

# The Nowra Showground

Crown Reserve No. D580011  
Council Reserve Nos. CNO403 & CNO405

## Plan of Management

SCC PoM No. 18  
SCC File 32149



adopted by Council December 2007  
adopted by Department of Lands October 2008



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## Preface

Shoalhaven City Council, in consultation with the community, has prepared this Plan of Management for the Nowra Showground.

The Plan of Management sets out how the Showground can be used, managed, developed and conserved, and specifies site improvements to better meet the needs of users of the area.

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Please quote File No 32149

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### LIST OF RELEVANT DATES AND AMENDMENTS

	Adopted For Exhibition	Exhibited	Adopted by Council	Adopted by Dept of Lands
Plan of Management	24 July 2007	5 September 2007 – 17 October 2007	2 November 2007	17 October 2008 ref 08/0141

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## **Section 1     *Introduction***

### **1.1 Background**

Public land provides the community with a variety of facilities and spaces, including local and regional parks, showgrounds, community halls, picnic areas, natural bushland, caravan parks and camping grounds. The system has developed since the 1850s in recognition of the basic needs of all members of our community to access open spaces for physical, emotional and spiritual development and well-being.

Some public land is State owned and is managed by the New South Wales Government (e.g., Crown land managed by Dept of Lands or National Park managed by Dept of Environment and Conservation [NPWS]). However, there are also large areas of State owned Crown land that are managed by local councils, either as reserve trust manager appointed under the Crown Lands Act 1989, or because the land has devolved to them under section 48 of the Local Government Act 1993. Another type of public land is actually owned by councils and may be managed as community land or operational land under the Local Government Act 1993.

The Nowra Showground is on public land on the western edge of the township of Nowra in the City of Shoalhaven (see Figure 1). The Showground is a mixture of Council owned community land and Crown land, for which Shoalhaven City Council is trust manager.

Nowra is the largest of the Shoalhaven's four showgrounds. It is located on high ground overlooking the Shoalhaven River with views to the Cambewarra Range in the north and west, and across the floodplain to Coolangatta Mountain in the east. The Showground has a range of significant buildings and other facilities, including several with important heritage values.

The Nowra Showground is an important public space used by many people, both Shoalhaven residents and visitors, with flow-on social and commercial benefits to the local community. This multi-functional site, a major recreational centre in Nowra, is of high social value for past and present generations and a reminder of the enterprise of volunteer labour in providing facilities for the district. It contains a number of built structures which reflect changing community needs and interests in the district.



Figure 1. Location of the Nowra Showground.

## 1.2 Purpose of this Plan

A plan of management is a document that provides a framework for how a particular resource will be managed. With such a range of facilities and uses as are present at the Nowra Showground, management is challenging. This plan has been prepared to assist the day to day management of the Showground, and to guide future use and development of facilities. It sets out how the Showground can be used, managed, developed and conserved.

The preparation of a plan of management allows for an integrated approach to the future development of the Showground which takes into account the needs of all regular user groups, as well as the wider community and tourists that visit the reserve. Through doing this it is anticipated that the needs of all user groups will be met and, subsequently, well managed.

As part of the planning process for the Showground, a review of its current condition and uses has been carried out, in an effort to determine which uses



are sustainable in the long term and to identify priority works that need to be done on specific sites which will benefit both current and potential future users.

This plan of management does not aim to freeze the Showground in time. Use of the Showground has changed often in its lifetime and should be allowed to continue to evolve in response to community needs and desires. However, the plan aims to protect the significant values of the Showground and to provide for sustainable opportunities for recreational development.

### 1.3 What We Want To Achieve In Preparing The Plan

In preparing this plan, we have, in consultation with the community:

- Identified the significant **values** of the Showground, i.e., what's important about the place.
- Established a broad **basis for management** of the Showground to protect and enhance the identified values. This describes where we want to end up and will provide the grounds for making further decisions.
- Determined appropriate, specific **management objectives** that will ensure the maintenance of recreational, social, natural, cultural and scenic values.
- Identified **issues** or problems that may detract from the Showground's values.
- Developed a comprehensive **action plan**, including a landscape master plan, to show how each objective will be put into practice.

### 1.4 Legislative and Policy Framework

The management of public land requires compliance with existing government legislation and policy. This plan has been prepared according to the provisions of both the Crown Lands Act 1989 and the Local Government Act 1993.

In addition to the requirements of these Acts, this plan of management must comply with all other relevant legislation and policy, across all three levels of government. Examples of other legislation and policy which must be taken into account include the Environmental Planning and Assessment Act 1979 and associated instruments such as the Shoalhaven Local Environment Plan 1985. A description of these, and other relevant legislation and policy, is provided in Appendix 1.

### 1.5 Related Planning Documents

A number of important planning documents have been prepared in recent years that affect the management of the Nowra Showground. They have provided essential information and direction for the development of this plan of management. They include:

- Tree Survey and Management Report, Nowra Showground. Prepared by David Potts, May 2007.

- Nowra Showground Turf Management Plan. Prepared by Land Linx, May 2007.
- Draft Memorandum of Understanding between Shoalhaven City Council and Nowra Show Society. March 2004.
- Conservation Management Plan for the Nowra Showground. Prepared by Otto Cserhalmi & Partners Pty Ltd, February 2003.
- Generic Community Land Plan of Management - Sportsgrounds. Shoalhaven City Council, July 2001.
- Generic Community Land Plan of Management – General Community Use. Shoalhaven City Council, July 2001.
- Draft Nowra Showground Business Plan. Shoalhaven City Council, December 1995.

## **1.6 Plan Review**

This plan should be reviewed at least every five years to ensure that it remains relevant and useful. The plan should also be reviewed if there are significant changes to the factors that guided the development of the “Basis for Management” (Section 3) or if significant issues arise that are not covered by the plan. The Minister administering the Crown Lands Act and Council may adopt a new plan following public exhibition and considering any comments made during that time.

## Section 2 Existing Situation

### 2.1 Land to Which This Plan Applies

This plan of management applies to Crown reserve D580011 and adjacent Council owned community land, which together make up the Nowra Showground. The Showground consists of those parcels of land described in Table 1 and labelled 1 to 7 in Figure 2. Based on the approximate land areas shown in Table 1, the overall size of the Showground is about 17 hectares. Former extensions of North Street, Junction Street, Worrigee Street and Scenic Drive have been closed and incorporated into the Crown reserve. Adjacent to the Nowra Showground are several other areas of public land as described in Table 2. These are not covered by this plan of management.



Figure 2. Public land that makes up the Nowra Showground, outlined by the dotted line. The numbers 1 to 7 refer to parcels of land as described in Table 1. The Showground reserve does not extend beyond the top of cliffs above the river. Parcels 8, 9 and 10 are separate reserves as described in Table 2.

Table 1. Parcels of land that make up the Nowra Showground. The numbers in the first column correspond with those in Figure 2.

	<b>Property Description</b>	<b>Council Reserve No</b>	<b>Crown Reserve No</b>	<b>Reserve Name</b>	<b>Land Tenure</b>	<b>Crown Land Purpose or Community Land Category</b>	<b>Current Management Arrangement</b>	<b>Approximate Land Area (hectares)</b>
1	Lot 702 DP 1024852 West St	Part CNO405	Part D580011	Nowra Showground	Crown Reserve	Public Recreation, Showground, Racecourse, Athletic Sports and Camping Gazetted 30.9.1938	Council Trust Manager21/10/1938	7.29
2	Lot 374 DP 755952 (Por 374) West St	Part CNO405	Part D580011	Nowra Showground	Crown Reserve	Public Recreation, Showground, Racecourse, Athletic Sports and Camping Gazetted 30.9.1938	Council Trust Manager21/10/1938	3.18
3	Lot None Sec 1	Part CNO405	Part D580011	Nowra Showground	Crown Reserve	Public Recreation, Showground, Racecourse, Athletic Sports and Camping Gazetted 30.9.1938	Council Trust Manager21/10/1938	2.27
4	Part of Worrigeer St closed 17.6.1960	Part CNO405	Part D580011	Nowra Showground	Crown Reserve	Public Recreation, Showground, Athletic Sports and Camping Gazetted 30.9.1960	Devolved to Council	0.35
5	Part - Lot 4 DP 758794 Sec 15 Worrigeer St	CNO403	-	Nowra Showground	Community Land	Sportsground	Council owned Purchased 1937	1.90
6	Lot F DP 397462 Worrigeer St	CNO403	-	Nowra Showground	Community Land	General Community Use	Council owned	0.11
7	Part - Lot 1 DP 758794 Sec 15 Plunkett St	CNO403	-	Nowra Showground	Community Land	Sportsground	Council owned Purchased 1934	1.91

Table 2. Details of some areas of public land adjacent to the Showground. The numbers in the first column correspond with those in Figure 2.

	Property Description	Council Reserve No	Crown Reserve No	Reserve Name	Land Tenure	Crown Land Purpose	Current Management Arrangement	Approx Land Area (ha)
8	Part - Lot 7032 DP 1002793	CNO 410	D580056	Nowra Park	Crown Reserve	Public Recreation Gazetted 17.10.1876	Council Trust Manager	4.53
9	Lot 701 DP 1024852 and others	CNO 406	R70802	Nowra Reserve	Crown Reserve	Public Recreation Gazetted 25.2.1983	Council Trust Manager	2.6 adjacent to Show-ground
9a	Part - Lot 4 DP 758794 Sec 15 Worrigeer St	CNO 406	R70802	Nowra Reserve	Crown Reserve	Public Recreation Gazetted 3.9.1982	Council Trust Manager	0.57
9b	Part - Lot 1 DP 758794 Sec 15 Plunkett St	CNO 406	R70802	Nowra Reserve	Crown Reserve	Public Recreation Gazetted 3.9.1982	Council Trust Manager	0.71
10	Lots 701 & 702 DP 1024833	CNO 413	R70804	West Street Oval	Crown Reserve	Public Recreation	Devolved to Council	5.85

## 2.2 Overall Context

Nowra is the largest town in the City of Shoalhaven. It is the main commercial and administrative centre of the city and lies immediately to the south of the Shoalhaven River, approximately 160 kilometres south of Sydney.

The Nowra Showground is on the western edge of the main town street grid, near the highest point in town. The site commands fine views over the river to the north and west and to the town and coastal land to the east.

Figure 1 shows the location of the Showground in relation to surrounding land uses. The Showground forms part of a corridor of public land that extends along the Shoalhaven River and the lower section of Nowra Creek. This open space is within walking distance of the old centre of town and forms an important passive recreation area, as well as providing for various active recreational pursuits and sports.

The Showground is bounded in the north by Nowra Park (also known as The Recreation Ground). The western end of North Street was closed and incorporated into the Showground reserve, though it is outside the Showground fence and North Street has now been constructed there. To the south the Showground is bounded by Plunkett Street, beyond which is the Wets Street Oval complex. To the east of the Showground are relatively quiet, low density, residential streets and to the west it extends to the top of the cliffs, beyond which Nowra Reserve (R70802) extends along the shore of the Shoalhaven River. Bens Walk is located in that reserve and has two entry points from the Nowra Showground.

There are three main public entry ways to the Nowra Showground which are closed to vehicles each night and opened each morning:

- Junction Street (through the Memorial Gates),
- Worrigee Street and
- Scenic Drive.

The Junction Street entry has separate pedestrian and vehicle gateways.

There are service entries which are used from time to time at Worrigee Street, Plunkett Street and North Street. There is also pedestrian access to the Showground via the tennis club area in West Street.

Council's Pedestrian Access and Mobility Plan (PAMP) proposes a shared pedestrian/cycle path route from the Princes Highway to Albatross Road passing through the Showground (see Figure 3).



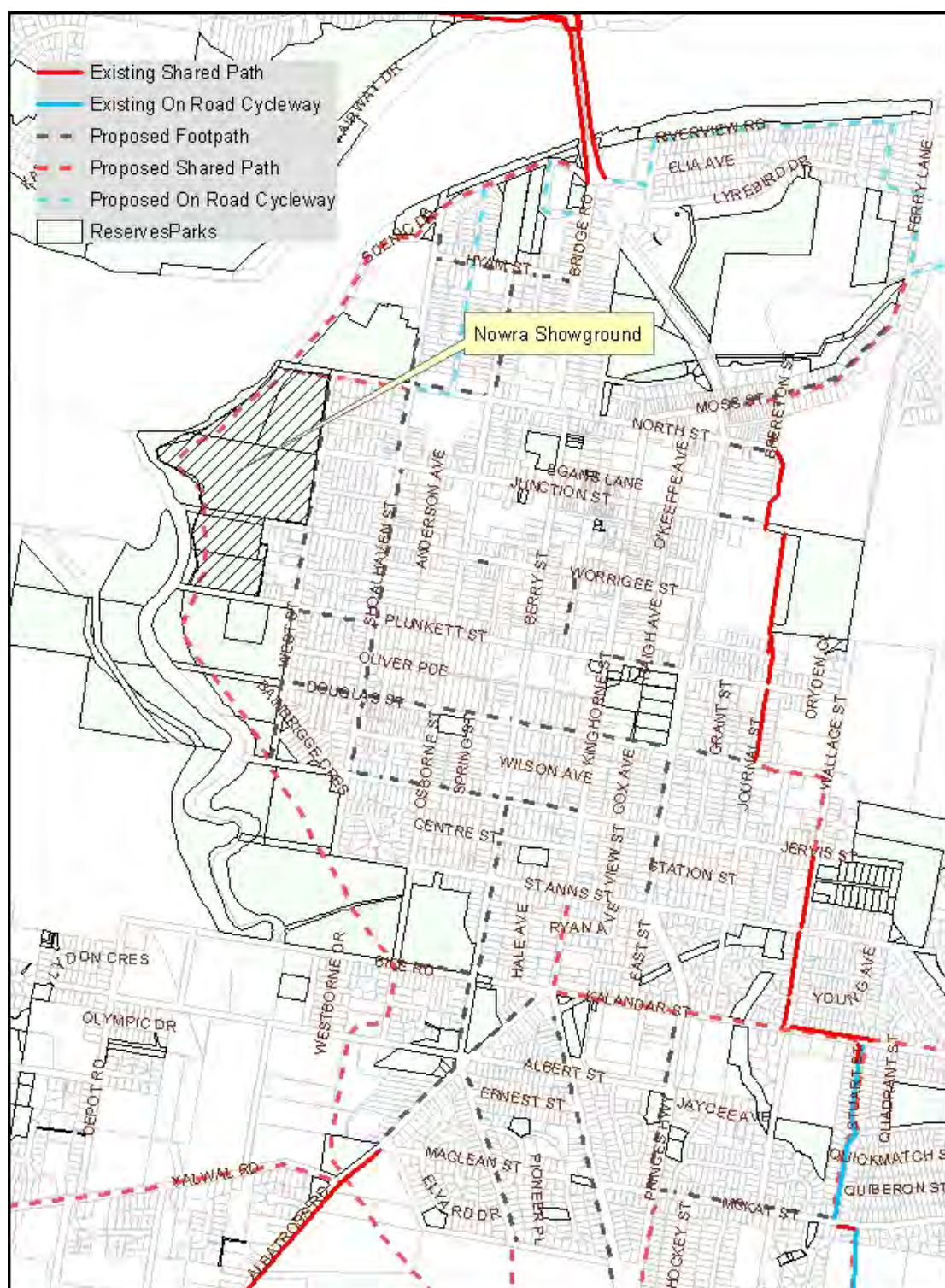


Figure 3. Pedestrian Access and Mobility Plan proposed shared path through the Showground. The position of the route on this plan is indicative only. The route would most likely utilise the Scenic Drive and Plunkett Street gates. Access would be restricted during the Nowra Show and possibly other events.

### 2.3 A Brief History of Nowra and the Showground

The Nowra Showground has been a significant area of open space for the Nowra community for more than a century. The following brief history of the development of the Showground is from the Conservation Management Plan for the Nowra Showground prepared by Otto Cserhalmi & Partners Pty Ltd, February 2003.

*'People occupying the land on the south bank [of the Shoalhaven River] at Numbaa, Terara and Greenhills suffered greatly in the flood of 1860 and although it did great damage, it had little effect on their lifestyle. However when there was another major flood in 1870, the people decided to move out.*

*The Government town of Nowra had already been established by the late 1850s and was further to the west on higher ground. The town already had some government buildings and a small community. Its population in 1871 was 243 but it leapt to 886 in the next ten years.*

*After the 1870s floods, the major churches relocated to Nowra, the commercial centre went ahead, the bridge over the Shoalhaven was opened and with no fear of floods, people were happy to live on the higher land at Nowra.'*

*'The area set aside in Nowra by the Crown for special purposes comprised all the land between the present bridge over the Shoalhaven River and the Braidwood Road (Albatross Road) totalling some 640 acres.*

*In order to improve the Public Reserve, Council decided in January 1877 to fence in an area of ten acres, which took in the area between North Street and Nowra Creek. A grant of £100 was received from the Minister for Lands enabling the clearing and fencing to be carried out.*

*This area was officially dedicated as a Recreation Reserve in 1881 but for years it remained a veritable jungle.*

*Following the official dedication of the Reserve in 1881 the Shoalhaven Agricultural and Horticultural Association applied to the [Minister for Lands] in July for approval to make the area the venue for the annual shows instead of the grounds in use at Greenhills. After great debate in the community on the subject, an area comprising 17 acres was eventually dedicated for Show Ground purposes on the 8th January 1884.'*

*'The reserve was managed by a Trust set up by the Government and after five years of negotiation an Agreement was drawn up giving the Association the right to use the ground and to erect any structures necessary for the conduct of its shows.*

*The area of land being used for recreation and show purposes at that time was approximately 7½ acres. It consisted of a piece of ground bounded by Junction Street, Worrigeer Street and West Street extending back to Spain's Creek (now Nowra Creek).*

*The twelfth annual show of the Shoalhaven Agricultural & Horticultural Society was held on the new showground and in the new exhibition building on Thursday and Friday 25th & 26th February 1886.'*

The Showground was enlarged and further developed over subsequent years. The historical chronology of the development of the Showground is set out in Table 3.



Table 3. Historical chronology of the development of Nowra Showground (modified from the Conservation Management Plan for the Nowra Showground prepared by Otto Cserhalmi & Partners Pty Ltd, February 2003).

