater for informal recreation. Recreational resources to be provided which will enable it to fulfil this role include:

- A multi-purpose sports club building and pro-shop;
- Golf practice green;
- Twelve netball courts;
- Ten general playing fields;
- An eighteen hole golf course and driving range;
- Four amenities blocks;

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- A maintenance depot;
  - Eight tennis courts;
  - Unstructured open space and picnic areas;
  - A low intensity equestrian park comprising a shed for storage and self-composting toilet. This will operate until the new facility is constructed to the west of the site;
  - A recreation trail for jogging, hiking and possible horse riding;
  - Car parking for 684 cars, including 50 overflow parking spaces on the grassed area adjoining Fields 1 and 2;
  - A children's playground; and
  - A possible four new water storage dams for irrigation and water maintenance of the site (to be determined).

The facilities will come on line over five stages as detailed in Section 4.2.

The complex will focus on providing facilities for organised sporting activities. Opportunities for passive and unorganised sporting activities would be provided in the landscaped areas located between these facilities and around the perimeter of the site. The facilities will provide for a variety of sports and recreational activities including but not limited to:

- golf;
- netball;
- cricket;
- all forms of football;
- horse riding;
- walking and jogging;
- baseball and softball;
- tennis;
- hockey;
- athletics;
- children's play; and
- picnic / family gatherings.

The 'hub' of the recreational complex will comprise the multi-purpose sports club, golf course pro-shop and amenities buildings. The pro-shop will service the golf course and driving range, and tennis courts. It is also likely to provide for the sale of associated sporting equipment and include a café / bistro.

The Hub will also include a licensed area of approximately 200m<sup>2</sup> which would contain a bar and gaming facilities. This is considered to be consistent with the reservation for Community and Sporting Club Facilities given that it represents

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a small proportion of the overall area of the Hub (3,000m<sup>2</sup>), and is designed to support the operation of the remainder of the reserve.

Amenities buildings will be located near the playing fields, and will provide facilities for visiting and home teams including showers, toilets and change rooms.

The main role of the proposed sports club (hub) would be to service the entire recreational complex, while providing the community with a venue for social events as a secondary role. This section of the site would be leased to Council which would allow the trust to apply for a liquor licence for the hub. Issues relevant to liquor licences are outlined in Section 4.4.2.

### **3.3 Future User Groups**

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As a result of the wide range of facilities proposed for the site, it is anticipated that it will attract numerous user groups. These are likely to include a range of sporting clubs and associations who will be allocated to the facilities on a seasonal / annual basis in accordance with Council's Allocation of Sports Facilities policy.

Waste Services NSW would require access to be maintained to the electricity generation plant following reservation of the site. It is anticipated that an easement would be created to formalise this access and limit access to this part of the site to Waste Services NSW personnel only.

### **3.4 Vision and Objectives for Management**

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A vision and objectives for management are identified to guide and direct the management of the reserve. These can be considered as 'desired outcomes' or 'guiding principles' which define the fundamental expectations and directions for decision making in relation to the future management and use of Lucas Heights 1.

#### **3.4.1 Vision for Management**

The vision for Lucas Heights 1 'sits above' the management objectives, providing the overall direction for the Plan of Management. It defines where Council would like Lucas Heights 1 to be in the future and the direction that management activities (the implementation of the Plan of Management) should take. The vision has been determined based on consideration of the community values, and the anticipated role of the reserve.

*Lucas Heights 1 is a significant regional community resource which integrates opportunities for a wide range of recreational experiences and community uses with the natural environment, providing the premier sporting location for the Sutherland Shire along with opportunities for passive recreation.*

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### **3.4.2 Management Objectives**

Management objectives directed at achieving this vision will need to satisfy a number of objectives formulated according to several key areas. Management objectives provide a framework for management, and identify specific actions which will result in the fulfilment of the vision. The implementation of these objectives will occur by means of specific management strategies and actions as proposed in Section 4.

Management objectives can be divided into two categories, those focused on rehabilitating the site to the level where control passes to Council, and those focused on providing and managing a recreational resource for the community. The first group of management objectives relating to the rehabilitation of the site are the responsibility of Waste Services NSW and are detailed in the EMP. These are aimed at ensuring that Lucas Heights 1 is suitably rehabilitated for future use as a recreational resource, and include issues such as landfill gas and leachate management.

Council is in the process of revising the Plan of Management for Sportsgrounds. This revised Plan of Management for Sportsgrounds would sit above the Lucas Heights 1 Plan of Management. The management objectives developed for the Plan of Management for Sportsgrounds would therefore apply to Lucas Heights 1. Objectives specific to Lucas Heights 1 are suggested below:

#### **Recreation**

Lucas Heights 1 provides a regional destination for organised sporting activities in the Sutherland Shire, with opportunities also being present for informal recreation activities. The facilities offer opportunities for a wide range of uses and activities and are diverse and flexible to enable multiple use of facilities. These facilities should be used for recreational activities which can interact harmoniously and which do not negatively impact upon either the environment or other recreational uses.