1881	Crown land is dedicated on banks of Shoalhaven River as recreation reserve. Application is made to Nowra Council to use as official showground.
1884	Dedication of 17 acres between Junction and Worrigeer Streets for Showground and Public Recreation in January. In August more than 230 ornamental trees planted at Showground donated by Botanic Gardens, Sydney.
1886	Show moves to present site from where it was first held at Greenhills Showground on the Presbyterian Church grounds. First show held in Feb. 1886. The area of land for use is bounded by West Street, Junction Street, Worrigeer Street and Spain's Creek (Nowra Creek). Buildings of saplings, galvanised iron, sheet bark and slabs dot 7.5 acres between Junction and Worrigeer Streets. Later a 100ft by 40ft Agricultural Hall was erected near the southern end of the showground near the Worrigeer Street entrance gates.
1905	New Grandstand Pavilion opened on 16th February replacing old grandstand. At this time the main parade ring is smaller with lawn in front of the pavilion.
1907-08	McKenzie's Gates constructed.
1912	Cast iron drinking fountain erected in February in recognition of John Monaghan for his 36 years membership of the Nowra Agricultural and Horticultural Association. John Monaghan was also the first white child born south of the Shoalhaven River.
1914	Decision is made to build 120 new cattle stalls, 12 bull stalls and two new judging rings along the West Street boundary where present Croquet Club and Tennis Courts are located.
1917	A feature of the show is established which is a competition between north and south sides of the Shoalhaven River. The exhibits were shown at either end of the Pavilion. This practice ends in 1937.
1924	The Luncheon Hall is erected as a 'memento of the Jubilee Show'.
1927	About 8 acres are added on the northern side of the existing showground making the original entry in Junction Street redundant. This is still known as the "The Added Area". Both the General Public Entrance Gates and the McKenzie's Gates are no longer used as entries. Show abandoned due to drought. New Caretaker's Cottage erected north of the main pavilion.
1929	The years show is abandoned due to no access to town water after period of prolonged drought.
1931	Nowra War Memorial Gates designed by Cyril Blacket erected across Junction Street opened January 1931.
1937	Council of the Municipality of Nowra appointed as trustee. Showground oval reconstructed and levelled. McKenzie's Gates converted to toilets and stone piers removed to Worrigeer Street entrance. Ground extended across Worrigeer Street halfway to Plunkett Street. Luncheon Hall and Publican's Booth erected.
1938	Dedication of the land for Public Recreation, Showground, Racecourse, Athletic Sports and Camping. This included the original 17 acres (area 1 on Figure 2), the Added Area (area 2 on Figure 2) and the area between the Added Area and the river (area 3 on Figure 2). This third area had been part of Nowra Park and included the former North Street road reserve west of West Street which had been closed and included as part of Nowra Park in 1887.
1938	Sewerage service installed to Showground except for cottage (18 water closets, 2 Urinals, 1 Basin and 1 Shower recess). Caretaker's Cottage relocated to present site. Cyclone gate erected on cottage allotment Croquet Green and Clubhouse built – verandah added by 'Watty' Graham. Telephone connected to Showground. Altered galvanised lavatory on "Added Area" and converted into weathershed.
1939	Electricity connected to Show Ground – Officially turned on at Show on Saturday 11th February – First Night Show a great success. New lavatories completed in June. Removal of old ticket box from main entrance to back gate (Worrigeer Street) in September (together with plaque). Old fence removed and re-erected around

	Show Ground.
1940	Major works program formed, to a large extent, the basis of the Showground as we see it today. Works included upgrading of pavilion, levelling of playing field and installation of turf wicket, installation of lighting, upgrading of cattle stall and installation of cattle tie up area. The main ring was enlarged for gig trotting and the lawn in front of the main pavilion is lost. The showground was used by the 6th Light Horse Regiment, which was later known as the 6th Armament Regiment
1942	Preparations for Show abandoned (for only the second time in its history) due to focus on wartime effort. Military occupation of the grounds.
1950	The old pig pavilion, located south of the Federation Pavilion is converted to a Junior Farmer's Hall due to the decline in pig numbers.
1954	Council purchases remainder of land extending to Plunkett Street and the cattle judging ring is again repositioned to where it remains today. The bull stalls are demolished and the timber is used for conversion to a publican's booth. The committee room, bar and toilet block was built by the committee from its own funds. A Rural Youth Hall and Powder Room were built onto the Main Pavilion, together with a refreshment kiosk.
1957	Caddell Memorial Tennis Club opened on the site of old cattle area.
1956 & 1958	Shows are affected by heavy rain.
1960	Worrigeer St & Scenic Dr road reserves closed and dedicated as part of showground
1964	In the interest of public safety Council fenced in Hanging Rock Lookout in March.
1970	In the 1970s the older buildings were demolished. The publicans booth built on the old bull's stall site of 1914 is demolished and a new bar and toilet is constructed just south of Worrigeer Street. New horse stalls and yards were constructed.
1972	New Youth Hall on "Added Area" is first used for Show.
1979	Horse Trough relocated to Showground cattle area from Bridge Road Nowra.
1983	Land below top of cliffs to the river (3.24 hectares) removed from showground reserve and added to Nowra Reserve (R70802)
1985	Brick ablution and changeroom block (Warriors Rugby Club) erected south of the Main Pavilion – funded by Shoalhaven City Council, Lands Department, Nowra Show Society, Nowra Warriors and Nowra Saints R.L.F.C. at a cost of \$72,000. Fire destroys 12 horse stalls and equestrian equipment owned by Nowra Show Society.
1986	Garbage truck demolished an arch at the Nowra War Memorial Gates on 22nd February. Damage estimated at \$100,000.
1987	Old booth (Bull stalls) demolished and present bar and toilet block built on the site.
1988	Restoration and renovation of Grandstand Pavilion – Paul Bishop Architect.
1993	Nowra Show Society Committee Room at rear of pavilion officially opened. Plans drawn by Shoalhaven City Council draftsman P Jennings and Nowra Show Society contributed \$110,000 to the cost. Old Publican's Booth, which housed the committee room demolished.
1995	"Nowra (D.580011) Showground Reserve Trust" assigned as corporate name for the trust, the affairs of which are managed by Shoalhaven City Council.
1996	First Alcohol Free Show in New South Wales.
1998	The main oval was completely re-constructed between November 1998 and January 1999. This work was totally funded and project managed by Council. The new wood chopping pavilion was erected and officially opened by NSW Governor the Honourable Gordon Samuels at the Nowra Show in February 1999.

## 2.4 Landscape and Trees

The main landscape elements at Nowra Showground are

- well grassed sportsfields (Main Arena and Added Area)
- some garden beds, mainly around the Committee Room
- picnic areas with furniture and
- informal open areas.

In most areas there are substantial stands of trees (see Figures 4, 5 and 6). The Showground provides an exceptional opportunity for retaining a large number of trees, including some very large trees, in an urban setting. There are almost 400 trees at the Showground.

There are informal remnant and regrowth native vegetation, with the most common native species being Spotted Gum, Black Butt and Grey Gums.

There are some structured formal plantings, some of which are reported in the Nowra Showground Conservation Management Plan as having been supplied by the Sydney Botanic Gardens in the 1880s and 1890s, and by the Government Nursery at Gosford in the early 1900s.

Trees at the Nowra Showground are important because of:

- outstanding aesthetic quality,
- outstanding size or age,
- provision of shade,
- important contribution to the townscape,
- association with local people,
- historical associations and commemorative trees,
- having curious growth habit or unusual physical features and
- being part of an historic garden or park.

In addition to the value of individual trees, some group plantings have been identified as significant to the overall setting, such as the figs around the main show ring to the south of the Pavilion and to the east of the Added Area sportsfield. At least two of these trees were ceremonially planted during Empire Day celebrations in 1906 and 1912. There is also an anecdotal report that some were planted as memorials to soldiers who served in the First World War (letter from Shoalhaven Historical Society to Nowra Croquet Club Dec. 9, 2004).

In the horse and cattle area the introduced Coral Trees surround the Cattle Judging Ring and provide much shade and give a distinctive character to the area. Coral Trees were reportedly planted in the horse and cattle area in 1939. The coral trees at the cattle stand as being of considerable heritage significance because they are representative of a historic period of planting. Coral trees are significant to the area as typical rural plantings to shade cattle.

Their purpose would have been two-fold in this location; they are fast growing and provide good shade for cattle, and they have colourful flowers to provide a decorative backdrop in the Showground. The stand should be maintained and conserved. The significant layout of the planting rows between the cattle stands should be maintained. A large community area such as the Nowra Showground is one of the few appropriate community locations for examples of Coral Trees. The Coral Trees are an important and interesting feature of rural life for visitors to the town.

Section 4.10 of this plan deals with tree management.



Figure 4. Landscape areas and trees (from Nowra Showground Conservation Management Plan, Cserhalmi & Partners Pty Ltd, 2003)





Figure 5. The Showground provides a rare opportunity to have a large number of trees, including a number of very large trees, in an urban setting.



Figure 6. Significant plantings of trees: top left – coral trees in the horse and cattle area; top right – figs around the main arena south of the pavilion; bottom – memorial figs below the added area sportsfield.

## 2.5 Buildings and Other Structures

A detailed survey of the grounds, buildings, trees and other elements is shown in Figure 7. Buildings and other elements are included on the following list which has been adapted and expanded from the Nowra Showground Conservation Management Plan. The Conservation Management Plan contains photographic surveys of the site and detailed descriptions and histories of the subject buildings and other elements.

- Horse and Cattle Yards, Stalls and Wash Down Slabs
- Cattle Loading Ramp
- Cattle Judging Ring, Judging Box and seating
- Show Society Storage Shed
- Family Café (former Publican's Bar) and Picnic Area
- Athletics Club Storage Shed
- Commentary Box
- Main Arena with perimeter fence and seating, trotting track, turf cricket wicket and rugby league field
- Tennis Club and Courts
- Poultry Pavilion
- Changerooms/Amenities Building
- Ben's Walk Picnic Ledge and Hanging Rock Picnic Area and Lookout
- Federation Pavilion and Nowra Show Society Committee Room
- Wood Chop Arena
- Youth Club Hall
- Monaghan's Fountain
- McKenzie's Gate
- Toilet Block
- Dog Training Club
- Caretakers Cottage
- Council Storage Shed
- Croquet Club and Lawn
- Memorial Gates
- Added Area Sportsfield including concrete cricket pitch
- Disused Netball Courts

The Showground Pavilion Complex was upgraded in the 1990s and is now available for commercial and community hiring. The Pavilion consists of a main hall with stackable seating for approximately 100 people. It is air conditioned and carpeted. There is a mezzanine level which overlooks the main hall. There is a kiosk/kitchen and a separate office with phone accessible from the main hall. Two meeting rooms are attached which will accommodate 10-12 people seated at tables. The adjacent Committee Room is also air conditioned and carpeted with stackable seating for 70, 10 tables and its own kitchen. The Pavilion Complex is situated overlooking the main oval to the east and the Shoalhaven River with views to the mountains to the west. Car parking for over 200 vehicles is available with access from both Junction Street and Worrigee Street. Public toilets are incorporated in the complex and additional amenities are nearby.

To better achieve equity and improve mainstream access to and within the main facilities at the Showground, access audits were carried out in 2001.



Figure 7. Layout of the Nowra Showground, August 2006.



## 2.6 Who Manages the Showground?

The Nowra Showground consists of both Council owned community land and dedicated Crown land, with Shoalhaven City Council appointed by the NSW Government as manager of the Nowra (D.580011) Showground Reserve Trust.

Council is responsible for routine maintenance, taking bookings and collection of fees for use of the Showground. Council manages the facility for the benefit of the whole community. Through the development and implementation of this Plan of Management, Council is working with primary user groups towards a shared vision for Nowra Showground in a manner which preserves its heritage character, meets current and anticipated community needs and maintains its status as one of the best showground facilities.

In particular, the Nowra Show Society is an important consultative body used by Council in its role as trustee. There is close consultation between Council and the Show Society in confirming such matters as the exact placement of facilities and improvements on site.

Like many other Council facilities (including the other three showgrounds in the Shoalhaven), day to day management of the Youth Club Hall at the Nowra Showground is carried out by a management committee, the Nowra Communal Hall Management Committee, with authority delegated by Council under section 377 of the Local Government Act 1993. The Nowra Communal Hall Management Committee is responsible for routine maintenance, taking bookings and collection of fees for use of the hall. The committee is an extension of Council rather than a separate entity. The facilities and funds handled by the committee belong to the community through Council. The committee is, in effect, Council when acting within the terms of its delegated authority and is therefore obliged to operate in accordance with the rules and regulations which govern Council's activities.

This form of management is cost effective for Council, but perhaps more importantly, it allows for the facilities to be managed to their full potential and gives the local community opportunities for developing skills, local ownership and pride in achievement. Council greatly values the voluntary efforts of the community-minded citizens who contribute their time and energy in managing the facilities.

## 2.7 Funding

Funding for Showground maintenance and improvements comes from a variety of sources. Playing field and general maintenance come from Council's annual maintenance budget for parks.

Some of the expenses incurred by Council are recouped by charging some users for certain uses of the facilities. Fees and charges applicable to the facilities are set each year in Council's Management Plan.

Minor improvements and major capital works items are often funded in partnership with user groups (especially the Nowra Show Society), Council and other levels of government.

The NSW Government's Showgrounds Assistance Scheme is a program designed to fund the balance of the costs of projects beyond the extent of funds available locally. It requires local contribution whether monetary and or in kind. The Showgrounds Standing Committee, comprising representatives of the Department of Lands and the Agricultural Societies Council of NSW is responsible for reviewing applications for financial assistance and making recommendations to the Minister for Lands on the proposed allocation of funds for showground improvements. Grant and loan funds are available through the program.

## **2.8 Uses of the Showground**

### **Community Use**

The Nowra Showground is a substantial multipurpose community facility used by many people, both Shoalhaven residents and visitors. The Nowra Showground is well recognised as a focal point for community interaction, relaxation and celebration.

The Showground provides for organised community activities such as the annual Nowra Show and Australia Day celebrations, organised sporting activities such as rugby league and cricket, regular use by variety of community groups and occasional use for festivals, concerts, and group camping.

The grounds are also enjoyed for casual use and provide active and passive recreation opportunities such as:

- walking and other exercise
- overnight camping by individuals
- picnicking eg at Hanging Rock
- walking of dogs
- sitting and relaxing.

As well as being diverse in their nature, the uses of the Showground vary in intensity. There are regular frequent users throughout the year, there are seasonal users and there are irregular casual users. Some users are present every day while others are weekly, monthly or annual activities.

There are a number of pre-emptive existing uses of Showground facilities that always need to be taken into consideration when new bookings are taken. For example:

- The annual Nowra Show utilises all facilities on the Friday and Saturday of the second weekend in February each year and groups that use facilities at other times (such as the gymnastics club) need to ensure that the facilities are vacated and available for the show.
- Nowra Show Society meets regularly in the Nowra Show Society Committee Room and uses other Showground venues occasionally for functions.
- Other than at show time, the SCYC Nowra Gymnastics Club occupies the Community Youth Hall.
- The main field is the home ground of the Nowra Warriors Rugby League Football Club and the Nowra Cricket Club.
- Some groups have regular bookings of certain facilities, such as the poultry club, pigeon racers and historic vehicle club.
- Shoalhaven Dog Training Club uses its building and the Added Area sportsfield on Monday and Wednesday nights and hold dog shows a number of times each year.
- The Nowra Croquet Club uses the croquet lawn and clubhouse most days.

Horse yards are used to accommodate animals competing in or being shown at the Nowra Show. The stock yard area and enclosures are identified as the preferred location for the transfer of stock in flood and other emergency situations and has been used for that purpose from time to time.

Other groups, such as the Wollongong Conservatorium of Music and Shoalhaven Athletics Club have used the facilities on a regular basis in the past, but have since moved on to other facilities.

A summary of annual bookings for a number of years is shown in Figure 8. Table 4 shows details of tenure of some of the regular users and hirers of Showground facilities. The list is not comprehensive, given that user groups change from time to time.

Future lease or licence arrangements for new and existing occupiers of Showground facilities should be determined based on the outcomes of Council's rental policy working party. From time to time, changes to existing uses may need to be negotiated to accommodate a proposed new use.

In addition to the regular uses, the Showground is used in a sporadic but organised way for such things as:

- group camping by motorhome/caravan clubs,
- concerts,
- festivals.

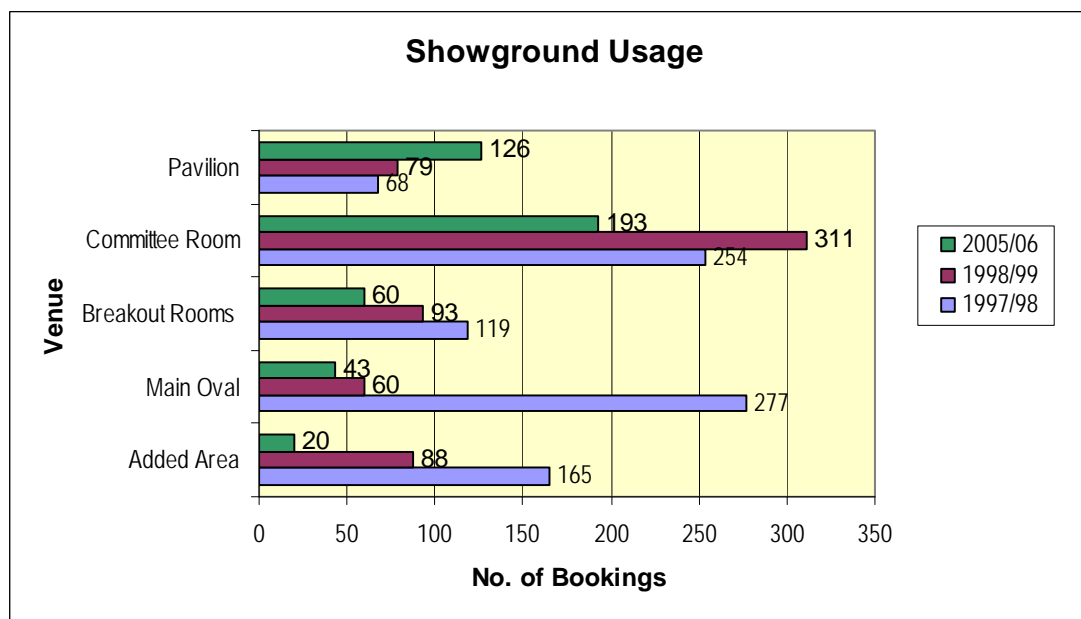


Figure 8. Usage of main Showground facilities. It is not clear whether the differences between 2005/06 and the other two years represent a real decline in usage or whether it is due to differences in the way the data were collated.

Table 4. Tenure of some of the regular users of Nowra Showground facilities.

Regular User Group	Facilities Used	Tenure	Annual Fees	Other Contributions
Aboriginal Vascular Health	Pavilion	Casual	According to Fees and Charges	
Central Homing Society	Poultry Pavilion	Casual	\$100 + GST. Permanent Debtors send annual invoice. Chart 22147 T1 15125 T2 15780	
Nowra Athletics Club	Storage shed near Worrige Street	Nil	Nil	
Nowra Cricket Club	Main Arena, Added Area, Amenities Building (store room), Shed behind Caretakers Cottage	Nominated home ground – seasonal bookings	Nil	Maintain turf wicket
Nowra Croquet Club	Croquet Lawn and Clubhouse	1992 - Unsigned lease agreement 21 years then month to month	\$465 + GST Permanent Debtors send annual invoice. Chart 22150 T1 10460 T2 22605	Council maintains clubhouse and major works such as irrigation Croquet Club routine maintenance of the lawn
Nowra Poultry Club	Poultry Pavilion	1991 – two year licence 1993 – two year licence 2002 - Temporary Licence (one year - now expired)	\$100 plus GST. Permanent Debtors send annual invoice. Chart 22150 T1 10460 T2 22605	Cages
Nowra Show Society	All of Showground	1886 - Agreement with original trustees 1939 – Draft agreement with Council 2004 Draft MOU with Council	Nil (by agreement) but fees have been paid at various times	Significant capital contributions to Showground infrastructure. Most expenses associated with Nowra Show. Maintenance of most show related facilities.
Nowra Warriors Rugby League Football Club	Main Arena and Grandstand Pavilion Kitchen Amenities Building	Nominated home ground – seasonal bookings	Nil	Fee for floodlight use 2005/06 \$1670 incl GST. Chart 22150 T1 10460 T2 13180

Shoalhaven Auskick	Added Area Sportsfield	Nominated home ground – seasonal bookings	Nil	
Shoalhaven Citizens Youth Club Nowra Gymnastics Club	Community Youth Hall	Management Committee		
Shoalhaven District Tennis Association	Tennis Courts and Clubhouse	Lease	\$1700 per court (= \$10,200 + GST) to sinking fund Permanent Debtors send annual invoice. Chart 22147 T1 28867 T2 15780	
Shoalhaven Dog Training Club	Dog Clubhouse Added Area Sportsfield	Nil	Nil	Fee for floodlight use 2005/06 \$124.41 incl GST. Chart 22150 T1 10460 T2 99999
Shoalhaven Historic Vehicle Club	Committee Room Store room Grounds	1993 - 12 month licence agreement (expired) then month to month	\$260 + GST Permanent Debtors send annual invoice. Chart 22147 T1 15125 T2 15780	
Shoalhaven Rodeo Association	Added Area Sportsfield	Casual - annual booking	According to Fees and Charges	
Shoalhaven Twilight Cricket Association	Added Area Sportsfield	Seasonal bookings	Nil	
Tae Kwon Do	Pavilion Youth Club Hall	Casual	According to Fees and Charges	

### Commercial and Corporate Use

Showground facilities are used from time to time for a number of commercial activities. These include auctions, expos, advertising, etc. The facilities (particularly the Pavilion and Committee Room) are used frequently by Council and other government agencies for meetings, training activities, etc.