The facilities should be managed in a way to ensure that they are sustained in perpetuity and should be occupied, leased, licensed, subdivided, or otherwise dealt with in the best interests of the Shire.

#### **Natural Environment**

The recreational complex at Lucas Heights 1 should enhance the natural environment through rehabilitation of sections of the site with regard to appropriate ecological principles. Landscaping should consider the site in the context of its connection to adjoining bushland areas, and relationships with surrounding National Parks. It is proposed to reserve that portion of the site in the vicinity of the dams for the purposes of Environmental Protection to recognise the importance of this section of the site in managing potential downstream impacts on water quality.

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### **Visual and Landscape**

Lucas Heights 1 should be developed as a scenic and visually attractive recreational resource which is integrated with the surrounding natural environment.

### **Park Facilities, Services and Infrastructure**

Lucas Heights 1 should provide and maintain services to support the range of activities which will take place, enabling a high quality recreational experience and appropriate community use. This includes providing appropriate vehicular and pedestrian access both to and within the site



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## 4. Managing Lucas Heights 1

### 4.1 Overview

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The Draft EMP (National Environmental Consulting Services, 1999) details the proposed environmental management of the recreational facilities, and associated traffic and emergency management considerations.

The recreational complex will be managed according to:

- principles of Crown Land management which provides general principles for management;
- the Plan of Management for Sportsgrounds (Currently being reviewed by Council);
- the EMP which details the basis for the management of the site during the site preparation and construction phase, and during the operational phase of the recreational complex;
- this Plan of Management which sets the overall framework for management and the integration of these requirements; and
- Allocation of activities to the different facilities will be managed in accordance with Council's Allocations of Sports Facilities policy.

The management strategies outlined below are site specific and are those required to ensure that Lucas Heights 1 is developed and managed to fulfil the potential it possesses to become a regionally significant resource. Therefore, general management strategies such as those provided in the Plan of Management for Sportsgrounds are not detailed.

### 4.2 Staging of the Works

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The recreational facilities will be completed in five stages over a 10 year period as determined by the landfill programme developed for the site. In general, filling and subsequent development of sporting and recreational facilities will start in the north-west corner and move progressively southward. This will enable sections of the site to be recontoured and made available to the public in a progressive fashion. The first two playing fields were completed and available for public use in May 1999. It is estimated that it would be up to three years from the time of commencement until the next sporting facilities are available for public use. These would include including netball courts and a Golf Driving Range.

Facilities to be constructed in each of these stages are detailed in Table 4.1 and Figure 4.1, which indicates that the playing fields and essential infrastructure

will be completed in the earlier stages. It should be noted that these staging details are indicative only and are dependent on community priorities and Waste Services NSW completing the landfill of sections of the site. Liaison will be required between Council and Waste Services NSW if it is proposed to alter the staging plan in the event that it becomes desirable to fast-track construction of some facilities. The priority for facilities development is being determined by Council through ongoing consultation with community sporting groups.

**Table 4.1: Proposed staging of the development**

Stage	Facility
Stage 1	<ul style="list-style-type: none"> <li>• Playing fields 1 - 6</li> <li>• Proposed internal access road including roundabout, median and entry off New Illawarra Road and footpaths</li> <li>• Proshop and golf driving range</li> <li>• Practice putting greens (2)</li> <li>• Maintenance building</li> <li>• Amenities building/ kiosk (fields 1-2)</li> <li>• Car parks for fields 1-2 (100 cars), golf driving range (50 cars), and future additional car park for fields 1-2 (40 cars)</li> <li>• Cricket practice nets (6)</li> <li>• Picnic areas</li> <li>• Rock retaining walls</li> <li>• Dams 1, 2, and 3 including pipe connections to future Weighbridge Dam, irrigation pumps and tanks</li> <li>• Native tree planting and soft landscaping, including feature avenue trees</li> </ul>
Stage 2	<ul style="list-style-type: none"> <li>• Golf course holes 1 - 9</li> <li>• Sloping rock/ retaining wall to edge of TransGrid easement</li> <li>• Native tree planting and soft landscaping to golf course</li> </ul> Upgrade existing EDL access road
Stage 3	<ul style="list-style-type: none"> <li>• Playing fields 7 - 10</li> <li>• Tennis courts (8)</li> <li>• Netball courts (12)</li> <li>• Car park for 140 cars</li> <li>• Children's playground and seating/ viewing area</li> <li>• Picnic area</li> <li>• Amenities building kiosk (fields 9 - 10)</li> <li>• Native tree planting and general soft landscaping</li> </ul>
Stage 4	<ul style="list-style-type: none"> <li>• 1500m<sup>2</sup> sports club building</li> <li>• Car park for additional 150 cars and amenities buildings</li> <li>• Native tree planting and general soft landscaping</li> <li>• Maintenance building</li> <li>• Irrigation pumphouse and storage tanks</li> </ul>
Stage 5	<ul style="list-style-type: none"> <li>• Golf Course holes 10-18</li> <li>• Weighbridge Dam</li> <li>• Equestrian centre (Pony Club) buildings</li> <li>• Recreation trail</li> <li>• Unstructured open space/ future picnic area</li> <li>• Native tree planting and soft landscaping to golf course and open space generally</li> <li>• Future secondary access road, entry and roundabout</li> <li>• Future recreation/ entertainment facility (not included in the original DA)</li> </ul>

Source: Hassell (1998) in NECS EIS (1999)

### 4.3 Issues and Management Strategies

Issues and concerns identified during the Plan of Management process influence achievement of the management objectives proposed in Section 3. The issues and concerns need to be addressed and considered within the context of likely community values and the future role of Lucas Heights 1 to develop appropriate management strategies and actions.

Issues and concerns have been based on review of existing documentation, site inspections and observations, and discussions with Council officers regarding liaison they have undertaken with potential stakeholders. The issues identified are described in the Issues Report, included in Appendix A.

Management strategies have been devised to address the key issues raised in the context of the proposed objectives listed in Section 3.3. The strategies are what the Plan of Management aims to achieve, through the implementation of appropriate actions. The main issues associated with Lucas Heights 1 and the proposed management strategies are as follows:

#### *Recreation and Use*

Issue	Management Strategy
Need for sporting fields which allow for a variety of uses.	Design facilities to be flexible to enable a range of uses. This includes possible conversion of Fields 1 and 2 into a premier sports field.
Need for an additional high quality recreational resource.	Ensure that the facilities developed are of a high standard.
Works need to be staged to allow expansion of those sports which have a need for additional facilities in the short term.	Give priority to those sports which are currently constrained by lack of access to facilities.
Need for training facilities which allow for practice under lights during winter.	All facilities (other than the golf course) to be lit.

#### *Natural Environment*

Issue	Management Strategy
Decomposition of waste produces landfill gas which rises through the earth fill.	Mitigate the potential impacts of landfill gas.
Leachate is produced as the surface water infiltrates into the land fill and has the potential to impact upon surrounding environments.	Ensure that leachate from the site is monitored, managed, and does not pollute surrounding environments.
Erosion and sedimentation resulting from areas of the site which remain devoid of vegetation may impact on adjacent waterways.	Minimise the impacts of soil erosion and sedimentation on surrounding waterways.
Additional fill material is required to recontour the surface.	Use appropriate fill material as defined in the EMP.

There is a need to improve the quality and integrity of the bushland on the site.	Redevelop the site with a focus on improving the existing bush land and integrate the site with surrounding bushland.
Different rates of waste decomposition will result in differential settlement of land fill surface.	Locate facilities appropriately, so that facilities which require a stable surface in the long term are not sited on areas likely to suffer from differential settling.

***Visual and Landscape***

<b>Issue</b>	<b>Management Strategy</b>
Visual prominence of the site.	Landscaping should integrate the site with surrounding bushland to reduce its visual prominence when viewed from external locations and provide links with the natural environment.

***Park Facilities and Services***

<b>Issue</b>	<b>Management Strategies</b>
Need for adequate access	Ensure that adequate access is available to the site.
Need for adequate parking.	Provide an appropriate level of parking for site users.
Sewerage treatment	Implement an appropriate effluent management system.

***Management***

<b>Issue</b>	<b>Management Strategies</b>
Need for an appropriate management model for the site.	Implement an appropriate management model for the site.
Need for facilities to be allocated to minimise conflicting demands from different groups	Ensure equitable access to facilities to minimise the potential for conflict between user groups.
The site needs to be financially self sustaining.	Manage the site to ensure that it is financially self sustaining.
Need for an Asset Management Plan to be applied to the site.	Maintenance and operational practices to be clearly defined and consistent with Council's current schedules and practices.
Need for works to the communities recreational needs to be considered in the staging.	Ensure that, where possible, facilities for which there is the greatest demand are constructed in the earlier stages of the development.
Need for night time use to have minimal impact on surrounding residences.	Implement appropriate night time curfews for the site.