Council's policy on use and hire of community facilities for commercial activities applies to all Council managed/owned building and reserves. The policy provides that, prior to approval there be adequate consultation with other users of the community facility and potential businesses that may be affected by the proposed commercial activity. Proposals will not be supported for a commercial activity that may conflict with the normal function of the community facility or if the proposal contravenes the Local Environment Plan. Commercial fees, in accordance with Council's adopted Management Plan's Fees & Charges, shall apply for each day the community facility is required for setting up and dismantling of structures. Appropriate insurance and a bond are required to protect the community facility from damage or necessary clean up following commercial use.

Advertising signs at the Showground must comply with Council's Signage Strategy (Development Control Plan No 82). Advertising signs on fences on public land are exempt from requiring development consent if they meet certain criteria, including the following:

- facing inwards towards playing field and not visible beyond the site
- content does not relate to alcoholic beverages, tobacco products, etc.

Any proposed longer term uses (longer than one year) commercial use of part of the Showground for would require a lease or licence with approval of the Minister administering the Crown Lands Act. The NSW Government's current Policy on Food and Beverage Outlets on Crown Reserves (Appendix 1) sets out some types of such outlets that might be suitable for establishment on reserves. The Department of Lands has also provided information for trust managers in respect of commercial lease or licence arrangements in Crown reserves, which is reproduced in Appendix 1. In accordance with these guidelines the overall objectives of a Crown reserve trust when negotiating commercial lease/licence arrangements should be to:

- Obtain the best value for money through a fair and impartial process (generally a competitive process such as a call for expressions of interest)
- Minimise the level of risk for the trust
- Minimise the opportunity for corrupt conduct
- Obtain the best environmental, social and economic outcome for the public

## 2.9 Booking System

Facilities at the Nowra Showground are used on a regular and casual basis by community, sporting, government and commercial organisations and individuals. This requires an effective booking system and requires that regular users of the Showground provide dates of their activities well in advance.

Council has a bookings officer who answers enquiries and takes bookings for Showground facilities. A booking form and standard “Terms and Conditions of Hire” are provided to applicants. A bond is required for all events and evidence of insurance is required if the proposed hire would not be covered by Council’s Casual Hirers Policy. Bonds are not refunded until the booking officer has inspected the facility after use. Any cost incurred by Council, eg, for cleaning, repairs or replacement of items damaged by the hirer is deducted from the bond.

The following criteria are used when managing bookings:

- Council want to ensure that the community has maximum access to facilities.
- All legitimate users of facilities have a right of access – subject to prior bookings, unacceptable damage, legality of use, public convenience and payment of relevant fees.
- Community centres/halls are designed to be versatile and adaptable for general purpose use and enjoyment by all sections of the community. The use of buildings and facilities should extend beyond the provision of social and recreational services for the active aged.
- The general public may not be excluded from any ‘public open space’ sporting areas except during events which have been approved by the Council or if the activity is incompatible for the approved land use.

In deciding whether or not to take a booking for a proposed use of the Showground, Council’s booking officer needs to consider the following matters:

- whether it is a proposal for casual use (a ‘one off’) or regular use
- whether the facility is available at the proposed time or whether it has been booked for another use
- whether it is compatible with uses that may be booked for other parts of the Showground at the same time
- capacity of grounds or buildings to take the proposed use impacts wear and tear.

If necessary the booking officer can refer an application for use of Showground facilities to the elected Council for guidance and it can also be



discussed with other user groups and Council staff. Major new uses of the Showground may require development consent from Council.

## 2.10 Fees and Charges

Fees and charges for use of Showground facilities are set by a resolution of Council. At the time this plan was written, the fees and charges were as shown in Appendix 2. The fees are based on partial cost recovery for the facility – they do not cover the full cost of operating the Showground. Council subsidises the operation for the benefit of the community as a whole, particularly keeping usage patterns and low income users in mind.

Council's "Public Reserves - Waiving of Fees for Not-For-Profit Organisations Policy" (POL05/34) allows fees for use of public reserves to be waived by the Director, City Services and Operations where the organisation making the request is a bona fide charitable or not-for-profit organisation and the proposed use of the reserve is consistent with the main purpose of the organisation. The proposed use must be a non-commercial community-based celebration. Commercial activities where all or part of the proceeds are to be on-donated to another charity shall not be supported. Non-conforming requests for fee waivers are referred to Council.

In addition, the "Council Facilities - Rental or Fee Support - Non-Profit Organisations" (POL06/69) provides for rental or fee support for certain non-profit organisations (limited to \$1,000 per organisation per calendar year) utilising Council facilities for community events/activities at the discretion of the General Manager (Director City Services and Operations Group) having regard to the following criteria.

- a) Council's Donations Policy
- b) Type of organisation (non-profit, charity, etc)
- c) Type of event/activity
- d) The degree of benefit to the local community
- e) Extent to which the event/activity is opened to the general community
- f) The duration and location of the event/activity
- g) The extent of any provisions or other Council assistance granted for the organisation
- h) Whether the event/activity can be self-funded either now or in future
- i) Whether the event/activity is organised for the support of any bona fide charity.

Incorporated sporting groups in the Shoalhaven for the following sports are not subject to fees for use of grounds - soccer, cricket, rugby league, rugby union, touch football, netball, softball, hockey, AFL, athletics. Council's "Sportsgrounds User Group Responsibilities Policy" (POL04/81) provides that sportsground fees shall not be charged for Shoalhaven based competition matches or training. However, user groups shall pay full costs associated with the lighting of sportsgrounds for the duration of their allocated use and shall meet the cost of line marking (including the line marker/materials) and the preparation of goal posts, cricket pitches, etc. User groups are also

responsible for cleaning amenity facilities (i.e. change rooms & canteen) after each use and where a sportsground has a clubroom, the user group(s) is responsible for the cost associated with the maintenance of interior of the building (i.e. cleaning, maintenance, utility accounts, general building improvements).

## **Section 3      *Basis for Management***

The “Basis for Management” is what underpins the way the Showground is managed. The basis for management describes stakeholders’ fundamental expectations and provides directions for making decisions. Stakeholders include resident and visiting community members, community organisations, Council and Government agencies. The basis for management is therefore derived from

- community values and
- legislative and policy requirements

These are described below and include management objectives that aim to protect and enhance the Showground’s values.

### **3.1 Values – What’s Important about the Place**

The Nowra Showground is a showpiece of the Shoalhaven region, a public open space for formal and informal use. The buildings and open areas continue to be used for community purposes and private functions, as intended when first established. It is clear that the Showground is valued greatly by the community.

The importance of the Showground lies in three main areas:

#### **1. It is a place with significant history:**

- Long term associations eg,
  - Nowra Show 1880s
  - Nowra Cricket Club 1930s
  - Shoalhaven Historical Vehicle Club 1960s
- Federation Pavilion 1905
- McKenzie’s Gate 1907
- 230 ornamental trees donated by Royal Botanic Gardens in 1884
- Some Remnants of Original Vegetation

#### **2. It is a beautiful place:**

- Views to Shoalhaven River, Cambewarra Range, Coolangatta Mountain
- Many Mature Trees
- Architecture
- Rural Character in Town

#### **3. It is a place that is heavily used:**

- community meeting/gathering place
- many user groups

- major events; big crowds, eg, Nowra Show, Australia Day, Olympic Torch Relay Celebration
- sports grounds used by rugby league, cricket and others
- buildings used by community groups, government and business, eg, show society, gymnastics club, dog training club, croquet club, tennis club, poultry club
- passive open space, walking, exercise, relaxing, picnic areas, lookout
- horse and cattle area
- camping and caravans
- emergency evacuation area.

The following statement of significance for the Nowra Showground is from the Nowra Showground Conservation Management Plan 2003.

*Aspects of the significance of Nowra Showground are:*

*As a focus for agricultural, sporting and community gatherings since 1886, it is of high social significance.*

*The showground is held in high esteem by the district community as a venue for the annual show since 1886, and sporting and social events. The War Memorial entry gates are of special significance as a tangible reminder of Australia's participation in various international war arenas, especially World War One.*

*It is associated with early pioneers of the Nowra area including members of the Shoalhaven Agricultural & Horticultural Association, especially James Monaghan, the first secretary of this association in 1874.*

*As a showground complex the aesthetic qualities of built structures such as the Federation Pavilion, the Federation Gothic War Memorial Gates, the rustic qualities of the Horse and Cattle Area, the splendid stands of mature trees and the spectacular setting by the Shoalhaven River and views from Hanging Rock Lookout combine to give it landmark qualities.*

*The showground with its pavilion overlooking the oval and the adjoining Horse and Cattle area is a fine example of a design of a regional showground. The level of intactness of the pavilion and the war memorial gates display examples of architectural design characteristics of the time.*

When preparing the Conservation Management Plan for Nowra Showground, Otto Cserhalmi and Partners compared Nowra with a sample of eight showgrounds in the Hunter Valley (Survey of Rural New South Wales Showgrounds - Hunter Valley, carried out by Jennifer McMonnies for the National Trust in 1996). It was noted that there are two distinct qualities which distinguish Nowra Showground from the others of the study group. The first is the spectacular setting by the edge of the Shoalhaven River, which would quite possibly be unsurpassed by any other grounds in NSW. A second quality is the high retention of large stands of mature trees which give the site a high aesthetic quality.

### **3.2 Principles of Crown Land Management & Purpose of Reservation**

Parts of the area covered by this plan are dedicated under the Crown Lands Act 1989 which requires that the Showground must be managed for the benefit of the people of New South Wales according to the following principles:

- a) that environmental protection principles be observed in relation to the management and administration of Crown land,
- b) that the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible,
- c) that public use and enjoyment of appropriate Crown land be encouraged,
- d) that, where appropriate, multiple use of Crown land be encouraged,
- e) that, where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity, and
- f) that Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State consistent with the above principles.

The purposes for which the land is dedicated are Public Recreation, Showground, Racecourse, Athletic Sports and Camping. This must be a primary consideration that guides future management (see Appendix 1).

### **3.3 Local Government Act Classification and Core Objectives for Community Land**

Other parts of the area covered by this plan are Council owned community land categorised as sportsground and general community use (see Section 2.1).

Section 36F of the Local Government Act 1993 specifies the following core objectives for management of land categorised as sportsground:

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

The core objectives for management of community land categorised as general community use (section 36I) are to promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public:

- (a) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and
- (b) in relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

### 3.4 Permissible & Prohibited Uses

If a proposal is consistent with all of the above and with this Plan of Management, then there are two principal processes that determine what can and cannot be approved in the reserve:

- some uses of the reserve require specific approval from Council in the form of development consent under the Environmental Planning and Assessment (EP&A) Act 1979,
- some uses of the reserve require a lease, licence or temporary licence under the Crown Lands Act 1989 or the Local Government Act 1993.

#### 3.4.1 EP&A Act

Under the EP&A Act, the permissible uses are primarily determined by the land use zoning specified in Council's Local Environmental Plan. Most of the Nowra Showground reserve is zoned 6 (a) (Open Space – Recreation) under the Shoalhaven Local Environmental Plan 1985, except a small area that is zoned 2 (a1) (Residential) (see Figure 9).



Figure 9. Land use zoning from Shoalhaven Local Environmental Plan 1985. The Showground is zoned 6 (a) except for the area outlined by dotted white line and crosshatched, which is 2(a1).

The following clauses from the current Local Environmental Plan set out the objectives of the zone and what types of development could be considered for the reserve.

*Zone No. 6 (a) (Open Space – Recreation “A” (Existing) Zone)*

1. Objectives of zone

The objectives are to identify land where existing recreation facilities for the general use of the community are provided.

2. Without development consent

Nil.

3. Only with development consent

Agriculture; buildings for the purposes of landscaping, gardening or bush fire hazard reduction; caravan parks; community facilities; drainage; drill grounds; forestry; racecourses; roads; showgrounds; sports grounds; uses or buildings associated with those purposes which are under the care, control and management of the council; utility installations (other than gas holders or generating works).

4. Prohibited

Any purpose other than a purpose for which development may be carried out only with development consent.

Notwithstanding the above provisions, under section 54C of the Local Environmental Plan, development consent is not required for:

- (a) the erection or installation of bins, bus shelters, fencing, lighting (excluding of sportsgrounds), minor shelters, park and street furniture, seats or viewing platforms (not exceeding 25m<sup>2</sup> in area); or
- (b) the erection in public parks, recreation areas and reserves of barbeques, buildings or structures for the purpose of bridges, boardwalks or staircases, picnic tables or playground equipment; or
- (c) the erection or installation of goal posts, sight screens and similar ancillary sporting structures on sporting or playing facilities (excluding grandstands, dressing sheds and the like); or
- (d) the construction of pedestrian paths and cycleways; or
- (e) the erection or installation of signs (including name, directional, interpretive and regulatory warning signs in parks, foreshores and natural areas),

by or on behalf of the Council.

Further, under Clause 39C, Council can approve temporary uses, such as weddings:

39C Temporary use of land

- 1) Notwithstanding any other provision of this plan, the Council may grant consent to the temporary use of any land for any purpose (not being designated development or development prohibited by the provisions of any other environmental planning instrument applying to the land) for a maximum period of 28 days (whether or not the days are consecutive) in any one year.
- 2) In determining whether to grant consent as referred to in subclause (1), the Council shall take into consideration:
  - a) the protection of the environment and the amenity of the locality during and immediately after the carrying out of the proposed use;
  - b) whether appropriate arrangements will be made for the provision of utility services, vehicular and pedestrian access, parking and restoration of the site to the condition prevailing immediately before the carrying out of the proposed use; and
  - c) whether the period for the carrying out of the proposed use is reasonable in the circumstances or whether a lesser period would be more appropriate.

Any development application made for structures or activities on the Showground also needs to take into account the following two matters:

- Part of the Showground (100 metres from the river foreshore), is in an area defined as being a “sensitive coastal location” and the entire Nowra Showground complex is mapped as “coastal zone”. In this case the provisions of State Environmental Planning Policy No:71 (SEPP 71) apply to the site.
- The land is also mapped as “bushfire prone” and therefore the “Planning for Bushfire Protection Guidelines” apply to the site.

As stated above, the majority of the Nowra Showground is zoned 6 (a) (Open Space – Recreation “A” (Existing) Zone), which is appropriate. However, Lot F DP 397462 is zoned 2 (a1) (Residential “A1” Zone) (see Figure 9). The parcel is “land-locked” with no frontage to a road, and a parts of a Show Society shed and cattle yards are built on it.

### 3.4.2 *Temporary Licences*

Temporary licences for specific, short term uses may be granted under section 108 of the Crown Lands Act 1989 and clause 31 of the Crown Lands Regulation 2006, or under section 46 of the Local Government Act 1993 and clause 116 of the Local Government (General) Regulation 2005.

Set out below are those purposes for which Council will consider applications for the granting of a temporary licence at the Nowra Showground. Any application will be considered in terms of its impacts on the reserve and on other recreational uses of the reserve and, if approved, will require rehabilitation of the reserve at the conclusion of the activity. Unless it is revoked sooner or is granted for a shorter period, a temporary licence ceases to have effect one year after it is granted.

Purposes for which granting of a temporary licence may be considered for the Nowra Showground, provided they do not involve the erection of any building or structure of a permanent nature:

- |  |  |
|--|--|
| • Advertising                                | • Holiday accommodation                          |
| • Camping using a tent, caravan or otherwise | • Markets  |
| • Catering                                   | • Meetings                                       |
| • Emergency occupation                       | • Sales  |
| • Entertainments                             | • Shows  |
| • Equestrian events                          | • Sporting and organised recreational activities |
| • Exhibitions                                | • Stabling of horses                             |
| • Filming                                    | • Storage  |
| • Functions                                  | • Grazing  |
| • Hiring of equipment                        |  |

Other activities would require a longer term licence or a lease.



### **3.5 Management Objectives**

The following management objectives aim to protect the identified values of the reserve and comply with legislative and policy requirements.

1. To provide for a range of community activities and ancillary uses of the Showground and to balance potentially competing uses.
2. To provide for appropriate expansion and/or redevelopment of the Showground and to allow for appropriate new uses.
3. To protect and enhance the visual character of the reserve.
4. To protect and interpret the cultural heritage values.
5. To minimise physical and health risks to users of the reserve.

## **Section 4      *Management Issues and Actions***

A number of issues that impact on the values of the Showground were identified during the preparation of this plan.

Showground-wide issues included:

### **Regular users**

- tenure (lease, licence, none)
- insurances
- fees – equity between groups
- Encourage more casual use of buildings

### **Trees**

- safety - maintenance
- what do we do when they die? - succession planting

### **Vehicles**

- Consider naming internal roads
- speeding/pedestrian safety
- off road – damage to grounds
- entryways
- road surfaces

### **Ground Surfaces**

- erosion
- dust
- turf
- water
- maintenance

### **Showground visual integrity**

- consistency in design and treatment of buildings, signs, gateways, etc
- sightlines in and out

The main issues that need to be dealt with in order to achieve the objectives set out in the Basis for Management section of this plan (Section 3) are listed on the precinct plans on pages 68 to 82. The precinct plans then set out the design principles and actions which describe ways in which the Nowra Showground can be developed and managed in the future. A number of the issues are discussed in greater detail in the following subsections.

Improvement of the Showground could take place progressively over a number of years, as resources become available or as circumstances demand. Actions will need to compete with projects across the City for funding under reserve management budgets or for inclusion in Council's capital works program, or be funded through external grants, sponsorships or user contributions.

#### 4.1 The Nowra Show & the Show Society

One of the purposes for which the Crown land at Nowra Showground is dedicated is “Showground” (see Section 2.1 of this plan). The annual Nowra Show is therefore a primary consideration in planning for the place.

The Nowra Show is held on the second Friday and Saturday of February and has been at the current Showground since 1886. It is one of the largest agricultural and community expositions in New South Wales and is Nowra's biggest cultural event for the year.

The Nowra Show Society Inc is responsible for putting on the annual Nowra Show, including the competitions, exhibitions and entertainment. The Nowra Show Society does a fine job in showcasing the living agricultural, horticultural and industrial heritage of the Nowra area. The objects of the Society are:

*“To promote the development of Agricultural, Horticultural and Industrial resources of Nowra and the surrounding districts by holding exhibitions for the display of livestock, Horticultural and Agricultural produce of all kinds, together with other such objects of manufacture product or the arts as may be determined and to provide entertainment for its patrons.”*

In addition to the Nowra Show, the Society stages other events at the Showground from time to time, such as the Junior Dairy Cattle Judging. In planning for its activities throughout the year, the Society also frequently uses facilities at the Showground such as the Show Society's Committee Room and Pavilion, and the Show Secretary's Office.

The Nowra Show Society incurs many expenses in putting on the Nowra Show, which are reduced to a large extent by the voluntary activities of its many members. Expenses are further offset with income from various sources including the following: commercial site charges (sideshows, corporate displays, etc), camping fees, admission charges, competition entry fees, car parking fees and sponsorships.

The Nowra Show Society, often in association with Council, the NSW Government or other community organisations, has been responsible for putting in place many of the buildings and infrastructure at the Showground and contributes to their maintenance. All of the profits made by the Society are allocated to improve facilities at the Showground.

In managing the Showground as a multipurpose facility, Council has primary responsibility for maintenance of the grounds and many of the buildings there. Nevertheless, members of the Show Society contribute greatly to maintenance through working bees and replacement of infrastructure.

To help offset the cost of maintaining the Showground Council hires out facilities to the general community. The Society has congratulated Council on their pro-active marketing of the Showground and considers that this will

benefit all users of the reserve in the long term through the generation of greater income, allowing the return of profits to the facility.

The Nowra Show Society and Council have worked together over many years to ensure the continuation of the Nowra Show as a significant social, cultural and economic event in the town of Nowra. Each party recognises the need for a close level of co-operation between them to ensure the smooth running of the Show and the improvement of showground facilities into the future.

Council contributes to the running of the Show in the following ways, amongst others:

1. Scheduling normal showground maintenance and groundwork to coincide with show preparations, ensuring the showground is presented at its best for show time. Examples include:
  - Maintenance of grass, gardens, trees and grounds;
  - Grading of roads and trotting track;
  - Ensuring all permanent electrical, lighting, water and communications provisions are operational at show time.
2. Providing services to the Show Society on a fee-paying basis for works that are specific to staging the Show. Examples include:
  - Cleaning toilets before, during and after the Show;
  - Provision of garbage bins;
  - Emptying of garbage bins;
  - Provision of power and lighting specific to the needs of casual site space hirers, the Showmen's Guild and campers at the Show.
3. Providing voluntary contribution through the loan of equipment, labour and advice to the Show Society. Examples include:
  - Loan of tables, chairs, cutlery and crockery;
  - Loan of marquees;
  - Loan of equipment such as fax machine, ladders, trolleys;
  - Loan of road closure signage, witches hats and other safety related equipment.
4. Providing services in its role as Council through inspections of food vendors, carnival rides and occupational health and safety aspects of the Show. Examples include:
  - Inspection of food vending operators and issuing of certificates (cost borne by operators);
  - Inspection of current Workcover Certificates for rides (cost borne by operators);
  - Electrical safety inspections during show time.

5. Support of the Show as an exhibitor in the Trade Display Section, as a sponsor of various events and as a contributor to Show entertainment. Examples include:

- Sponsor of “Shoalhaven Youth Central Talent Stage”;
- Holiday Haven sponsorship of wood chopping events;
- Shoalhaven City Council display on Added Area;
- Performances by Shoalhaven Water’s “Tap Star” mascot.

The Show Society and Council (in both its roles as Trustee of the Reserve and as Local Government) have held several discussions with a view to clarifying and setting out on paper the complex relationship between the organisations.

Some of the subject matter of those discussions is described in the following paragraphs.

The Nowra Showground Reserve was dedicated for Public Recreation and Showground purposes in January 1884. Trustees were appointed by the NSW Government as the “Nowra Showground Trust” under the provisions of the Public Trusts Act (now revoked) to manage this portion of land (the original 17 acres between Worrigea and Junction Streets).

In 1886, the Trustees of the reserve entered into an Agreement with the then Shoalhaven Agricultural and Horticultural Association, which approved of the Association:

*“...having the right to erect such buildings and yards, etc, as they may deem necessary with the control and management thereof, and power to make charges for admission to the enclosure upon which they are erected during the time their exhibitions are being held, provided that the said ground and premises are used only in accordance with the tenor and meaning of the terms of dedication in the said grant mentioned and that at all times the ground shall be open for public uses when the above Association are not holding their exhibition.”*

In May 1902, the Department of Lands published in the NSW Government Gazette Regulations for the Management of the Recreation and Show Ground at Nowra. Regulation 6 thereof stated:

*“The Shoalhaven Agricultural and Horticultural Association shall have the use of the ground and buildings free of charge for show purposes, in terms of agreement of 1886.”*

In 1937, Council was appointed as Trustee for the Crown land at the Showground and in 1938 the Crown land was rededicated for the purposes of “Public Recreation, Showground, Racecourse, Athletic Sports and Camping” (as described in Section 2.1 of this plan). However, prior to its formal appointment as Trustee in 1937, Council

had made its intention clear by writing the following to the then State member:

*“It is the intention of Council to have Council’s solicitor draw up an agreement between the Agricultural and Horticultural Society and the Council giving the Agricultural and Horticultural Society the same rights as now exist under the regulations and to have same put in the agreement in a clarified form after agreement with that Society.”*

Over the years there have been a number of negotiations and activities that have generated isolated agreements between Council and the Show Society relating to specific activities or projects where the parties have worked in partnership.

The idea of an agreement was rekindled in recent negotiations between Shoalhaven City Council and the Nowra Show Society. Discussions between the parties has resulted in the suggestion that a modern agreement should be formulated to act as a platform from which both parties can move into the future.

To provide a set of guidelines that clarifies the ongoing positive relationship between Council and the Show Society, a memorandum of understanding has been under development between Council staff and the Nowra Show Society Management Committee. The most recent draft of the memorandum of understanding is dated March 2004, however negotiations between Council and the Show Society have continued since that date. The memorandum of understanding should now be revised in light of a number of recent Council resolutions.

Over the years the Show Society paid Council in a variety of ways, eg, annual rent for use of the Showground at show time and fees for some expenses associated with setting up and running the show. However, in May 2004, Council resolved that:

*“Council allow use of the Nowra Showground by the Nowra Show Society for the Annual Show on a zero rental basis. This concession acknowledges the obligation of the Nowra Show Society to meet the cost of preparing for and delivering the Annual Show event.”*

This arrangement could be extended to use of the grounds for an additional two days throughout the year, as has been the case under previous arrangements.

While Council has indicated that the Show Society should not be charged rent for use of the Showground for the Show, there is also the issue of the cost of preparations for the Show. Council also resolved in May 2004 that:

*“Council accept responsibility for erecting/dismantling the Pavilion exhibition stands prior to and after each annual Nowra Show using funds generated by year round hire of this facility.*

*Services provided to the Nowra Show Society by Council be done on the basis of fixed quotations accepted by the Nowra Show Society in advance of service provision.”*

The principle here is that Council would not charge the Society for normal maintenance and would schedule such work to present the grounds and Pavilion exhibition stands in a suitable condition for the Show, but any works required that are specific to staging the Show would be the responsibility of the Society.

A memorandum of understanding will make possible a greater level of cooperation between the parties and recognise the activities of each that affect the Showground.

## ACTIONS

1. Negotiate the finalisation of a Memorandum of Understanding that sets out the understanding between Council and the Nowra Show Society in relation to the use of the Nowra Showground.
2. Relocate light switches for the Pavilion so that users do not need to enter the Secretary's Office.
3. Install a removable partition between the northern part of the Secretary's Office and the roller shutter/kitchenette area, so that the areas can be used independently throughout the year but as a single space during the Show.

## 4.2 Dogs

Council, based on community input and in accordance with section 13 of the Companion Animals Act 1998, has set aside some places throughout the City as dog off-leash areas and other places as dog prohibited areas. A booklet about these areas is available from Council or at <http://shoalhaven.nsw.gov.au/council/sections/animals/>

As shown in Figure 10, at the time of writing this plan, dogs were permitted off-leash on an area between the Nowra Showground and the hospital. In the whole of the Nowra Showground itself, dogs were permitted provided they were on a leash.



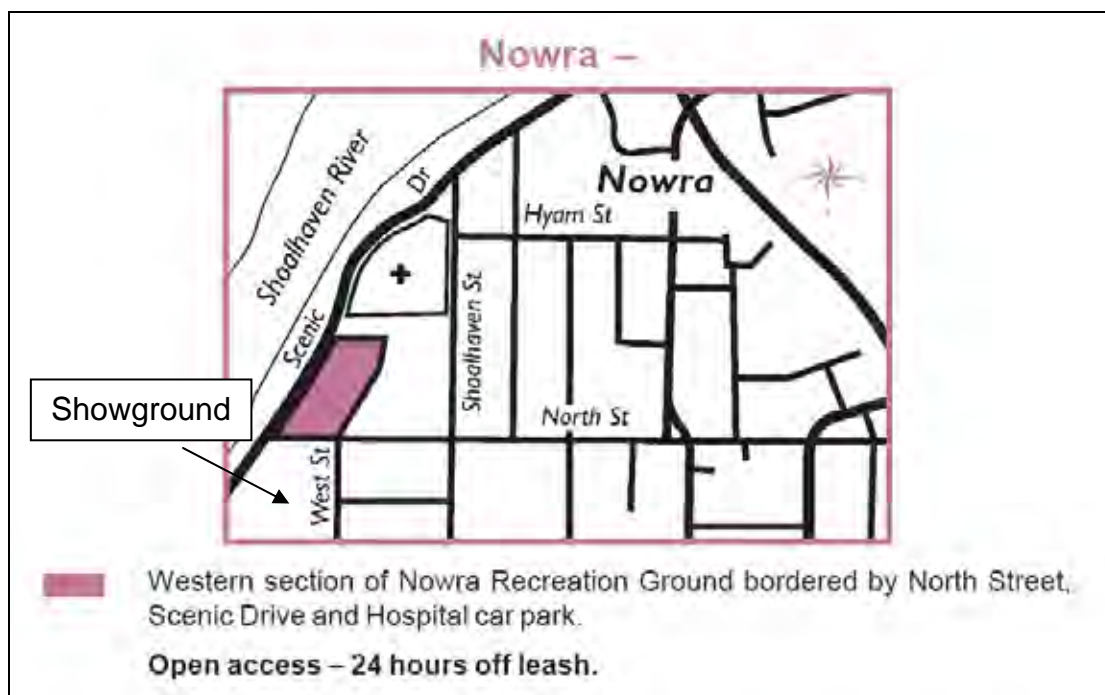


Figure 10. Dog off-leash area adjacent to Nowra Showground.

Some dog owners requested a review of the current situation. Five options were discussed at the community workshop in August 2006:

1. Making the area below the Added Area sportsfield off-leash.
2. Making an area near horse and cattle yards off-leash.
3. Making the whole showground off-leash.
4. In combination with any of above, off-leash at certain times, eg, 4pm to 8am.
5. No change to the existing situation.

Comments that were made at the community workshop are summarised in Table 5.

It is proposed that, subject to advertising an amendment to Council's Access Areas for Dogs Policy, the whole of the Showground area north of the Worrige Street entrance be made off-leash except within 10 metres of any building or picnic area, where dogs would be prohibited (see Figure 11). The stock yard area south of the Worrige Street entrance would remain an on-leash area.

The off-leash area would only apply when there are no major events being held at the Showground (eg, Nowra Show, Australia Day). Consideration could also be given to removal of the dog off-leash area outside the Showground on the corner of North Street and Scenic Drive.

In addition to people taking their dogs to the Showground on a casual basis, the Shoalhaven Dog Training Club regularly uses the added area sportsfield, opposite their clubhouse on the extension of Junction Street. At the time this

plan was being written, dog training activities were held most Monday nights (agility training) and Wednesday nights (obedience training). Agility trials are held in May and obedience trials in June, usually on Saturdays. These events are very popular with the public. The Companion Animals Act allows dogs to be off-leash if they are being exhibited for show purposes or are participating in an obedience class, trial or exhibition.

## ACTIONS

1. Advertise a proposed amendment to Council's Access Areas for Dogs Policy that would designate the whole of the Showground area north of the Worrige Street entrance as off-leash subject to there being no major events, except within 10 metres of any building or picnic area, where dogs would be prohibited.
2. Install advisory signage in accordance with Nowra Showground Signage Details (Appendix 3), including reminder for people to clean up after their dogs (on the whole Showground and elsewhere).

Table 5. Some community opinions regarding off-leash dog options considered at the community workshop in August 2006.

Option	Advantages	Disadvantages
<b>Added Area</b>	Safety fence Easy access Close to Dog Club facilities Good sight control of dogs Advantage when not being used for organised event. Easy to police – open views	Possible cross over to sports area Interfere with other users Safety issue with cars and other users Difficult to police
<b>Horse and cattle area</b>	Good access Water on hand Away from sporting area Fencing	Space limited suggest whole of horse and cattle area Trouble with vehicles - speeding Conflicts with horse/ cattle users
<b>Whole Showground</b>	Very good for limited periods eg 6:00 to 8:00am Adequate exercise for dogs and owners More pleasant walking Good visible control of dogs	Effect on users who don't like dogs Traffic concerns – speeding Safety dogs not under control
<b>4pm to 8am only</b>	Showground not in use Before and after business hours	Limited daylight hours in winter
<b>No Change</b>	Good control of dogs Exercise still available Less effect on other users Less chance of attacks on other dogs	Current approved area unsuitable (not fenced, uneven ground, obstacles) Dogs need free running Training recall Socialisation of dogs Health reasons with leash control

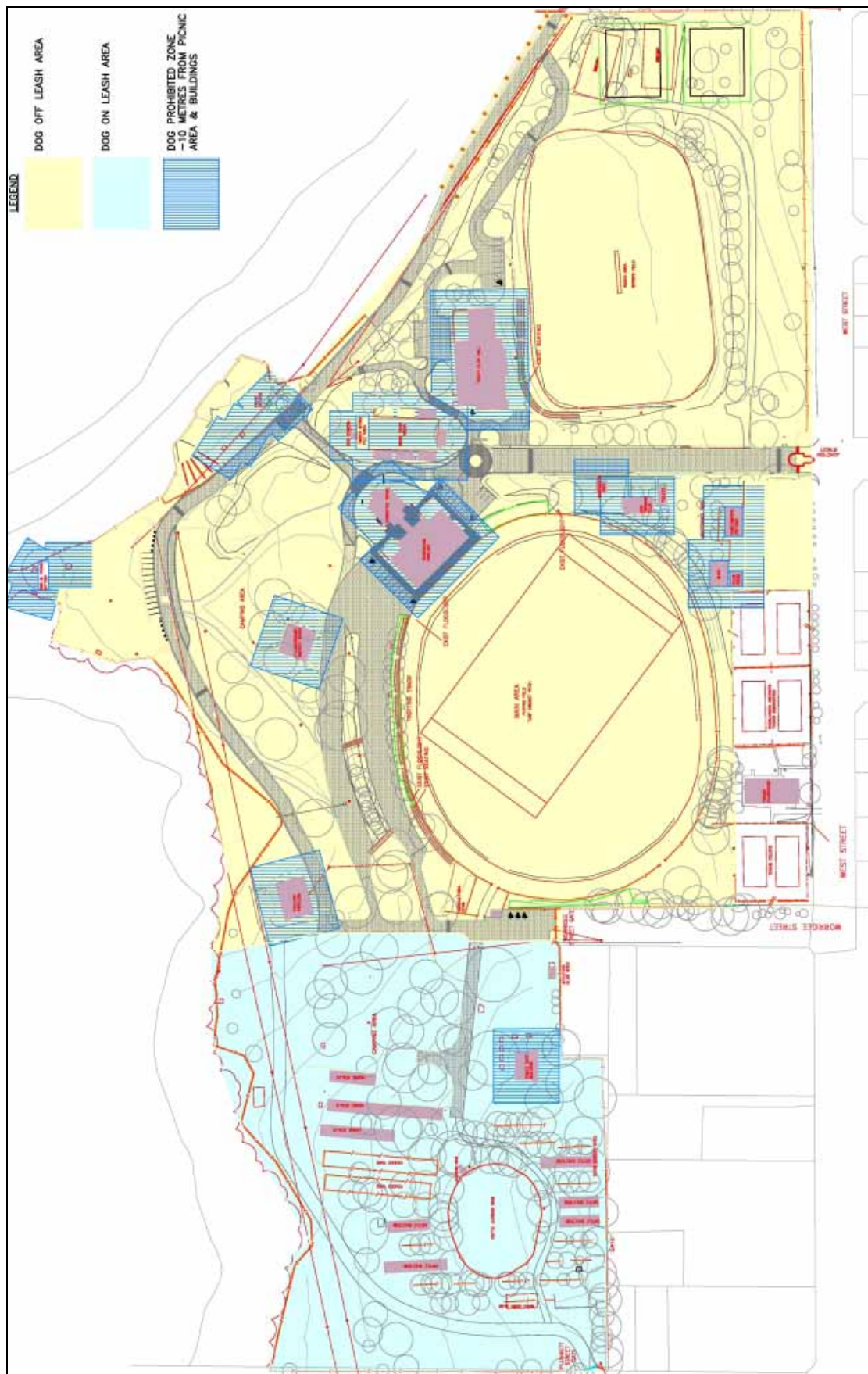


Figure 11. Proposed dog off-leash area, on-leash area and dog-prohibited areas.

### 4.3 The Croquet Lawn

Nowra Croquet Club facilities consisting of one lawn, viewing areas and a clubhouse, are located within the Showground fenced area, immediately inside the and to the south of the Memorial Gates at the Junction Street entrance. The club was founded in 1922 and moved from Nowra Bowling Club to the Showground in 1938. The lawn and clubhouse were constructed by the club with the assistance of Council. Annual rent has been paid to Council for use for the Showground since the club first occupied the site. Council has assisted the club from time to time, in the form of work on the clubhouse and by financial grants and over the years, the lawns have been maintained variously by the club or by Council. At the time this plan was being written, Council maintained the clubhouse and major works such as irrigation of the lawn and the croquet club looked after routine maintenance of the lawn using equipment that was purchased from Council.

The facilities are well used with competition, practice and social games held most days. The Croquet Club is possibly the only group (apart from the Nowra Show Society) that is able to continue with normal use of their Showground facilities during the Nowra Show. People attending the show are invited into the croquet area to watch games.

Growth in use of the facilities is limited due to site constraints, there being only one court which is not full sized. Having only one court also means that tournaments cannot be held there. To overcome these constraints the club successfully sought funding for development of additional lawns and in 2006 development consent was given for two new lawns and a shed to be built on the Showground between the Added Area sports field and North Street, over the old netball courts. However, at the time this plan was being written, the club was investigating other possible locations (not at the Showground) for a new facility.

It is not a function of this plan of management to set the strategic direction for development of croquet facilities outside the Showground. However, the following comments are based on consideration of how a decision to develop new croquet facilities may affect future use of the Showground.

Until new croquet facilities are developed and established (wherever that may be), it is appropriate that the Nowra Croquet Club continue to occupy and use the existing facilities at the Showground.

If new facilities are developed *at the Showground* in accordance with the 2006 development consent then in the medium term it would be appropriate that the club continue to occupy and use the existing facilities at the Showground as well as the new. In the longer term it may be preferable to build a third new lawn adjacent to the other two new lawns and vacate the existing site.

If the club develops new facilities *at a location separate from the Showground* then it may be difficult for them to maintain two facilities. There may need to be a transitional period whilst the new lawns become established.

If at some stage in the future the club vacates the existing site then an appropriate new use for the croquet area at the Showground would need to be found. One possible new use would be for the dog club to hold shows there. The Nowra Show Society has also indicated that it would be interested in using the area for a rural or animal (eg dog or cat) display of some kind at show time, particularly as it is near the main entryway. The current form of the area should be retained and future uses adapted to that to allow future visitors to be able to interpret the area as a former croquet lawn.

If the club remains at the Showground then its tenure should be formalised to provide security of occupation and clarity of responsibilities in accordance with Council policies that apply to groups supported by Council. This could be in the form of a lease, licence or other agreement.

Rent should relate to the actual costs incurred by Council and ideally this would be based on an assessment of capital works and maintenance costs for the lawns and other facilities. To ensure that it is not eroded by inflation, the rent should be subject to regular increases on the basis of movements in the Consumer Price Index.

## ACTIONS

1. Until new croquet facilities are developed and established, allow the Nowra Croquet Club to continue to occupy and use the existing facilities at the Showground
2. Subject to investigation of other possible locations (not at the Showground), allow development of new croquet facility in accordance with the 2006 development consent and, in the longer term, consider allowing a third new lawn adjacent to the other two new lawns and vacating of the existing site
3. Formalise tenure of the Croquet Club in the form of a lease, licence or other agreement.
4. Rent be applied according to Council's approved 'Fees and Charges'.
5. In the event that the Croquet Club vacates the site then consideration be given to appropriate new uses such as dog shows or a rural or animal (eg dog or cat) display at show time, but retain the current form of the area to allow interpretation as a former croquet lawn.

### 4.4 Camping and Caravans

Camping is one of the purposes for which the Crown land at Nowra Showground is dedicated (see Section 2.1 of this plan). Camping at showgrounds around Australia is a widespread and generally accepted use of these areas of public land. Camping is controlled by the Local Government (Manufactured Home Estates, Caravan, Camping Grounds and Moveable Dwellings) Regulation 2005.

Two kinds of camping happen at Nowra Showground:

1. Camping at show time or in association with other events
2. Casual camping by individuals or organised groups at any time throughout the year and not in association with a particular event being held at the Showground.