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## 4.4 Action Table

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Management actions are developed in response to the management strategies and as a direct link to the issues identified. The actions are specific tasks which will achieve the management strategy and address the identified issues, within the context of the management objectives proposed in Section 3.3. In association with each action, management priorities, and responsibilities are identified.

This information is provided in an Action Table format (Table 4.2) at the end of Section 4. The Action Table is the working part of the Plan of Management and should be updated on a regular basis as the actions are completed.

## 4.5 Management Options

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The facilities will be completed and reserved in stages, with each subsequent stage added to the initial reserve upon completion. Generally, the reserve and facilities will be created as follows:

- Waste Services NSW completes staged remediation and recontouring of the site;
- The reserve is gazetted by the Crown, with stages being added progressively to the initial reserve;
- Council constructs the final landform including recreational facilities and associated infrastructure.

There are a number of issues related to the overall management of the site which need to be addressed, including:

- selection of an appropriate set of operational objectives to set a clear direction for facility management (against which performance can be measured). Objectives will be based around:
  - financial performance (options include full cost recovery, breakeven/cost neutral, or partial cost recovery);
  - degree of control required by the Reserve Trust Manager (options include full, partial or no control), full delegated responsibility through a management agreement is likely to be most appropriate given the size of the facility;
  - maintenance of the asset (options include total maintenance, split maintenance or no responsibility), given the size of the facility it is likely that facility management will be required to undertake all maintenance, with technical support from Council; and
  - use and flexibility (options include multi-use, multi-use/block bookings, exclusive use).
- the operational arrangement (agreement) between Council and the Board;

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- establishment of an appropriate management model, with a structure set up for the three main components of the facility:
    - ‘The Hub’ (clubhouse) - set up similar to a registered club, contracted in or developed on-site;
    - maintenance of the golf course and playing fields - contracted in or developed on-site;
    - driving range and pro-shop/course starter - contracted in or developed on-site.

#### **4.5.1 Preferred option for Managing Lucas Heights 1**

The preferred management arrangement is as follows:

- The reserve is gazetted for public recreation, community and sporting club facilities, and environmental protection;
- The financial and day to day management and maintenance of the site would be undertaken by a reserve trust which is composed of a management committee of Council;
- A community advisory committee would also be formed to provide input to the management body regarding issues and concerns;
- Some facilities such as the golf course and tennis courts may be leased out (typical leasing and licensing principles are outlined in Section 4.4.2)

The proposed management model will be finalised in consultation with Council, DLWC and the community.

#### **4.5.2 Leasing and licensing arrangements**

Appropriate leasing and licensing agreements will ensure the site is used in accordance with the principles of the Crown Land Act. The terms and conditions applying to leases and licences should reflect the interests of Council, protect the public, and ensure proper management and maintenance. Information on the granting of leases and licences, including relevant conditional and assessment criteria are provided below.

It should be noted that all leases and licences over Crown Land require approval from the Minister for Land and Water Conservation. Conditions applying to the leases should be framed with reference to the guidelines set out below. They should be consistent with the principles of Crown land management and any other conditions recommended as appropriate by the General Manager and Council’s solicitors.

Council may receive applications for a change or alteration to the use of buildings to which lease or licenses apply. These applications should be assessed in terms of the criteria and guidelines set out below, including:

- the provision of the LEP;
- the Plan of Management; and
- the principles of Crown land management.

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## Granting a lease or licence

The Crown Lands Act allows Council to grant lease or licences over all or part of Crown land. Leases and licences are a means of formalising the use of land and facilities and can be held by groups such as sporting clubs and schools, commercial organisations or individuals providing facilities and / or services for public use.

Where control of all or part of an area or facility for a specific use is proposed or desirable on an exclusive basis, a lease is usually applied. There are also other factors which may influence the granting of a lease, including the level or scale of investment, the necessity for security measures and the relationship between the activity on the land and the activity of the controller of the land.

The term is influenced by the nature of the use, level of investment required, and the interest of both Council and the Crown, and can be for any period up to a maximum of (usually) 21 years.

The activities undertaken by the lease / licence holder should be compatible with the reservation type and provide benefits and services or facilities for users of the land. Terms and conditions of a lease should reflect the interests of Council and the Crown, protect the public and ensure proper management and maintenance.

Where short term, intermittent or non exclusive occupation of all or part of an area or facility is proposed, a licence is usually applied. Providing there are no conflicts of interest, several licences may apply concurrently.

General considerations that may affect leases and licences on include the following:

- fees can be charged as part of a lease or licence and can be commercially based (fees for use of facilities, for example tennis courts, should be consistent with other facilities operating in public reserves in that region);
- the lessee or licensee should take out public risk insurance and produce notices of policy as required on renewal that indemnify both the reserve trust and the Minister for Land and Water Conservation;
- use of the premises by the lessee or licensee is restricted to only those activities authorised in the lease or licence;
- any alteration, transfer or sub-letting etc should not be permitted without Council's or the Crown's consent;
- ownership of improvements should be dealt with within the lease or licence;
- a licence can be terminated by either party;
- the lessee or licensee is responsible for ensuring the area is maintained to a standard which is acceptable to both Council and the Crown;
- the times the land or facility is available for use by the lessee or licensee is defined;

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- any fixed or temporary outdoor lighting of areas should only be allowed between the hours identified in the lease or licence; and
  - limits on the use and disposal of polluting substances.

In taking into consideration whether to grant or renew any lease or licence, Council should take into consideration the consistency of the proposal with the Plan of Management and the principles of Crown land management. Specifically:

- uses should be conducive and ancillary to the purpose of the reservation, facilities provided should enhance the public use of the reserve and not become the main focus of the reserve (this will be a particular issue for the Hub);
- the integrity of the reserve in terms of its public purpose and environmental qualities should be preserved; and
- the public's right to access should be preserved.

Other guidelines relevant to the granting of leases or licences on Crown land include:

- food and beverage outlets may not be established for commercial/ private interests;
- where relevant, the community use of a building should be promoted via the availability of a community hall component;
- areas of exclusive use within the building should not exist other than for ancillary functions (such as storage or office space);
- the public has right of access to the land and buildings, with restrictions only allowed in terms of public safety / security;
- the DLWC Policy on 'Food and Beverage Outlets', and the matters for consideration listed, should be referred to in assessing applications for leases/ licences (see Appendix B); and
- all leases or licences over Crown land need Ministerial approval from the Minister for Land and Water Conservation.

Guidelines for the use and operation of the Hub will therefore have to be structured to ensure that it is supportive of the recreational facilities and does not restrict the use of the reserve for the purposes for which it was designated.

This Plan of Management authorises the lease or license of Lucas Heights 1 for sporting and auxiliary purposes which provide a service to the community. The potential economic issues associated with the proposal mean that it will be important for Council's legal advisers to identify and explore all alternatives prior to drafting an agreement.

Leases and licenses applying to the Hub should stipulate that it is to be community based and supportive of local sports clubs and associations. It should therefore provide for a range of social activities to ensure that it fulfils a



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community role. Operation of the Hub should not impinge upon the use of the surrounding recreation reserve by sporting, recreation and spectator groups. The Hub should be ancillary to the main purpose of the reserve, and not necessarily be a destination in its own right. Limiting those areas which are licensed for the consumption of alcohol and poker machines would ensure that public accessibility is maintained as an overriding principle.

The following are principles which should be included in a lease for the Hub:

- use should be community based, low key and supportive of local sports clubs / associations and their development;
- should provide for a range of social activities, including a venue for family based and youth entertainment, group functions, community based workshops, athletics programmes and sports teacher training;
- broad community access should be provided;
- the lessee should ensure that day to day operation of the facility, including functions, have no negative impact on the use of the recreational facilities;
- food and beverage operations should be in accordance with the Department of Land and Water Conservation policy guidelines as discussed below;
- gaming should be in accordance with the Registered Clubs Act 1976, Registered Clubs (Amendment) Act 1994 Gambling Legislation Amendment (Gaming Machine Restrictions) Act 2000 and subject to the use being consistent with or ancillary to the public purpose;
- liquor licensing should be in accordance with the Registered Clubs Act 1976; and
- the buildings, carparks, footpaths, service area, lighting and associated landscaping would be maintained to a high standard.

It is likely that the management of the facilities such as the golf course and tennis courts may be leased to commercial operators. The lessees should pay rent to the Trust based on a percentage of the market value of the facility as assessed by a qualified independent valuer. The lessees should also prepare an annual report to the Trust which includes a business plan, maintenance/operations plan and environmental management plan with scheduled performance targets, priorities and programme budgets.

Leases for these facilities should be structured to ensure that they are consistent with the purpose for which the area was reserved, and are supportive of the associated recreational facilities.

### **Liquor licencing**

As stated earlier, it is envisaged that the trust would apply for a liquor licence for the Hub. It will therefore be necessary to comply with the following legislation:

- Registered Clubs Act 1976;

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- Registered Clubs (Amendment ) Act 1994; and
  - Gambling Legislation Amendment (Gaming Machine Restrictions) 2000.

There are two common types of licences which allow clubs to serve liquor on their premises:

- an “on-licence (function)” under the Liquor Act 1982; and
- a “certificate of registration” under the Registered Clubs Act 1976.