#### *4.4.1 Event Camping*

People camp at the Showground in association with specific events such as “Relay for Life” or music festivals. Most commonly however, event camping occurs at show time, with members of the Showmen’s Guild and other people, such as horse and cattle owners, camping on the Showground. There may be 80 to 100 tents, vans and other vehicles with living accommodation on the Showground. This may extend to several weeks before and after the Nowra Show as people wait for other local shows such as Berry and Kangaroo Valley.

Nowra Show Society has been given authority by Council for the collection of camping fees at show time from Showmen’s Guild members and other people associated with the Show. The Society is then responsible for the provision of any services required to facilitate a suitable camping environment such as toilet block cleaning, energisation of power boxes and provision and emptying of garbage bins.

Council, with assistance from the Show Society, upgraded the facilities at Nowra Showground in 2003 to provide year round safe accommodation for animals. The necessity for this upgrade became very evident during the local fires in 2002 where an emergency evacuation site for livestock and horses was found to be lacking in the area. In the event of a natural disaster it may be necessary for persons to camp at the Showground with their animals for some time.

Clause 73(3) of the Local Government (Manufactured Home Estates, Caravan, Camping Grounds and Moveable Dwellings) Regulation 2005 allows for this kind of camping for a period of not more than 6 weeks in connection with a sporting, recreational or cultural event, without a requirement to comply with regulations normally applicable to a caravan park or camping ground. Nevertheless, such “special” approval to operate a caravan park or camping ground, granted under section 68 of the Local Government Act, should specify any conditions together with the time period for which the approval is granted.

#### *4.4.2 Casual and Group Camping*

Throughout the year, the Nowra Showground is used on a casual basis by individuals and small groups, and occasionally hosts caravanning clubs, the members of which want to stay in one place as a group. The individuals that stay may be travelling with horses and may use the horse yards as well. The Nowra Visitors Centre is responsible for taking bookings for camping at the Nowra Showground.

Council resolved in December 2005 that it supports in principle the use of showgrounds by vehicles such as large recreation vehicles, eg campervans, caravans etc. In October 2005 twenty people from the Caravan Club of Australia stayed three nights at the Showground. Council's Visitor Centre takes bookings for camping at the Showground. In the period from mid-November 2006 to end April 2007 there were 8 bookings (18 people).

The following fees for camping at Showgrounds are in the 2006 – 2009 Management Plan:

- Unpowered site \$8 per person per night
- Powered site \$11 per person per night
- Group bookings of 5 or more sites incur a 30% discount
- Horse/cattle stable \$10 per stable per night.

Council resolved in January 2006 that the existing fee arrangements for Showmen's Guild would continue and be exempt from the above fees.

To meet the requirements of the Local Government (Manufactured Home Estates, Caravan, Camping Grounds and Moveable Dwellings) Regulation 2005, Council could approve the Nowra Showground as a Camping Ground or Caravan Park to cater for these groups, but the services and facilities that would be required by the regulation would be relatively onerous and would greatly restrict the areas within the Showground where people could camp. In addition, the regulation provides that the area could then not be used for any other commercial activity.

Given the relatively infrequent use of the Nowra Showground by such groups (compared, for example to the Berry Showground which is frequently used), it would be more prudent to approve the area as a Primitive Camping Ground.

A Primitive Camping Ground is required by the Local Government (Manufactured Home Estates, Caravan, Camping Grounds and Moveable Dwellings) Regulation 2005 to have a register of occupiers and must be provided with a water supply, toilet, refuse disposal facilities and fire fighting facilities, as specified in the approval. At the Nowra Showground there are power supply boxes and water outlets at various locations, for example just to the north of the horse and cattle stalls and to the west of the main arena. There are water hydrants, and a high priority would be to provide a fire hose. Toilets and showers are available as described in Table 6.

Council resolved to allocate \$10,000 in its 2006/2007 parks and reserves budget for booking advisory signage at all showgrounds.

The Regulation provides two options in regulating camping density for Primitive Camping Grounds:

*Option 1 - Designate "camp sites" where tents, caravans and campervans may be located.* In this case the maximum number of camp sites is not to exceed an average of two per hectare (that average being calculated over the total area of the Primitive Camping Ground).



There is no specific limit on the number of tents, campervans or caravans that may be sited in a designated camp site,<sup>1</sup> but requirements apply to each kind of moveable dwelling in regard to separation from one another (see below). If the Primitive Camping Ground approval designates camp sites, camping is not permitted elsewhere within that ground [clause 132(2)(a)].

*Option 2 - Do not designate camp sites.* In this case the maximum number of tents, caravans and campervans permitted to use the Primitive Camping Ground at any one time is not to exceed an average of two per hectare (that average being calculated over the total area of the Primitive Camping Ground). If Council were to approve the whole of the Showground (about 17 Ha) as a Primitive Camping Area, then up to 34 moveable dwellings could be accommodated. The approval can specify particular areas within the camping ground where it is not permitted to install tents, caravans, annexes or campervans.

For both options, the separation requirements are set out in clause 132(2)(c) and (d) and state that a tent may not be located closer than three metres to any other tent, and a campervan or caravan not closer than six metres to any other caravan, annexe, campervan or tent.

The first option is considered to be the most suitable for Nowra Showground. A single proposed camp site is shown on Figure 12. It could accommodate a greater number of moveable dwellings than option 2, whilst maintaining the required separation distances.

Table 6. Toilets and showers available at the Nowra Showground.

	<b>Female Toilets</b>	<b>Male Toilets</b>	<b>Unisex Toilet</b>	<b>Female Showers</b>	<b>Male Showers</b>
<b>Amenities Building</b>	3 + 1 disabled	1 + 1 disabled + urinal	-	4	4
<b>Communal Youth Hall</b>	4	3 + urinal	-	4	4
<b>Family Café</b>	5	3 + urinals	-	-	-
<b>Committee Room</b>	6	3 + urinal	1 disabled	-	-
<b>Junction Street (near Dog Club)</b>	8	4 + urinal	-	-	-

<sup>1</sup> NSW Department of Planning. January 2006. Regulation of Camping Density in Primitive Camping Grounds. Planning Circular PS 06-001



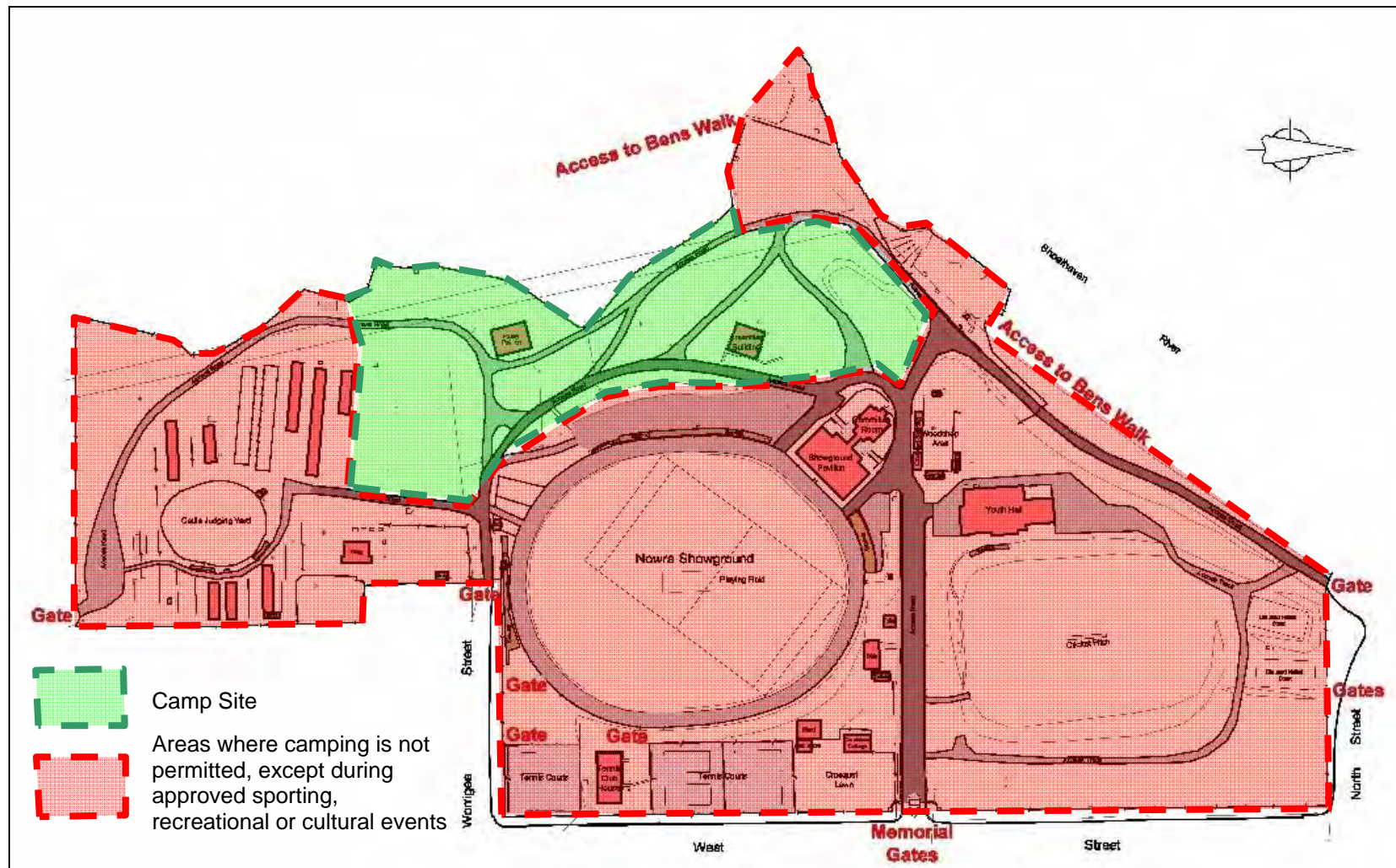


Figure 12. The proposed “camp site” within the Showground and areas where camping should not be permitted, except during approved events.

## ACTIONS

1. Allow for event based camping at the Showground
2. Approve the Nowra Showground as a Primitive Camping Area and provide necessary facilities (register of occupiers, water supply, toilet, refuse disposal facilities and fire fighting facilities)
3. Provide grey water/sullage disposal point and black water dump point for campers and show people, in a convenient drive-through location. Do not allow discharge onto ground.
4. Identify those areas shown in Figure 12 as places where it is not permitted to camp (except under a “special” approval for an event in accordance with Clause 73(3))
5. Install booking advisory signage at the Showground, in line with Nowra Showground Signage Details (SCC Plan Ref. 2727.01)
6. Develop an “Information for Campers” sheet that sets out conditions of camping and locations where camping is permitted
7. For each booking, consider providing keys to Showground main gate, gates to areas where camping is permitted and amenities buildings

### 4.5 Traffic

There are three main public entry ways to the Nowra Showground: Worrigee Street, Junction Street (through the Memorial Gates) and Scenic Drive. There are also service entries which are used from time to time at Worrigee Street, Plunkett Street and North Street.

A network of tracks and roadways has developed over the years some of which have been tar sealed. Some of the roads have important functions in allowing vehicles to get from one part of the Showground to another while others are associated with parts of particular events, such as the entertainments at the Nowra Show.

However large areas of the Nowra Showground are open to vehicles most of the time. Tracks have widened and new tracks have formed by informal use. What should be good quality grass areas have been damaged. Sometimes the damage is caused by people deliberately causing their vehicle to skid around (“donuts” or “circle work”). Sometimes the damage is caused as people just drive wherever they like to get from one place to another, or to have a look here and there.

The landscape plan for the Showground proposes a hierarchy of roads. These may be distinguished from one another with visual or tactile cues - colours, materials, threshold entryways. In summary, it proposed that there be:

- three distinct entryways
- major links between them

- connections off main link roads - narrower but still suitable for show vehicles, rigid 8 m trucks etc
- access to buildings and other facilities
- areas where vehicles are only permitted for special reasons.

In early 2006 automatic traffic counters were installed on the roads in the Showground, just inside the Worrigee Street, Junction Street and Scenic Drive gates. Information was recorded for two weeks from Tuesday 31 January to Tuesday 14 February. The Nowra Show was on Friday 10 and Saturday 11 February, so the data record activity for about one and one half weeks before the show through to a few days after.

Information on the number of vehicles travelling in and out of the three gates is presented in Figure 13. Keeping in mind that many vehicles entering the Showground at show time are competitors' vehicles entering via the Plunkett Street gate which did not have a counter, some of the main points that can be interpreted from the data are as follows.

Aside from the actual Show days:

- all three entrances are heavily used
- Junction Street is most heavily used on most days
- generally, more vehicles come in Scenic drive than go out that way
- generally, more vehicles leave via Junction Street than come in that way
- about the same number of vehicles go in Worrigee Street as go out that way
- week days appear to be busier than weekends (but the data are limited)
- there were increasing numbers of vehicles in the days leading up to the show

On show days (Fri 10<sup>th</sup> and Sat 11<sup>th</sup>) Worrigee and Junction Street entrances are closed to general traffic and this is apparent in the counts. However, Scenic Drive is used to access the paid parking beside the Added Area sportsfield and so its count is very high. In the days after the Show, the numbers were still high but quickly tapered off.

Information on the speed of vehicles travelling in and out of the three gates is presented in Table 7 and Figure 14. The speed limit on the roads immediately outside the Showground is 50 kilometres per hour. Inside the Showground it is 15 kilometres per hour. This is well sign posted inside the Junction Street entrance and there is one sign inside the Scenic Drive entrance. However there are no signs inside the Worrigee Street entrance. The following points are apparent from the data.

- While most people appear to slow down when entering the Showground, most people travel at speeds above the internal

showground limit (and many may travel at even higher speed once through the gates and on the internal road system).

- The average speed at Junction Street is slightly higher than at the other two gates.
- At Junction Street people travel slightly faster going out than going in.
- At Worrigea Street people travel in and out at about the same the speed.
- At Scenic Drive people travel in and out at about the same the speed.
- More drivers travel through the Scenic Drive at speeds above 40 kph than for the other two entrances.
- The average speed for Scenic Drive presented in Table 7 is likely to be lower than would be the case throughout most of the year because it is skewed by the very large number of vehicles travelling at relatively low speed on Show days.
- Some drivers travel through the Scenic Drive gates at recklessly high speeds (99 kph was the fastest recorded)

A landscape plan that was prepared for the Showground in 2002 showed a proposal to terminate the extension of Junction Street in a roundabout to restrict traffic movement close to the pavilion. It was proposed that paths between the wood chop arena and the pavilion and between the wood chop arena and the Youth hall would be constructed to support traffic movement. It was proposed to have removable bollards to make the paths available to service vehicles but not to general traffic.

The 2002 proposal attempted to deal with the following problems:

- large areas of bitumen being intrusive on pavilion and wood chop arena
- haphazard parking
- speeding vehicles
- pedestrian safety especially children outside the youth hall

However the 2002 proposal created another major problem: people are “invited” into the Showground via the “main gate” at Junction Street but then cannot access the majority of the Showground. People who do not drive in to the Showground very often or visitors from outside the area attending events at the Showground may be caught out and then would have to leave the Showground and try to find another entry to get to say the horse and cattle area or the picnic areas.

This plan of management proposes that the extension of Junction Street continue to be a through road that allows people to access the rest of the Showground. Detailed engineering designs will need to be developed for the area between the Youth Club Hall and Main Pavilion.

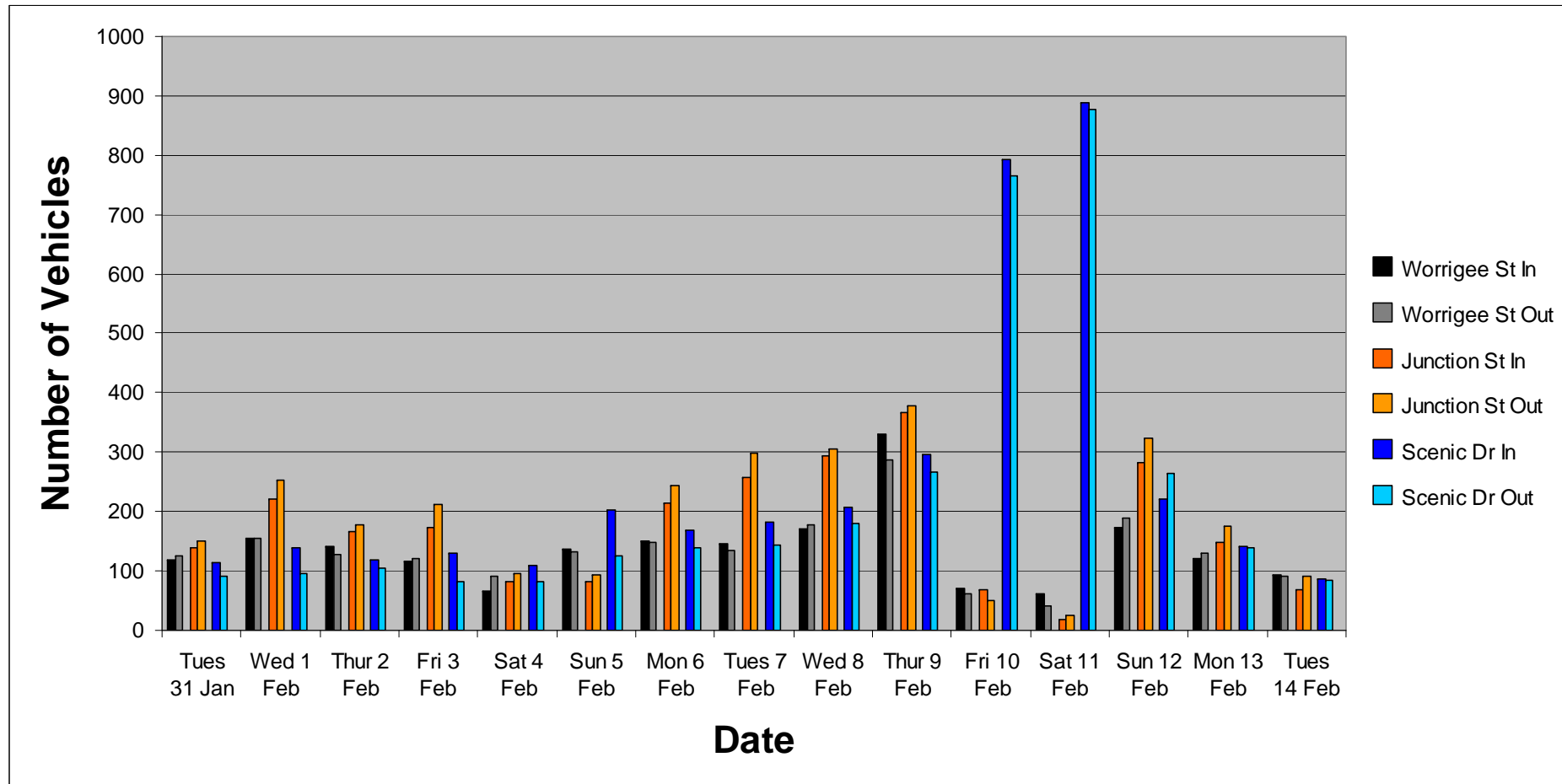


Figure 13. Numbers of vehicles using each of the three main entryways to the Showground.