The fundamental difference between these two types of licences is the scale of authorised activities. The Licencing Court commonly imposes conditions on the on-licences whereby they can only serve alcohol 26 times per year. This ensures that the facility does not become a de-facto hotel for its patrons. A certificate of registration allows for a much broader range of activities, including a means of providing gaming machines. It is understood that a certificate of registration would be sought for the facility.

The Department of Land and Water Conservation Service has indicated that the provision of licensed premises within the Hub is consistent with the reservation of land for a public purpose given the scale of the proposed activities. As this section would account for 200m<sup>2</sup> of the overall area of 3,000m<sup>2</sup>, it is considered that the role of the Hub would be to support the operation of the remainder of the reserve.

Should the trust apply for a certificate of registration and seek to provide gaming facilities, it is recommended that these facilities be provided on a limited scale. The provision of gaming facilities within the Hub would be subject to the use being consistent with or ancillary to the public purpose and may require a social impact statement (consistent with the requirements of the applicable legislation).

#### **4.5.3 Food and Beverage Operations**

As stated previously, it is anticipated that the Hub would include a bistro and café. According to the Department of Land and Water Conservation Policy, these types of facilities are an acceptable use of Crown land provided they are ancillary to and supportive of the use of the reserve. These premises may also hold an ‘on-licence’ to serve alcohol by table service. The following points are considered relevant to the operation and function of food and beverage operations:

- Each food and beverage outlet must provide a range of dining that can be considered affordable to the general public;
- The hours of operation of any outlet must be as broad as possible to allow maximum public access;
- A restaurant may only have a restaurant licence not a publicans licence to sell alcohol;

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- Only those outlets in category 1 to 3 of the policy (kiosk, café, bistro) are acceptable on the reserves and those outlets must be seen to be ancillary and supportive to the public purpose of the reserve;
  - While functions may occur within a restaurant no specific rooms or areas within the restaurant may be set aside for the sole and exclusive purpose of conducting functions; and
  - The reserve must remain the dominant attraction with visits to food outlets as an activity which supports the reserve use.

#### **4.5.4 Indicative Financial Plan**

Lucas Heights 1 will be managed to be financially self sustaining, with all monies earned from the site to be spent on this reserve with any surplus funds directed to other Crown reserves within the Shire (with the consent of the Minister). In the initial period it is expected that all revenue earned from Waste Services NSW dumping fill material on the site during remediation works will be used to construct the recreational facilities. As detailed in Section 4.2, these facilities will become operational in a phased manner and construction costs are expected to decrease over time. Following completion of the construction phase, any income from the use and operation of the facilities will be used to maintain Crown land within the Shire, including both Lucas Heights 1 and other Crown reserves.

The total costs of developing the complex is estimated at approximately \$28.2 million (1998 dollar terms). This includes the cost of the finishing works only. Waste Service NSW would meet the costs of constructing the final landform suitable for sporting and recreational development. It would also contribute work in the 10 year period estimated at \$6.2 million towards the development of the sporting and recreational complex. Waste Service NSW has also constructed two playing fields in Stage 1 at its cost.

The balance of the costs for development of the sporting and recreational complex will be met from the Sporting and Recreation Fund which contains approximately \$18 million. It is anticipated that Council would not be required to contribute its own funds to the development of the complex as the Fund would be sufficient to cover the remaining costs.

There is the potential for developers to meet some of the costs of establishing new facilities, such as the golf course. This would reduce the amount which would need to be contributed from the Fund.

It is estimated that Waste Service NSW would spend approximately \$2.5 million on the environmental management costs of Lucas Heights 1 during the time of its environmental responsibility which is likely to exceed 30 years.

The responsibility for ongoing maintenance of recreational facilities on the site would be met by Council.

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## 4.6 Appropriate use of Lucas Heights 1

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The majority of Lucas Heights 1 is currently unused. Small sections are used for electricity generation and recreational purposes. The proposed redevelopment of the site will be consistent with these existing uses. The electricity generation facility will continue to operate and will not be impacted by the recreational facilities. The existing recreational facilities will be modified and supplemented with additional facilities including landscaped open space, playing fields, amenities blocks and a club house. Council envisages that the more profitable activities, such as the golf course, driving range, and the Hub, would subsidise the operation of playing fields. It is also anticipated that excess funds would be diverted to maintaining other Crown land in the Shire.

Recreational facilities will be appropriately located on the site to ensure that environmental impacts are minimised. This includes siting the playing fields on the borrow area to reduce the potential for differential settling to impact on the quality of the playing surface. It is proposed that the golf course be located on the previous fill area as a flat land surface is less critical for this facility.