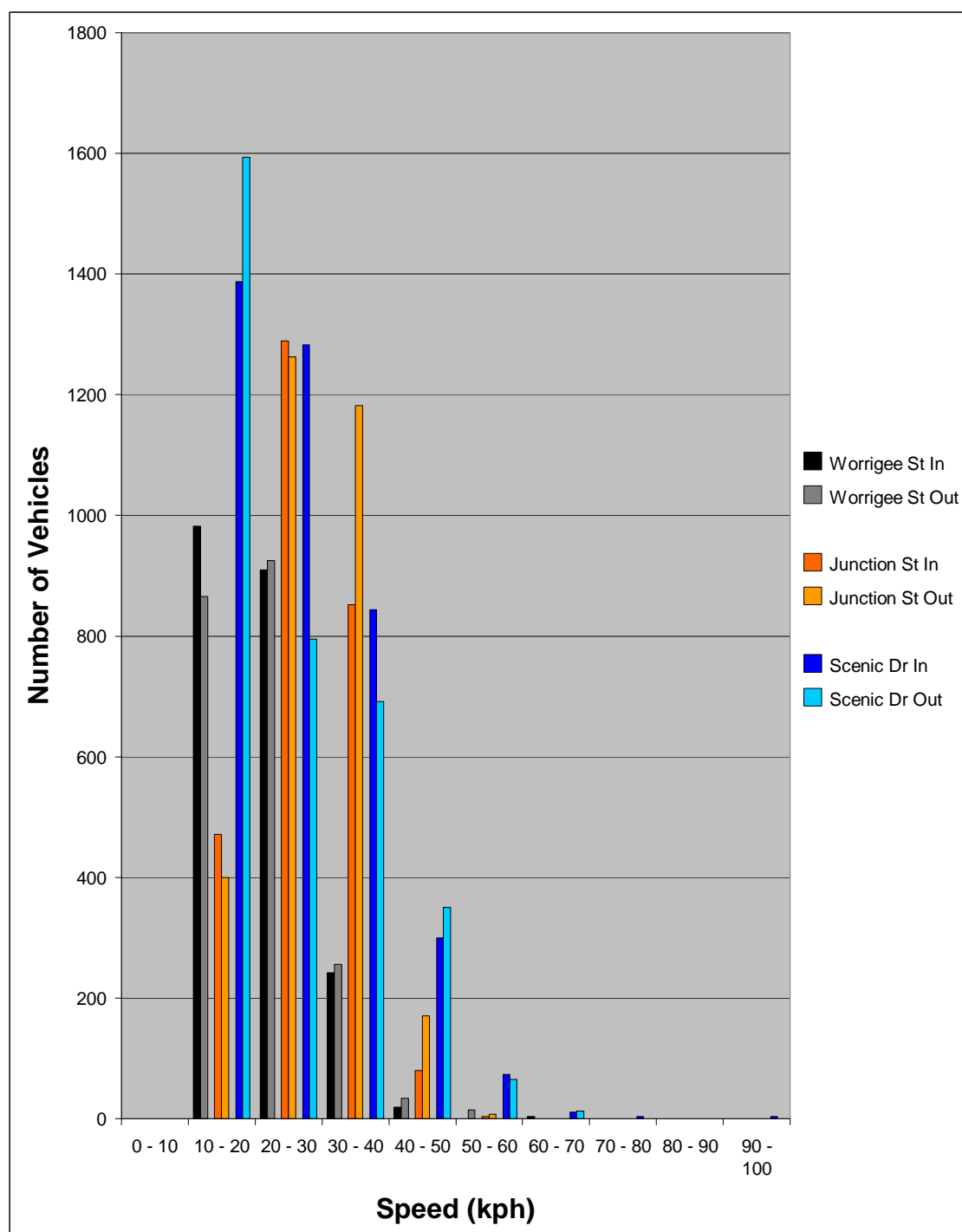


Figure 14. Speeds of vehicles just inside each of the three main entryways.

Table 7. Speeds of vehicles just inside each of the three main entryways. 85% speed means that 85% of people were travelling at that speed or less.

	Worrigee St In	Worrigee St Out	Junction St In	Junction St Out	Scenic Dr In	Scenic Dr Out
No of Vehicles	2154	2096	2696	3023	3900	3508
Average Speed	22	22	27	29	26	25
85% Speed	28	30	34	36	37	38

## 4.6 Native Title

The introduction of the Commonwealth Native Title legislation in 1993 recognised the existence of native title and made provision for Aboriginal and Torres Strait Islanders to lodge claims over Crown land. The legislation also sets out the requirements for the Crown (and appointed Crown reserve trusts) in dealing with Crown land in the future, unless it can be clearly established that any native title rights and interests that may have existed have been extinguished.

Native title may have been extinguished over parts or the whole of this Crown reserve by the construction of authorised public works or by lawful use of the land that is wholly inconsistent with the continuation of native title rights and interests.

It is the responsibility of the Trust to ensure that, prior to new works being undertaken, the issue of native title is addressed. This can be done by referring the matter to the Native Title Tribunal for a determination, or by providing Aboriginal parties opportunity to comment on proposed new works.

At the time of writing this plan, the reserve was not the subject of a Native Title Claim under Commonwealth legislation, nor was it the subject of an Aboriginal Land Claim under NSW legislation.

## 4.7 New Facilities

One of the reasons for preparing this plan of management was that various community groups had been considering their needs for improved or new facilities at the Showground, to some extent in isolation from one another. Considering all of these proposals in the context of a plan of management provides an opportunity to consider whole site and many issues at once, with significant community consultation, leading to synergies and enhanced outcomes.

Section 9.9 of the Nowra Showground Conservation Management Plan provides policies on how new works can be carried out so the heritage significance of the Showground is retained. It is important that these policies are referred to during design of any proposed new works or modifications.

Following are examples of some of the facilities that have been considered.

### 4.7.1 *Commentary Box, Enclosed Viewing Area and Cricket Club Storage*

This proposal from the Nowra Show Society would see the construction of a new two storey commentary box and viewing area to the north of the Main Arena. It would allow commentators to see activities not only on the Main Arena, but in other areas such as the Woodchop Arena and the Added Area. A corporate viewing and refreshment area could also be included in the design.

Entry to the facility could be through the McKenzie's Gate, restoring it to its original function. New men's toilets would need to be provided, either in the new building or in part of the nearby women's toilet.

The ground level of the building could primarily be used by the cricket club, with the floor level set so that equipment and covers could be easily deployed onto the field.

The upper storey of the existing commentary box should then be removed and the lower storey retained for its existing uses (primarily administration of horse events during the show).

#### 4.7.2 Poultry Pavilion

There are a number of problems with the existing Poultry Pavilion.

During the Nowra Show, the location of the Poultry Pavilion and the types of activities around it (eg Showmen's Guild and horse owners' camps) mean that the pavilion is not highly visible to the public and does not capture visitors. It is in an area behind the sideshows, surrounded by horse and Showmen's Guild camps, with diesel fumes and noise

The Conservation Management Plan for the Nowra Showground states:

*"Some of the more recent work such as the Poultry Pavilion and the Changerooms are ill-sited, intrusive and detract from the character of the site. Serious consideration should be given to removing, modifying, rebuilding or relocating these items to less sensitive areas of the site so that heritage significance is enhanced."*

The building is in need of repairs and does not incorporate secure storage areas that meet the needs of the Poultry Club.

A new location for a poultry pavilion at the Showground should address the following issues:

- High profile location during show accessible from main entryway or main pedestrian thoroughfare
- Not too close to residential streets
- Could be multipurpose building, including some secure storage.
- Would need to be architecturally designed to be in keeping with other important buildings in the vicinity.

At the community workshop that was held in 2006 to assist with the development of the draft Plan, members of the Nowra Poultry Club, the Nowra Show Society and other Showground users discussed a number of possible future locations. Based on this and on subsequent discussions, two potential sites were presented in the draft Plan:



1. inside the Worrigee Street entry gates near the Family Café (Precinct 1);
2. inside the Junction Street entry gates between the Dog Training Club and Caretaker's Cottage (Precinct 6).

A further site that had been discussed at the northern end of the Showground near the Youth Club Hall was not carried forward in further development of the draft Plan mainly because it does not help to bring the pavilion onto a major pedestrian route, would be removed from many of the show activities and therefore may not attract patrons.

Following public exhibition of the draft plan, the option near the Worrigee Street gates was also removed based on concern that it would be too close to residences and to the Family Café (noise, odour, vermin, health, blocking of view) and because it would be the more visually intrusive option.

The current plan therefore shows a site for a new poultry pavilion inside the Junction Street entry gates between the Dog Training Club and Caretaker's Cottage. This Junction Street option takes advantage of infill building in an area which requires upgrading to improve the setting and entrance to the showground. It would be a high profile location during the show, readily accessible from a main entryway and car parking area, and on a main pedestrian thoroughfare. The building could have a façade designed and rendered to sit within the context of the existing built environment. The Plan indicates the pavilion could be a multipurpose building.

If a new pavilion is built, it might be possible to move the existing pavilion as one or two sheds to the horse and cattle area for storage by other community groups.

Removal of the existing Poultry Pavilion would free up the area during show for uses consistent with existing surrounding uses (camping by horse and show people).

#### *4.7.3 Gymnastics*

For a number of years the Shoalhaven Citizens Youth Club Nowra Gymnastics Club has been considering upgrading facilities to meet future operational needs to provide more facilities to accommodate more gymnasts. Current limitations mean that the competition stream of gymnastics cannot train as often as desirable due to the need to offer gymnastic training to children on a 'fun' level.

An extension to the building would also allow the club to continue training on a limited basis during the annual Nowra Show, rather than having to close for a two week period and limiting the training of general gymnastics to approximately 6 weeks of the first term, after the show is finished.

The extension would also allow for more spectator facilities during competitions and annual functions at the club.

The landscape masterplan shows an area where the existing building could be extended to the north. As a short term option, the club is investigating re-roofing the smaller northern annexe to the building, to provide sufficient head space for gymnastics to be carried out there.

#### *4.7.4 Historic Vehicle Club*

The Historic Vehicle Club desires additional storage space at the Showground. The following options are feasible:

- The Shoalhaven Athletics Club has a storage shed near the Worrigeer Street gates even though the club has relocated its activities from the Showground to Shoalhaven High School. It may be better for additional storage space to be created near their existing facilities at the school. The shed at the Showground might then suit the needs of the Historic Vehicle Club.
- If the existing poultry pavilion is relocated for use as storage (see above) then there should be space available for the Historic Vehicle Club.
- If a new facility is built (eg, poultry pavilion or commentary box) then space for the club may be able to be included.

#### *4.7.5 Funding*

Council encourages community involvement in undertaking improvements to facilities and supports the use of combined user group and Council funds to access grant opportunities from other levels of government or other opportunities as they arise. A major objective of the Nowra Show Society is to use profits it may make through the annual Nowra Show to improve facilities at the Showground.

Council's Voluntary User Contributions Policy (POL06/119) applies to all Shoalhaven based sports that use and wish to undertake new works or improvements to existing fixed assets on Council managed land. Council's commitment to the sporting community will be demonstrated by a dollar-for-dollar contribution to match the voluntary financial contribution from Sports Associations / Peak Bodies. Projects proposed by individual sporting associations can be supported by in-kind contributions to value-add to projects (but not to substitute for the cash contribution).

### **4.8 The Tennis Courts**

There are six concrete tennis courts and the Shoalhaven Districts Tennis Association clubhouse on the corner of West and Worrigeer Streets. These

facilities are on Crown Reserve D580011 but are outside the Showground fence. Shoalhaven District Tennis Association also operates the tennis complex at Narang Road, Bomaderry.

The West Street courts are well used with day and night competitions and lessons. The courts are made available for use by the general public when they are not being used by the Association. Some of the courts are used for wheelchair tennis.

Shoalhaven District Tennis Association, like other tennis clubs in the Shoalhaven, pays rent calculated on a per court basis. Rent paid is held by Council in a Restricted Asset Account and is then available to carry out capital works, major maintenance and improvements to the courts and facilities. The rental figure is based on an estimate of the cost of future works and maintenance.

The lease to the Shoalhaven District Tennis Association expired in January 2006 and Council resolved in September 2006 that a new lease be approved for a 10 year term. The lease would need to be prepared in accordance with the requirements of the Crown Lands Act and Regulation.

At the time this plan was being written, Council was carrying out an assessment of capital works and maintenance costs required to maintain the courts and facilities. Once this assessment was complete, discussions were to take place with the club with the aim of negotiating a rental more closely aligned to the actual costs. To ensure that the rental balance is not eroded by inflation, the rent will be subject to annual increases on the basis of movements in the Consumer Price Index.

## ACTIONS

1. Prepare a new 10 year lease with the Shoalhaven District Tennis Association for the West Street tennis courts
2. Negotiate a rent for the West Street tennis courts more closely aligned to the actual costs of capital works, major maintenance and improvements
3. Subject rent for the West Street tennis courts to annual increases on the basis of movements in the Consumer Price Index
4. Ensure that the West Street tennis courts continue to be made available for use by the general public when they are not being used by the association

### **4.9 Main Arena and Trotting Track**

The ground surface of the main arena is generally in good condition. It was reconstructed in 1999, incorporating a substantial sand profile and irrigation. However, town water is used to irrigate the grass and alternatives should be investigated.

There are three existing floodlighting poles located to the north and west of the arena, though the original intention was to install six poles all the way

around the arena. Having six poles would greatly improve the useability of the fields at night, and may allow night games of cricket or football to be played. The steep drop off on the eastern side of the arena means that poles there would need to be built with significantly more support than those already in place and this would add greatly to the cost. The proposed additional poles are shown on the landscape plan in this plan of management but their construction could only be justified if it was demonstrated that there would be significant additional after dark usage of the whole arena.

Around the perimeter of the main arena is a gravel track known as the “trotting track.” In the past, races have been held during the annual Nowra Show, but have not been for several years and it seems unlikely that they will again be held in the foreseeable future. There has been debate about whether the track should remain or be removed. It has been proposed that the main arena should be grassed all the way to the fence. The extended turf area would need to be capable of handling the grand parade and other parading events.



Arguments for removal of the trotting track include:

- It would increase the playing surface for some field sports and other activities.
- It would allow the football field, show rings and other activities to be located a few metres closer to the grandstand and other spectator areas.
- Dust is blown around on windy days.

Arguments for retention include:

- It is used as a road for large vehicles to get to all sides of the field during set up of the show rings and other activities.
- It is used for exercise by various community groups and individuals.
- Alternative drainage of the field would need to be installed if the drain on the inner edge of the track was filled to level the proposed grassed area.
- Removing it would increase the maintenance costs for the arena with a larger area of grass to be mown. Track maintenance currently involves infrequent grading of the surface (usually just before the show) and infrequent spraying of weeds.

#### 4.10 Tree Management

In an intensively used locality such as the Nowra Showground, trees require a reasonably high level of maintenance. The Showground is not a bushland setting where trees can be allowed to progress through the natural processes of growth, injury, decline and death. Trees require pruning to maintain clearance for utility services and buildings, or to improve the safety, structure,

health and beauty of the tree. This may involve formative pruning, hazard reduction, selective pruning and thinning.

Apart from problems caused by aging, a lot of the problems caused by trees in Australia are a result of the tree having been poorly managed in the past, eg, lopping of eucalypts. Detrimental effects such as insect attack, dieback, fungal attack, water stress, crown thinning, poorly attached limbs and lack of vigour arise from bad tree management practices. Compaction of soil around trees is extensive due to the uncontrolled movement of vehicles and carparking.

In 1996, a tree management plan for the Nowra Showground was prepared by students and staff of the Open Space Management Course at the Illawarra Institute of Technology. In 2003, the list was revised by Council staff, with some species identifications corrected and trees that had been removed or added were noted. More trees have been removed since 2003, but few if any have been planted.

In May 2007, a tree survey and management plan was prepared by a qualified arborist. The report provided a comprehensive survey and analysis of all trees within the Showground site. 388 trees were identified. All trees were tagged with numbered aluminium plates and were assessed for overall health, observable structural or pathological disorders. Each tree was assigned a Safe Useful Life Expectancy rating and where necessary remedial action or removal was recommended.

To reduce the risks arising from hazardous trees in the future, it is recommended that:

- the recommendation in the arborist's report that is in preparation progressively be carried out
- appropriate remediation/pruning be carried out when necessary
- trees be protected from damage that might increase their potential to be hazardous, including damage from vehicles driving over and parking on the root zone, placement of materials against the trunks of trees, damage to roots from maintenance and construction. Ideally roots should be protected out to the driplines
- the condition of trees be monitored by regular inspection, especially before major events such as the show (eg coral trees in cattle yard area)
- those people that may be involved in pruning of trees be trained in appropriate methods as set out in Australian Standard 4373 – Pruning of Amenity Trees
- when selecting species and location for new plantings, take into account potential impacts which may be created when trees are mature
- the arborist's report be considered whenever development applications are prepared for facilities at the Showground.

The intention of Australian Standard 4373 is to encourage pruning practices and procedures that reduce the risk of hazard development, branch failure, fungal infection or premature tree death. The procedures in the Standard are

based on the widely accepted theories of compartmentalization of decay in trees. Lopping, topping or flushcutting are unacceptable practices. Pruning should be carried out by tree workers who through related training, on-the-job experience and qualifications are familiar with the principles, techniques and hazards of this work.

Should the need arise for root pruning or excavation around or near trees, expert guidance should be obtained. Root damage can result in death, disease or instability to the tree.

Members of the Show Society have concerns about the Coral Trees because of the possibility of injury to people and damage to property from falling branches. This problem should be dealt with by regular maintenance of the coral trees (i.e., pruning) being undertaken as required. This should take the form of a regular inspection by an arborist and careful pruning where necessary.

Overall it is important that there is a plan for succession planting so that the Showground does not gradually lose the character that results from the large number of mature trees there. When a tree is removed there should generally be a replacement planted. Species should be chosen taking into account safety, heritage and landscaping considerations, and should complement Council's "Town Street Tree Planting Policy" (POL05/159).

Replacement trees need to be given the best chance at establishing and reaching maturity. This will more likely be achieved if, when a tree is to be removed and replaced the following steps are undertaken: remove tree and grind out stump, if the new tree is to be planted in the same place replace the soil, incorporate slow release fertiliser, if possible use advanced plants. New plantings should be protected from damage, especially the main leader. If necessary, formative pruning through the first few years will help to ensure a sound structure. The aim is to have a healthy tree with good form and structure and sound root formation.

Special consideration will need to be given to any proposals that might impact on significant plantings such as the figs around the main arena to the south of the Pavilion and to the east of the Added Area sportsfield.

#### ACTIONS

1. Hold discussions with the Nowra Show Society to designate a sand stockpile area for the Show Society that is not under the drip line of trees.
2. Hold discussions with the Nowra Show Society and other Showground users over ways in which the fig tree roots (west of Main Arena) can be protected from vehicles whilst allowing for show time activities in the area.
3. Succession planting should be undertaken to replace trees that have been and will be removed



Figure 15. Examples of practices that can lead to short term problems such as dropping of branches and long term death of trees.

#### 4.11 Cultural Heritage

The Nowra Showground, including a number of its constituent elements, was assessed in the 2003 Conservation Management Plan by Otto Cserhalmi and Partners as having local cultural heritage significance for the Shoalhaven Local Government Area. Gradings of significance of various Showground elements are presented in Table 8 and Figure 16.

The Conservation Management Plan indicates that a number of Aboriginal sites have been identified within the surrounding area but not on the Showground site. The NSW National Parks and Wildlife Service normally do not recommend an Aboriginal heritage assessment in an area of land which has been subject to intensive ground disturbance including roads, sport fields etc.

The “Nowra Showground and Sportsground Complex” is included as a heritage item in Council’s Heritage Local Environmental Plan, with the following individual items being specifically referenced: Federation Brick Pavilion, Victorian Masonry Gate, Toilet, Hanging Rock Lookout, Inter-war Castellated Sandstone Memorial Gateway, Sculpture, “Monaghan’s” Victorian Memorial Cast Iron Fountain. The Local Environmental Plan describes processes that must be undertaken and includes matters for consideration when assessing development proposals that would affect heritage items. The listing only refers to Crown reserve D580011.

Section 9 of the Conservation Management Plan for the Showground sets out conservation policies divided into subsections, starting with planning and management issues followed by broader issues relating to the original setting, followed by more general policies regarding conservation and maintenance

works to the buildings and the landscape and then more specific policies for use and future use of facilities at the Showground. The conservation policies and actions are aimed at ensuring future work will not result in a loss of cultural significance of the place.

No work should be done on any elements in the Showground without first referring to the conservation policies. The basic principle is that future developments have to be treated in sympathy with the surrounds and due regard must be paid to the historical nature of the facility. Those Council officers that are responsible for any works at the Showground should be familiar with the conservation policies (Section 9) of the Conservation Management Plan.

If the site and structures are carefully developed and regular maintenance is undertaken, the significant heritage values of the site and structures can be retained and easily interpreted by the community, and it can continue to play an important function in the local area.

An interpretation plan for the whole Showground should be prepared and implemented which may include a display relating to the history of the Showground, possibly in the Pavilion, and the provision of signs/plaques displayed at various points around the Showground.

#### ACTIONS

1. Retain significant heritage fabric of the Showground and develop carefully in sympathy with surrounds
  - a. Ensure that those Council officers that are responsible for any works at the Showground are familiar with the conservation policies (Section 9) of the Conservation Management Plan.
  - b. Carry out necessary maintenance on existing structures
  - c. Do not carry out any new development or maintenance at the Showground without first referring to the conservation policies in the Conservation Management Plans
  - d. Plan any new works so that maximum amount of existing significant fabric is retained in situ
  - e. Design and position structures (including new buildings, additions or modifications to existing buildings, signs, fences, etc) to minimise potential impacts on the individual settings of heritage buildings as well as the overall heritage character of the Showground
  - f. Ensure any new works are documented
2. Provide visitors to the reserve with opportunities to understand the cultural heritage of the place
  - a. Include interpretive signage at each building describing its history and functions, and at other appropriate locations around the Showground
  - b. Prepare a display relating to the history of the Showground, possibly in the Agricultural Pavilion



Table 8. Gradings of significance of various Showground elements (from Conservation Management Plan by Otto Cserhalmi &amp; Partners, 2003)

Item	Significance <sup>2</sup>
<b>The Main Showground</b>	
Access entry and exit at Junction Street including the Inter-War Castellated Gateway (War Memorial Gates)	Exceptional
Access entry and exit at Worrigeer Street	Considerable
The form and perimeter of the main oval	Considerable
Trotting track and inner rail	Some
Oval fence and seating	Some
Woodchop Arena	Neutral, but awkwardly placed on Junction St axis
Judging Tower Woodchop Arena	Intrusive
Hanging Rock Lookout	Exceptional
Entries to Ben's Walk	Considerable
Trees generally	Considerable
Line of "Hill's" Figs	Considerable
The Federation Pavilion (original)	Exceptional
The Federation Pavilion (later alts, addits.)	Neutral
Victorian Masonry Gate and Toilet	Considerable
Victorian Fountain (Monaghan's Memorial)	Considerable
Poultry Pavilion	Intrusive
Changerooms (Warriors)	Intrusive
Female Toilet	Little
Caretaker's House	Some
Dog Club	Neutral
Nowra Croquet Club and Green	Little
Fibro Commentary Box south side of oval	Intrusive
<b>Added Area</b>	
Playing field configuration	Some
Community Youth Centre	Intrusive
Disused netball courts	Intrusive
Moveable platform	Intrusive
Trees generally	Considerable
<b>Horse and Cattle Area</b>	
Timber /steel framed horse and cattle stalls	Considerable
Associated fencing to cattle area	Considerable
Cattle Judging Ring	Considerable
Judging Shed	Some
Publican's Bar	Intrusive
Store shed	Intrusive
Horse trough	Neutral
Stone loading ramps	Considerable
Fenced yards	Some
Trees generally	Considerable
<b>Views and Vistas</b>	
Views to Cambewarra Mountain, over Shoalhaven River and to west and south west from land above cliffs along western edge of showground	Exceptional
Views east to Nowra and coastal land from high ground above Added Area	Considerable
Glimpses to the east of Nowra and coastal land from the top of Junction Street and from Worrigeer Street entry gates	Some

<sup>2</sup> Refer to Conservation Management Plan for explanation of grading of significance.

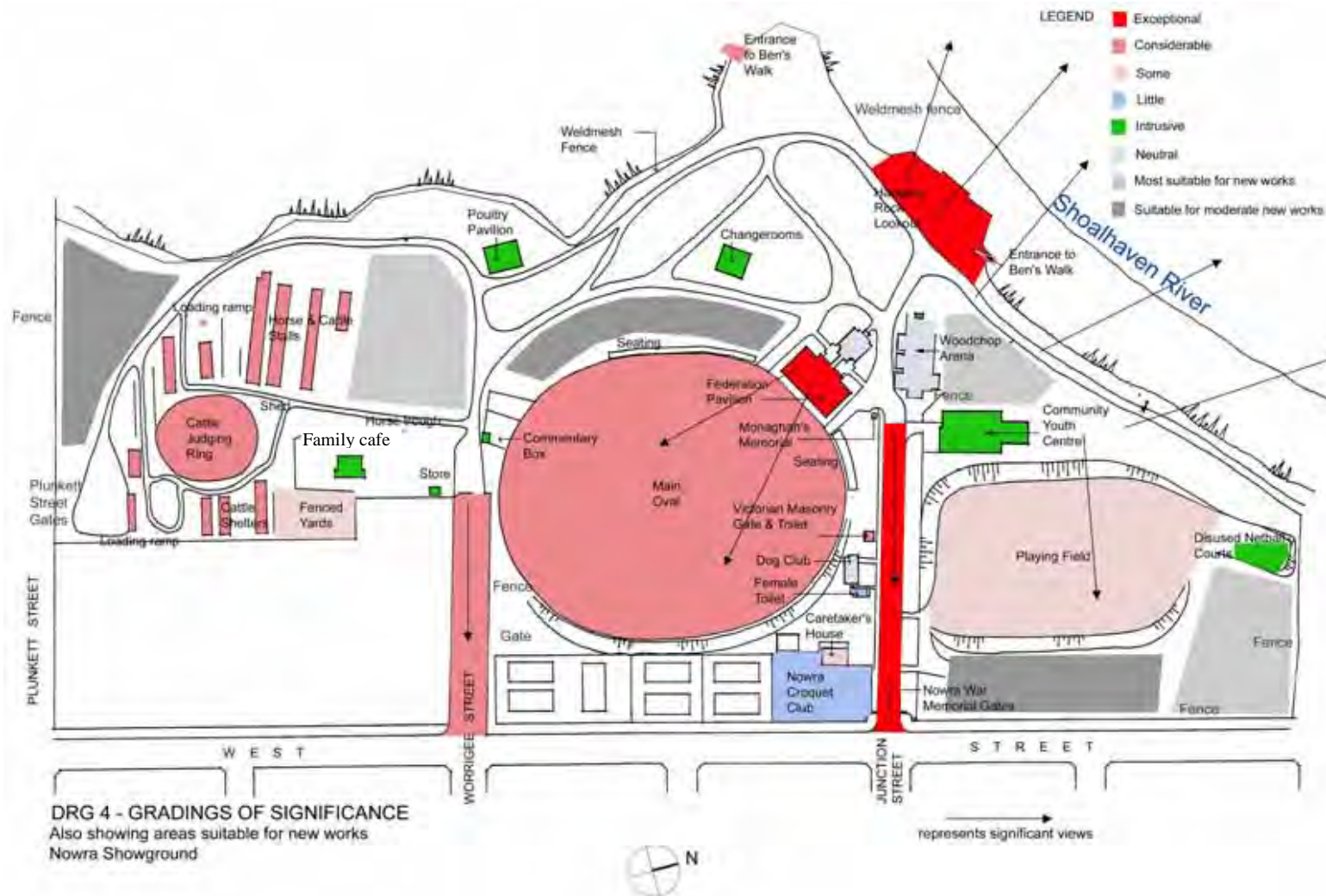


Figure 16. Gradings of significance of various Showground items from Conservation Management Plan, Otto Cserhalmi & Partners

## ***Appendix 1. Legislative & Policy Framework***

The management of public land requires compliance with existing government legislation and policy. The main aspects of current legislation and policy affecting the management of the Nowra Showground are outlined below.

The Crown Lands Act 1989 and the Local Government Act 1993 are most significant. Both of these stress the conservation of natural resources and their management in an ecologically sustainable manner, while at the same time, providing appropriate opportunities for public use.

### *Crown Land, the Reserve System and Trust Management*

The Crown Lands Act 1989 governs the planning, management and use of Crown land, including provisions to reserve or dedicate lands for a prescribed public purpose and for leasing and licensing. The collection of Crown land which has been set aside for a public purpose is called the Crown reserve system.

The Department of Lands, together with reserve trusts appointed by the Minister, is responsible for the administration and management of the Crown reserve system. The Minister has appointed Shoalhaven City Council as manager of the Nowra Showground (R580011) Reserve Trust.

### How Can Crown Land Be Used?

Uses and activities on land dedicated for public purposes are broadly defined by the public purpose of the dedication, in conjunction with any conditions and provisions within the specific zoning in council's local environmental plan. Use of the land must be consistent with the public purposes for which the land is dedicated (in this case Public Recreation, Showground, Racecourse, Athletic Sports and Camping; so, for example, a housing development would not be allowed).

In addition, case law judgements influence the policy and practice of the Department of Lands and the Trust Manager. The body of case law which helps define acceptable uses and activities on public recreation reserves provides the following guidance:

- Improvements and developments are confined to those which support, or are ancillary to, the public purpose of the dedication;
- Land reserved or dedicated for public recreation must be open to the public generally as a right. The public may only be restricted from access to parts of the reserve and buildings thereon, if it is necessary for the public's enjoyment of the reserve to be excluded, eg a workshop, equipment storage or operational facilities;
- Right of access does not mean entirely free access. Reasonable entry fees and charges (eg, to the annual show) may be imposed as well as other legal constraints to entry, such as those relating to health and safety;

- Use of the reserve must be consistent with the public purposes for which the land is dedicated or reserved.
- A lease or licence must be consistent with the reason or purpose of the land's reservation or dedication.

Under the changes introduced by the Crown Lands Legislation Amendment Act 2005, a reserve may be authorised to be used for a purpose which is additional to the purpose for which the land was reserved or dedicated, if the new purpose is generally compatible with the existing purpose, consistent with the principles of Crown land management and in the public interest.

Additional uses of Crown reserves can be authorised by a plan of management or by order of the Minister. In both cases, the Minister for Lands will consult with the reserve trust managing the reserve and with any other Minister who has an interest in the reserve.

### **INFORMATION FOR TRUST MANAGERS IN RESPECT OF COMMERCIAL LEASE OR LICENCE ARRANGEMENTS ON CROWN RESERVES**

The following describes the general principles which a reserve trust manager needs to take into consideration when negotiating commercial lease or licence proposals on Crown reserves:

- Leases or licences for commercial purposes can only be granted where the commercial activity is consistent with the purpose for which the reserve was dedicated or reserved (unless special Ministerial approval is granted) and should not overpower or dominate the reserve.
- Commercial leases/licences on Crown reserves should be established by a fair, open, impartial and transparent process and provide optimum environmental, social and economic returns from such use of the reserve for the people of NSW.
- Appointed Trust Managers must be able to demonstrate that they have met their responsibility to the people of NSW of ensuring that the best possible result will be realised from the lease arrangement.
- Other than where special circumstances exist, opportunities to lease/licence public reserves should be decided by a competitive process. The Independent Commission Against Corruption (ICAC) advises public sector organisations against entering into negotiations which bypass a competitive process on the basis that direct negotiations can lack openness, fairness and accountability, and may result in outcomes which deliver less than the best outcome for the community. Accordingly, the Department of Lands has a responsibility when considering the granting of consent under sections 102 & 103 of the Crown Lands Act 1989 to ensure that the best possible outcome has been obtained by the reserve trust.
- Where public tendering is not to be used to identify a suitable lessee, then there needs to be a clear account of how alternative processes serve the public good. This account would need to demonstrate openness, fairness and accountability.

- NSW Treasury directions require that any commercial use of State owned public lands realise the best possible financial return.

## NOTE

ICAC guidelines suggest that a public competition process would avoid the following problems:

- Any public perception that the trust is not getting the best possible deal for the public
- Opportunity for corruption in direct dealings with current lessee
- Reduced opportunity to discover new or innovative ideas
- Possible lack of transparency and accountability in the process
- Lack of opportunity to test value for money

In accordance with these guidelines the overall objectives of a Crown reserve trust when negotiating commercial lease/licence arrangements should be to:

- Obtain the best value for money through a fair and impartial process
- Minimise the level of risk for the trust
- Minimise the opportunity for corrupt conduct
- Obtain the best environmental, social and economic outcome for the public

## *Crown Lands Act 1989*

### Section 10 Objects of Act

The objects of this Act are to ensure that Crown land is managed for the benefit of the people of New South Wales and in particular to provide for:

- (a) a proper assessment of Crown land,
- (b) the management of Crown land having regard to the principles of Crown land management contained in this Act,
- (c) the proper development and conservation of Crown land having regard to those principles,
- (d) the regulation of the conditions under which Crown land is permitted to be occupied, used, sold, leased, licensed or otherwise dealt with,
- (e) the reservation or dedication of Crown land for public purposes and the management and use of the reserved or dedicated land, and
- (f) the collection, recording and dissemination of information in relation to Crown land.

### Section 11 Crown Land Management Principles

The principles referred to in (b) and (c) above are:

- (a) that environmental protection principles be observed in relation to the management and administration of Crown land,
- (b) that the natural resources of Crown land (including water, soil, flora, fauna and scenic quality) be conserved wherever possible,
- (c) that public use and enjoyment of appropriate Crown land be encouraged,
- (d) that, where appropriate, multiple use of Crown land be encouraged,
- (e) that, where appropriate, Crown land should be used and managed in such a way that both the land and its resources are sustained in perpetuity, and
- (f) that Crown land be occupied, used, sold, leased, licensed or otherwise dealt with in the best interests of the State consistent with the above principles.

### Section 112 Preparation of draft plan of management

- (1) The Minister may cause a draft plan of management to be prepared for a reserve.
- (2) A reserve trust may with the Minister's consent, and if the Minister so directs shall, prepare a draft plan of management for the reserve.
- (3) If the Minister directs a reserve trust to prepare a draft plan of management, the reserve trust shall:
  - (a) prepare it within the time directed by the Minister, and
  - (b) forward a copy of it to the Minister.
- (4) A draft plan of management prepared by a reserve trust shall include provision for such matters as the Minister requires.

### Section 113 Referral of draft plans

- (1) If a draft plan of management for a reserve is prepared, the Minister:
  - (a) shall refer a copy of it to the reserve trust for consideration (unless it was prepared by the reserve trust),
  - (b) may refer a copy of it to any other person for consideration, and
  - (c) shall place a copy of it on public display for not less than 28 days or shall direct the reserve trust to place a copy of it on public display for not less than 28 days.
- (2) Any person may make representations concerning the draft plan to the Minister within the time allowed by the Minister.
- (3) The Minister shall consider any such representations before adopting the draft plan.

### Section 114 Adoption of plan

- (1) The Minister may adopt a plan of management for a reserve without alteration or with such alterations as the Minister thinks fit.
- (2) If a plan of management is adopted:
  - (a) the reserve trust shall carry out and give effect to it, and
  - (b) no operations may be undertaken on or in relation to the reserve unless they are in accordance with the plan.

### *Crown Lands Regulation 2000*

#### Clause 35 Notification and public comment on draft plans of management

(1) This clause applies to a plan of management under Division 6 of Part 5 of the Act that is required (before its adoption by the Minister) to be placed on public display.

(2) The Minister is required to cause notice of a plan of management to be published in:

- (a) the Gazette, and
- (b) a newspaper circulating in the locality in which the land concerned is situated or in a newspaper circulating generally in the State.

(3) Any such notice must:

- (a) invite representations from the public concerning the plan, and
- (b) specify the place and time at which the plan may be inspected by the public, and
- (c) specify the period (being not less than 28 days) within which any representations may be made and the person to whom they are to be sent.

### *The Local Government Act, 1993*

The purposes of this Act are as follows:

- (a) to provide the legal framework for an effective, efficient, environmentally responsible and open system of local government in New South Wales,
- (b) to regulate the relationships between the people and bodies comprising the system of local government in New South Wales,
- (c) to encourage and assist the effective participation of local communities in the affairs of local government,
- (d) to give councils:
  - the ability to provide goods, services and facilities, and to carry out activities, appropriate to the current and future needs of local communities and of the wider public
  - the responsibility for administering some regulatory systems under this Act
  - a role in the management, improvement and development of the resources of their areas,
- (e) to require councils, councillors and council employees to have regard to the principles of ecologically sustainable development in carrying out their responsibilities.

The Local Government Act 1993 includes a range of requirements on the management and use of public land. The community land provisions of the Act and Regulation apply to the Horse and Cattle Area of Nowra Showground, between Worrigea and Plunkett Streets.

The Local Government Act 1993 also considers acts of vandalism in public places (eg. injuring plants and animals or defacing property) and gives Councils the power to establish and enforce alcohol free zones.

## *NSW Environmental Planning & Assessment Act 1979*

The EP&A Act has the following objectives:

- to encourage the proper management, development and conservation of natural resources for the purpose of promoting the social and economic welfare of the community and a better environment
- the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities and their habitats.

### **Environmental assessment**

Environment assessment must be carried out for any proposed development or activity. Those uses of the reserve that require development consent are subject to environmental assessment under Part 4 of the EP&A Act. Environmental assessment under Part 5 of the EP&A Act must also be carried for proposed activities that do not require development consent.

### **Local Environmental Plan**

Any land use proposed for an area must be consistent with the zoning that is applied to the land by Council's Local Environment Plan prepared under Part 3 of the EP&A Act. Most of the Nowra Showground is zoned 6 (a) (Open Space – Recreation).

## *Shoalhaven City Council Recreation Strategy (1999)*

Council adopted a Recreation Strategy in late 1999 which aims to

*“Improve the quality of life in the Shoalhaven by creating a diversity of recreation opportunities whilst protecting and enhancing the natural and built environment”*

The Recreation Strategy identifies a range of actions to meet this goal, based on the following:

The provision of recreation facilities, programs and services is to:

- be based upon an assessment of current and future needs
- be realistic in terms of Council's (and the community's) ability to operate and maintain them



- ensure the achievement of equity of opportunity for all individuals and groups within the city, regardless of age, ability, ethnicity or economic capacity
- avoid unnecessary duplication of opportunities
- be based upon efficiency, quality and continuous improvement principles and approaches
- be based upon meaningful community consultation
- incorporate resource sustainability practices and principles
- incorporate best practice risk management processes to reduce public risk
- include the encouragement and support of community and commercial initiatives in the provision and management of recreation opportunities

### *Food and Beverage Outlets on Crown Reserves, 2001*

This policy provides guidance for assessing food and beverage outlets that may be acceptable and those that may not be acceptable on Crown reserves. In determining whether a proposal is appropriate the following criteria should be applied:

- The facility should enhance the public use of the reserve and not become the main focus of the reserve;
- The integrity of the reserve in terms of its public purpose and environmental qualities should be preserved; and
- The public's right of access to the reserve should be preserved.

The current Policy groups food and beverage outlets into 5 categories (see below) that are to be applied to the reserves as follows:

- Categories i to iii may apply to all public purposes where food and beverage outlets are an acceptable use.
- Categories iv and v may apply to public purposes where food and beverage outlets are an acceptable use other than: Arboretum; Public Park; Public Recreation; Public Recreation and Coastal Environmental Protection; Public Recreation, Conservation and Mineral and Petroleum Exploration.

Categories of Food and Beverage Outlets that may be acceptable on Crown Reserves:

- i. Kiosks that provide snacks, packaged and prepared light foods with non-alcoholic beverages to take away are an acceptable use on public purpose reserves, where they are ancillary and supportive of the use of the reserve.
- ii. Refreshment rooms, cafes and coffee shops which serve snacks, light meals and beverages to take away or to be consumed on the premises are acceptable uses on public purpose reserves, where they are ancillary and supportive of the use of the reserve.

- iii. A bistro, brasserie or restaurant that serves light to substantial meals with beverage to be consumed on the premise, is an acceptable use on public purpose reserves where they are ancillary and supportive of the use of the reserve.

Categories of Food and Beverage Outlets that may not be acceptable on Crown Reserves:

- iv. Major fast food operations that essentially service a passing trade rather than reserve users and cannot be regarded as ancillary to the reserve; and
- v. Restaurants that serve only substantial meals; contain a bar area that precludes the under 18 age group; or essentially service a passing trade rather than reserve users and cannot be regarded as ancillary to the reserve.