The issues identified in the Issues Report indicate that the Sutherland Shire is in need of additional recreational and sporting facilities. The proposal represents an appropriate use of Lucas Heights 1, as the Crown Land will be converted from an area which is currently of limited value to the community, to one for which there is high need. The proposed use is consistent with the current zoning provisions, 6(d) Future Recreation.

Construction of a range of recreational facilities at Lucas Heights 1 would enable the site to be reserved for the following purposes in accordance with the Crown Lands Act (see figure 2.1):

- Public Recreation;
- Community and Sporting Club Facilities; and
- Environmental Protection.

### 4.6.1 *The Hub*

The Hub will include the following features which aim to support the use and operation of the remainder of the reserve:

- a pro shop;
- bistro;
- meeting rooms;
- storage facilities;
- change rooms; and
- a licensed area.

These facilities have been incorporated into the site to complement the use of the recreational facilities and provide a focal point for social activities on the reserve. According to the Development Application (DA) Report submitted for the project in 1999, the Hub would be developed in two stages of 1,500m<sup>2</sup> as subsequent stages of the recreational facilities become operational, thereby allowing the Hub to expand with the remainder of the reserve. This would ensure that the Hub provides a level of service which is commensurate with the scale of recreational activities.

The DA indicates that the licensed area would be approximately 200m<sup>2</sup> and is therefore a small proportion of the ultimate overall area of 3,000m<sup>2</sup>. Given that the Hub contains features such as a pro shop and change rooms which will integrate it with the remainder of the reserve, and that the licensed area will represent a minor component of the facility, it is considered to be an appropriate use of the reserve.

As stated above, leases and licenses relating to the Hub will be structured to ensure that the use of these facilities are consistent with the purpose of the reservation. These facilities should support the recreational function of Lucas Heights 1, and should not conflict with these activities.

The following table indicates the types of activities which would be appropriate within the areas reserved for Public Recreation, Community and Sporting Club Facilities and Environmental Protection. Activities undertaken within these areas should be consistent with the objectives stated in Section 3.4.2.

<b>Reservation Type</b>	<b>Appropriate uses</b>
Public Recreation	This would allow for a range of compatible recreational activities which do not conflict with one another, focusing on organised sport. The facilities would also cater for passive and informal recreation activities.
Community and Sporting Club Facilities	This would allow for the operation of a community facility which supports and is ancillary to the recreational use of the remainder of the site.
Environmental Protection	This recognises the environmental significance of these areas and assists in focusing the management of these areas appropriately.

**Table 4.2: Action Table**

Management Strategies		Actions		Priority	Performance Indicator	Responsibility
<i>Recreation and Use</i>						
Design facilities to be flexible to enable a range of uses. This includes possible conversion of Fields 1 and 2 into a premier sports field.	Design brief should incorporate requirements for flexible facilities Ensure overall design includes a range of sporting facilities, both in terms of type and level of competition.	High	Facilities are able to cater for a range of pursuits, on a variety of skill levels, on a year round basis. It should provide for both summer and winter use.	Council		
Ensure that the facilities developed are of a high standard	User groups should be consulted to ascertain their requirements for a high quality venue.	High	All user groups have been consulted during the design and implementation process.	Council		
Give priority to those sports which are currently constrained by a lack of access to facilities	Discussions are held to determine those sports with the greatest need for facilities. The development of sporting facilities is prioritised.	High	Facilities for those sports currently constrained by access to facilities are provided in the early stages of the development. Facilities provided in the early stages of the development make other recreational resources available within the Shire.	Council		
All facilities (other than the golf course) to be lit.	Provide lighting for facilities such as playing fields and tennis courts to allow night use. In the case of playing fields, provide lighting to permit training/ competition use.	Medium/ Low	Training lights are installed on selected playing fields and tennis courts etc are lit to allow night use.	Council		

Management Strategies		Actions		Priority	Performance Indicator	Responsibility
<i>Natural Environment</i>						
Mitigate the potential impacts of landfill gas.	Implement the strategies listed in the EMP for the proposed works. (Section 5.1.3 of NESC EIS)	High	Gas collection system prevents release of land fill gas to the atmosphere	Waste Services NSW		
Ensure that leachate from the site is monitored, managed, and does not pollute surrounding environments.	Implement the strategies suggested in the EMP. (Section 5.1.2 of NECS EIS).	High	Leachate produced by the landfill does not pollute receiving groundwater of surface water bodies.	Waste Services NSW		
Minimise the impacts of erosion and sedimentation on surrounding waterways.	Implement erosion and sedimentation control measures listed in the EMP. (Section 5.1.1 of NECS EIS)	High	Soil erosion and sediment transportation is minimised.	Waste Services NSW		
Use appropriate fill material as defined in the EMP.	Use fill materials listed in the EMP to recontour the site. (Section 4 of the NECS EIS)	High		Waste Services NSW		
Redevelop the site with a focus on improving the existing bushland and integrating the site with surrounding bushland.	Develop a list of species which are representative of the native vegetation in the area to be used in the rehabilitation of the site. Prepare a landscape master plan to integrate the rehabilitation with the surrounding bushland.	High	Species used are representative of species in the surrounding bushland. A Landscape Master Plan is prepared.	Council		
Locate facilities appropriately, so that facilities which require a stable surface in the long term are not sited on areas likely to suffer from differential settling.	The facility design brief should take into account sites likely to experience differential settling. Minimise building construction activities on areas likely to experience differential settling	High	Facilities are sited to minimise the potential impacts of differential settling.	Council Council		

Management Strategies	Actions	Priority	Performance Indicator	Responsibility
<i>Visual and Landscape</i>				
Landscaping should integrate the site with surrounding bushland to reduce its visual prominence when viewed from external locations and provide links with the natural environment.	Implement landscape actions included in the EMP (Section 6.1.2 of NECS EIS) Landscape master plan to incorporate existing links with the surrounding bushland where they exist, and provide new links where appropriate. Incorporate passive recreation areas into the landscape design. Incorporate appropriate landscaping in the design and development of all facilities.	High	Native species are used in site remediation The site retains links with the surrounding bushland, and establishes new links where appropriate.	Council.  Council Council Contractor
<i>Park Facilities and Services</i>				
Ensure that adequate access is available to the site.	Monitor traffic during implementation of each stage of the project to determine the need for, and most appropriate form of, traffic control devices. Monitor the need for a secondary access road as subsequent stages are completed.	Medium/ High	Vehicles do not experience unreasonable delays entering or exiting the site.	Council/ RTA
Provide appropriate levels of parking for site users.	Continue to assess the adequacy of parking availability as facilities come on line. Develop contingency strategies, such as the use of shuttle buses, if the facility is to host large or significant events. Consider the use of unallocated land for overflow parking.	Medium/ High	The site contains parking facilities to adequately cater for the expected demand during typical periods of use.	Council/ RTA



Management Strategies		Actions		Priority	Performance Indicator	Responsibility
Implement an appropriate effluent management system.	Determine an appropriate effluent management system for use on the site.	High	On site treatment of effluent is achieved.		Council	
<i>Management</i>						
Implement an appropriate management model for the site.	<p>Gazette the reserve, making distinction between the different types of designations to apply to the site under the Crown Lands Act.</p> <p>Implementation of a Trust to manage the overall site.</p> <p>Determine an appropriate management structure for the Hub prior to its development during Stage 4.</p> <p>Management of the site should be in accordance with the "Means of Achievement" detailed in the Plan of Management for Sportsgrounds.</p>	High	<p>The reserve is gazetted in accordance with the Crown Lands Act.</p> <p>A Council Trust is formed to manage the site</p> <p>A decision is made on the management structure for the site.</p> <p>Recreational facilities are managed in accordance with the Plan of Management for Sportsgrounds.</p>		DLWC	
Ensure equitable access to facilities to minimise the potential for conflict between user groups.	<p>Establish a formal reference group composed of representatives of community and sporting groups to provide input to the design, development and management of the facilities.</p> <p>Allocate facilities in accordance with Council's Allocation of Sports Facilities policy</p>	High	Optimum number of sports and user groups are provided for.		Management body	
		High			Council's Allocation of Sports Facilities committee	

Management Strategies		Actions		Priority	Performance Indicator	Responsibility
Managed the site to ensure that is financially self sustaining.	Use monies from profitable activities to subsidise other activities.	Medium/ High	Profits are used to operate the site and any surplus funds are diverted to other reserves in the Shire	Council		
Ensure that, where possible, facilities for which there is the greatest demand are constructed in the earlier stages of the development.	Council liaises with community groups to determine recreational needs. Council liaises with Waste Services NSW to investigate the potential to alter the staging of the project.	High High	The staging plan is amended to fast track construction of facilities which are needed by the community.	Council / Waste Services NSW		
Maintenance and operational practices to be clearly defined and consistent with Council's current schedules and practices.	Council defines how the site is to be managed and assigns responsibilities for maintenance of facilities.	High	There are no conflicts in terms of responsibilities for operation and maintenance of facilities.	Council/ Trust		
Implement appropriate night time curfews for the site in accordance with Condition of Consent 134.	Council liaises with local communities and potential user groups to define appropriate curfews for the site.	High	Use of the site does not reduce the residential amenity of the surrounding areas.	Council		

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**Appendix A**

**Background/ Issues Report**

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**Appendix B**

**DLWC policy on 'Food and Beverage  
Outlets'**

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