### *Wedding Receptions On Public Parks*

Adopted 22/07/03 – Minute 03.964 – File 03/6320

Council's policy for wedding receptions on parks is as follows:

- a) Sufficient notice be provided to allow for the processing of a development application that includes adequate consultation with neighbouring residents.
- b) Development Applications will not be supported for popular locations – especially during peak visitation – where a conflict between casual users and a wedding is possible.
- c) Development Applications will not be supported for locations that are substantially overlooked by residences or for those locations where a large marquee would be overly dominating of view lines.
- d) Although exclusive use of a specific area might be approved, no fencing or other structural barriers shall be permitted.
- e) A specific fee for events requiring development consent shall be established. It is proposed that such fee be \$220, plus GST, per day.
- f) The fee shall apply for each day the reserve is required for setting up and dismantling of structures.
- g) A bond of \$1,000 shall be required to protect Council from damage to the reserve or necessary clean up following the event.

## **Appendix 2. Fees and Charges for 2006/7**

### **Pavilion, Committee Room, Small Meeting Rooms**

Community Regular Hire  
Pavilion \$20.00 per hour - minimum 2 hours  
Committee room \$15.00 per hour or part  
Small meeting rooms \$10.00 per hour or part

Community Casual Hire  
Committee room \$25.00 per hour or part  
Pavilion \$30.00 per hour - minimum 2 hours  
Small meeting rooms \$15.00 per hour or part

Community Function Hire  
Includes Weddings, Conventions, Conferences, Balls and Exhibitions  
Bump in/out (not on day of event) charged at Community Casual Hire Rate  
Committee Room \$200.00 per day  
Pavilion \$240.00 per day  
Small meeting rooms \$110.00 per day

Commercial Hire  
Committee Room \$36.00 per hour or part  
Pavilion \$45.00 per hour - minimum 2 hours  
Small meeting rooms \$25.00 per hour or part

All Users  
Bond for use In case of cleaning/damage etc Refundable N/A N \$100.00 minimum - determined by Booking Officer  
Cupboard space At the client's own risk available on application  
Cleaning charges \$35.00 per event

### **Nowra Communal Hall (Youth Club Hall)** Run by Management Committee

Hall Hire  
General Hire No removal of equipment or access to canteen \$6.00 per hour  
Daily Rate No removal of equipment or access to canteen \$70.00 per day  
Weekend rate No removal of equipment or access to canteen \$140.00 per weekend

Canteen Hire  
Canteen Hire - Daily rate \$36.00 per day  
Canteen hire - Weekend rate \$72.00 per weekend

Back Kitchen and Rooms Hire  
Daily rate \$40.00 per day  
Weekend rate \$80.00 per weekend

Toilets Only  
Daily rate \$25.00 per day  
Weekend rate \$50.00 per weekend

### **Added Area**

Community rate \$120.00 per day  
Community rate \$60.00 per half day up to 4 hours  
Commercial rate \$595.00 per day or part

### **Accommodation - Camping/Stabling**

Group bookings of 5 or more sites incur a 30% discount  
Stables \$10.00 per horse/cattle per night/per stable  
Unpowered site \$8.00 per person/ night  
Powered site \$11.00 per person/ night

### **Floodlighting - Added Area**

Community rate \$6.50 per hour or part  
Commercial rate \$12.50 per hour or part

### **Floodlighting - Main Oval**

Community rate - Rugby League Field only - Stage 1 \$10.00 per hour or part  
Community rate - Rugby League Field only - Stage 2 \$19.50 per hour or part  
Community rate - Entire Oval - Stage 1 \$14.50 per hour or part  
Community rate - Entire Oval - Stage 2 \$29.00 per hour or part  
Commercial rate - Rugby League Field only - Stage 1 \$19.50 per hour or part  
Commercial rate - Rugby League Field only - Stage 2 \$39.00 per hour or part  
Commercial rate - Entire Oval - Stage 1 \$29.00 per hour or part  
Commercial rate - Entire Oval - Stage 2 \$58.00 per hour or part

### **Main Oval**

Community rate - Includes Kiosk, PA, Grandstand, change rooms \$90.00 per hour or part  
Community rate - Includes Kiosk, PA, Grandstand, change rooms \$494.00 per day  
Commercial rate - Includes Kiosk, PA, Grandstand, change rooms \$238.00 per hour or part  
Commercial rate - Includes Kiosk, PA, Grandstand, change rooms \$1,309.00 per day

### **Designated Areas - Cattle Judging Ring, Family Cafe, Kiosk, Poultry Pavilion, Secretary's Office and Woodchop Area**

Commercial rate \$120.00 per day or part  
Community rate \$60.00 per day or part

### **Entire Showground Hire (excluding Youth Hall)**

Community rate Multiple use of indoor/outdoor facilities for an event \$1,199.00 Per day  
Commercial Multiple use of indoor/outdoor facilities for an event \$2,464.00 Per day



### ***Appendix 3. Signage Designs***









## ***Appendix 4. Consultation***

Adequate consultation is essential when developing a Plan of Management, so that community values and issues can be identified. Community values are the attributes that make something, for example a park, important to the community as a whole. Values tend to change little over time and to be broad in nature. Issues, or problems, are those things that need to be dealt with in order to protect values. The values used to develop the Basis for Management for Nowra Showground came from two main sources:

- those specific to the reserve identified through a community survey and many discussions held with key stakeholders,
- those more broad values for parks in the Shoalhaven that were identified in 1996, when Council undertook a Recreation Study to identify community values, needs, expectations and levels of satisfaction with respect to recreation facilities and services in the Shoalhaven.

These are described further in the following sections.

### *Recreation Study*

The results of the Recreation Study formed the basis of the Shoalhaven Recreation Strategy (1999). The community values for Parks reflected in the Recreation Strategy that have been used as a basis for management in this plan are set out below.

### Social Values

For hundreds of years, parks have been incorporated in the design of residential and urban settlements. The planned inclusion of parks in urban design over this time demonstrates how integral parks are to the quality of life that is experienced by the community they serve.

Parks provide a sense of spatial relief in built up environments; they provide opportunities for socialisation (for all age groups) and contribute to the local identity of an area.

### Recreational Values

Recreation is becoming an increasingly important value for individuals and the wider community as people are realising the benefits of recreation in achieving quality of life. One of the most important functions of parks is to provide recreation opportunities to the community.

The recreational value of parks is enhanced when a broad range of high quality opportunities are provided, which are capable of meeting the needs of the majority of the population. These opportunities include physical activity,

relaxation, solitude and socialisation depending on the individual nature of the park, and the needs of the individual.

### Health Values

Parks contribute to the health and well being of the community. The provision of open space and expanses of vegetation improve air and water quality and provide a visual relief from developed environments.

Particularly in areas where there is high housing density and small allotment sizes, parks provide an opportunity to enjoy the outdoors in a safe and stimulating environment. The presence of play equipment, walking trails and the like also allow for the community to participate in locally based, no-cost physical activity.

### Environmental Values

Parks make up a significant proportion of the Shoalhaven's reserve network and as such, are valued highly by the community for the open space they offer and for the functions this space performs. As previously mentioned, the presence of parks and the associated vegetation allows for improvements to air and water quality. Parks also provide habitat for native wildlife and allow for the protection of biodiversity. When parks are developed within a connective open space system, they can also act as wildlife corridors, which are essential to maintain the genetic biodiversity of native flora and fauna.

The preservation and enhancement of these areas is of paramount importance in maintaining the lifestyle enjoyed in the Shoalhaven.

### Economic Values

The economy of the Shoalhaven is particularly dependent on tourism. Tourism NSW states that the Shoalhaven is the second most popular tourist destination in the state (after Sydney). In 1999, it was estimated that the direct expenditure of tourists in the Shoalhaven was \$250 million. Much of this visitation and expenditure is based on the natural environmental beauty of the Shoalhaven and the diverse range of recreational opportunities this environment provides.

Due to their location and the diverse range of recreational opportunities available, parks are extremely popular with visitors to the Shoalhaven. The economic value of well-appointed and maintained parks is integral to the overall economy of the area.

## *Nowra Specific Consultation*

### Stakeholder Discussions

Discussions have been held with key stakeholders, including members of:

- Central Shoalhaven Homing (Pigeon) Society
- Nowra Athletics Club
- Nowra Cricket Club
- Nowra Croquet Club
- Nowra Gymnastics Club
- Nowra Poultry Club
- Nowra Show Society
- Nowra Warriors Rugby League Football Club
- Shoalhaven Auskick
- Shoalhaven District Tennis Association
- Shoalhaven Dog Training Club
- Shoalhaven Historic Vehicle Club
- Shoalhaven Rodeo Association
- Shoalhaven Twilight Cricket Association

### Invitation to Comment and Community Survey

In June 2006, a media release was distributed widely, inviting comment. A survey form was included in the “South Coast Register” and the “Shoalhaven and Nowra News” which is distributed free throughout Nowra and surrounding areas. It was also sent directly to 50 stakeholders and was available on Council’s internet site. A copy of the survey is on the following pages. 38 responses were received. The content of all responses was considered when the draft Plan of Management was being developed.

### Community Workshop

On 31 August 2006, a community workshop was attended by 38 people, including representatives of a number of user groups. The purpose of the workshop was to get ideas from Showground users on the draft landscape masterplan and the following specific management issues:

- Poultry Pavilion
- New Uses – Woodchop, Cattle Ring, etc
- New Commentary Box and Viewing Area
- User Groups New Facilities
- Roads, Paths and Landscapes
- Dogs
- Management of the Showground

### Consultation within Council

Discussions were held with Council staff members that have a role in the management of the Showground, either individually or at a staff workshop held on 7 August 2006.

Councillor briefings were held on 18 September 2006, 26 April 2007 and 5 July 2007. A site inspection with Councillors was held on 12 October 2006.

### Exhibition of Draft Plan of Management

In accordance with the provisions of the Crown Lands Act 1989 and the Local Government Act 1993, a draft of this Plan of Management was exhibited for public comment from 5 September to 17 October 2007. The exhibition was advertised in the South Coast Register, the Nowra News and the NSW Government Gazette. The draft Plan was available for viewing on Council's internet site and at the Nowra Library, Council's Nowra Administration Centre and the Department of Lands' Nowra Office. Copies of the draft Plan were sent to the Nowra Show Society and a copy was also made available to other Showground user groups at the Youth Club Hall Gymnasium. Notices were sent to thirty five (35) Showground user groups and individuals that had participated in the preparation of the draft Plan. Submissions were received from the Nowra Show Society Inc, Shoalhaven Historic Vehicle Club Inc and three from residents of Nowra. Submissions included a number of positive comment and expressed support for the Plan as a whole. The plan was subsequently adopted with the following amendments:

- (i) include an action to hold discussions with the Nowra Show Society and other Showground users over ways in which the fig tree roots can be protected from vehicles whilst allowing for show time activities in the area
- (ii) delete the potential site for the Poultry Pavilion in Precinct 1 adjacent to the Worrigea Street entrance
- (iii) accurately reflect the tenure of the land between Worrigea and Plunkett Streets, if necessary based on advice received from the Department of Lands
- (iv) more clearly and more fully describe the role and contribution of the Nowra Show Society
- (v) propose the creation of a dog off leash area north of the Worrigea Street entrance, with the stockyard area to be designated a dog on leash area
- (vi) include an action to hold discussions with the Nowra Show Society to designate a sand stockpile area for the Show Society that is not under the drip line of trees
- (vii) change the captions on photos in Precinct 7,



**You can help plan for the future of the Nowra Showground by filling out this survey and returning it to Council by 24<sup>th</sup> July 2006.**

You can drop it in or mail it to Shoalhaven City Council, PO Box 42, Nowra 2541, or fax it to 4429 3160. If you would prefer to submit it via the internet, the form is available at <http://shoalhaven.nsw.gov.au/council/pubdocs/communityissues>. If you need more information, please call Peter Dalmazzo on 4429 3380. File reference 32149.

The Nowra Showground is well recognised as a focal point for community recreation, celebrations and interaction. The Nowra Showground is operated directly by Council, unlike the other three Shoalhaven showgrounds which have user-based management committees.

The reason for preparing a Plan of Management is to provide a framework on which day to day management and operational decisions can be based. The Plan of Management will aim to protect the Showground's special values and will describe ways that it can best be used, conserved, developed and managed for the community into the future.

The planning process provides an opportunity for broad community input and an opportunity to take a holistic view, considering everyone's needs.

Privacy Notification: The information requested below is being collected by Shoalhaven City Council and will be used by Council and NSW Government officials to assist in the preparation of a Plan of Management for Nowra Showground. The provision of this information is voluntary and you may apply to Council for access to or amendment of the information at any time.

---

Please provide your details so we can contact you to get more information if needed:

Name:.....

Organisation:.....

.....

Address:.....

Telephone:..... E-mail:.....

---

1. How do you use the Nowra Showground?

2. When do you use the showground? Is your use regular (eg same time every year or every week) or casual?

3. Which areas of the Showground and what facilities do you use?

4. Do you make a booking before you use the Showground? Yes or No
5. Describe what is special to you about the Nowra Showground?

6. What uses do you think are appropriate at the Nowra Showground? Why?

7. What uses do you think are not appropriate at the Nowra Showground? Why not?

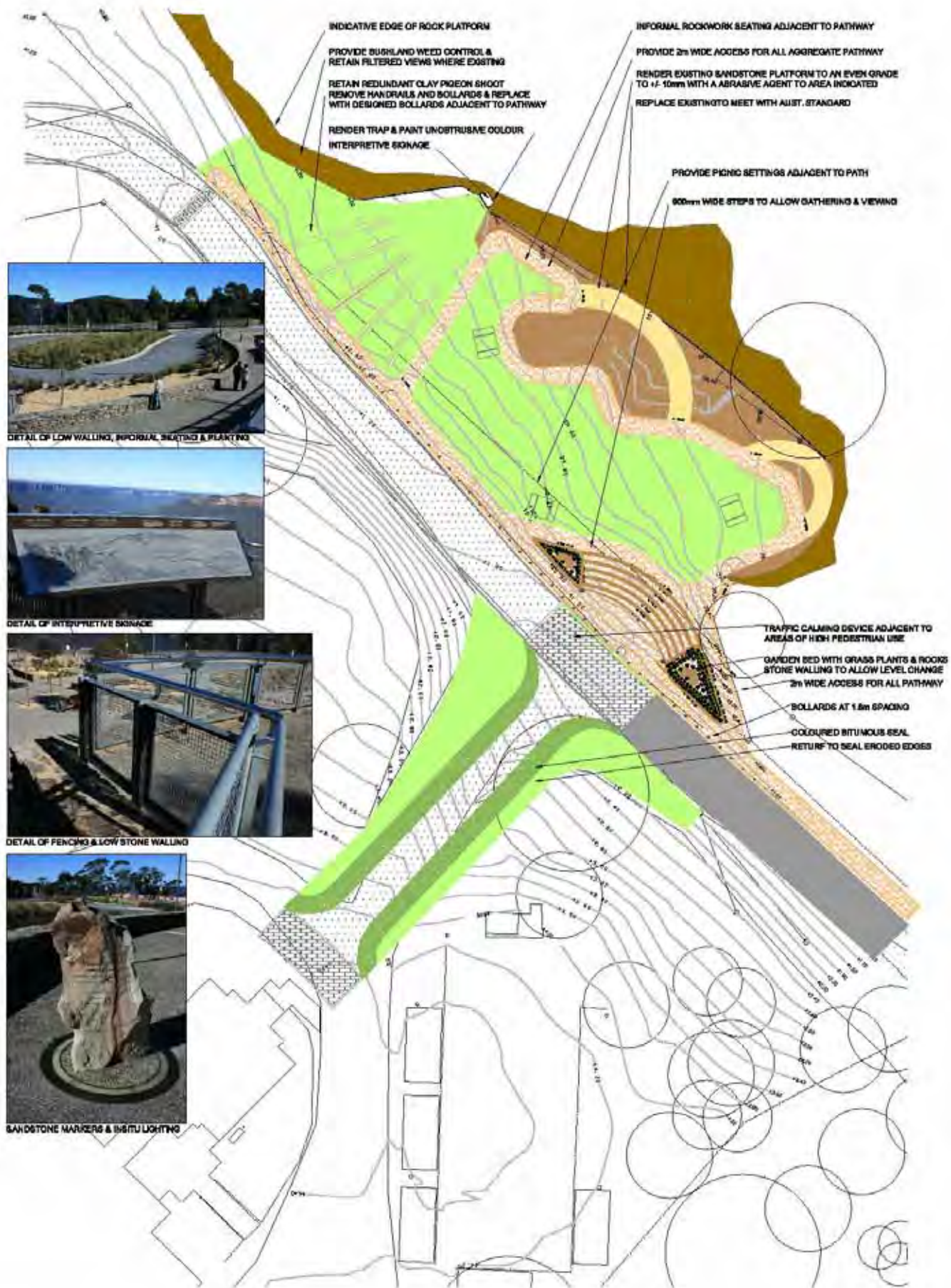
8. What problems, if any, have you had in using the Showground?

9. How do you think the Nowra Showground could be improved?

## ***Appendix 5. Hanging Rock Picnic Area Design***











## LEGEND

	PEDESTRIAN PATHWAY
	SEALED ROAD
	TURF
	MULCH
	NEW STRUCTURES
	FILTERED VIEWS
	UNOBSTRUCTED VIEWS
	EXISTING GRAVEL TRACKS

## PLANTING PALETTE

	FICUS HILLII, FICUS OBLIQUA, FICUS RUBIGINOSA OR FRAXINUS RAYWOODII
	MAJESTIC ICONIC LONG LIVED TREE/PALM TO ENHANCE FOCAL POINTS
	LOPHOSTEMON CONFERTUS TO REINFORCE STREETSCAPE AND SHOWGROUND PERIMETER
	XEROPHYTIC PLANTS TO BE CLIPPED IN A FORMAL LOW HEDGE, STRAPPY CLUMPING LOW WATER/LOW MAINTENANCE PLANTS PLANTED IN FORMAL GROUPINGS, SMALL SHADE TREES
	EXISTING TREES TO BE RETAINED

# PRECINCT IDENTIFICATION PLAN

(Plan Ref 1173.26)





# PRECINCT 1

## Horse, Cattle and Poultry Area

(Plan Ref 1173.27)



### Design Principles and Actions

1. Plunkett Street entryway. Upgrade low key pedestrian gate for year-round access. Retain vehicle gates for use during show time and other authorised times.
2. Replace existing cyclone wire fence with 1.8m, black, powder-coated, security fence. Plant additional trees to define edge of showground.
3. Retain existing unsealed road for authorised use only.
4. Improve road near Family Café building and provide truck turning area.
5. Provide dedicated parking for poultry pavilion. In short term maintain current pavilion. See also note 6, Precinct 6.
6. Remove weeds and undertake bush regeneration outside boundary fence. At end of life span fence to be replaced with black chain wire mesh fence.
7. Install a post and rail fence along extension of Worrigee St to restrict unauthorised vehicle access to horse and cattle area. Provide year-round pedestrian openings.
8. Area where additional storage facilities for community groups could be located.
9. Retain service access to water tower.
10. Hold discussions with the Nowra Show Society to designate a sand stockpile area for the Show Society that is not under the drip line of trees.
11. Retain stand of Coral Trees, including significant layout of the planting rows between the cattle stands. Maintain trees to keep safe.
12. Upgrade Worrigee Street entryway for pedestrian and vehicle year-round access.



# PRECINCT 1

## Horse, Cattle and Poultry Area

(Plan Ref 1173.27)

### Uses throughout the year

- pedestrians walking through from Plunkett St
- people relaxing under trees
- occasional camping and resting with horses
- occasional cattle show
- camping
- storage sheds

### Uses at Show time

- horse and cattle yarding
- cattle showing and judging
- camping by horse owners/riders
- poultry exhibition
- family café
- marshalling area

### Issues

- damage caused by vehicles
- poor or no topsoil in some areas
- pedestrian gateway dilapidated
- visually intrusive building (poultry pavilion)



Trees



Commentary box



Horse area



Poultry



Poultry



Show horse wash



Poultry and side shows



Show horse floats



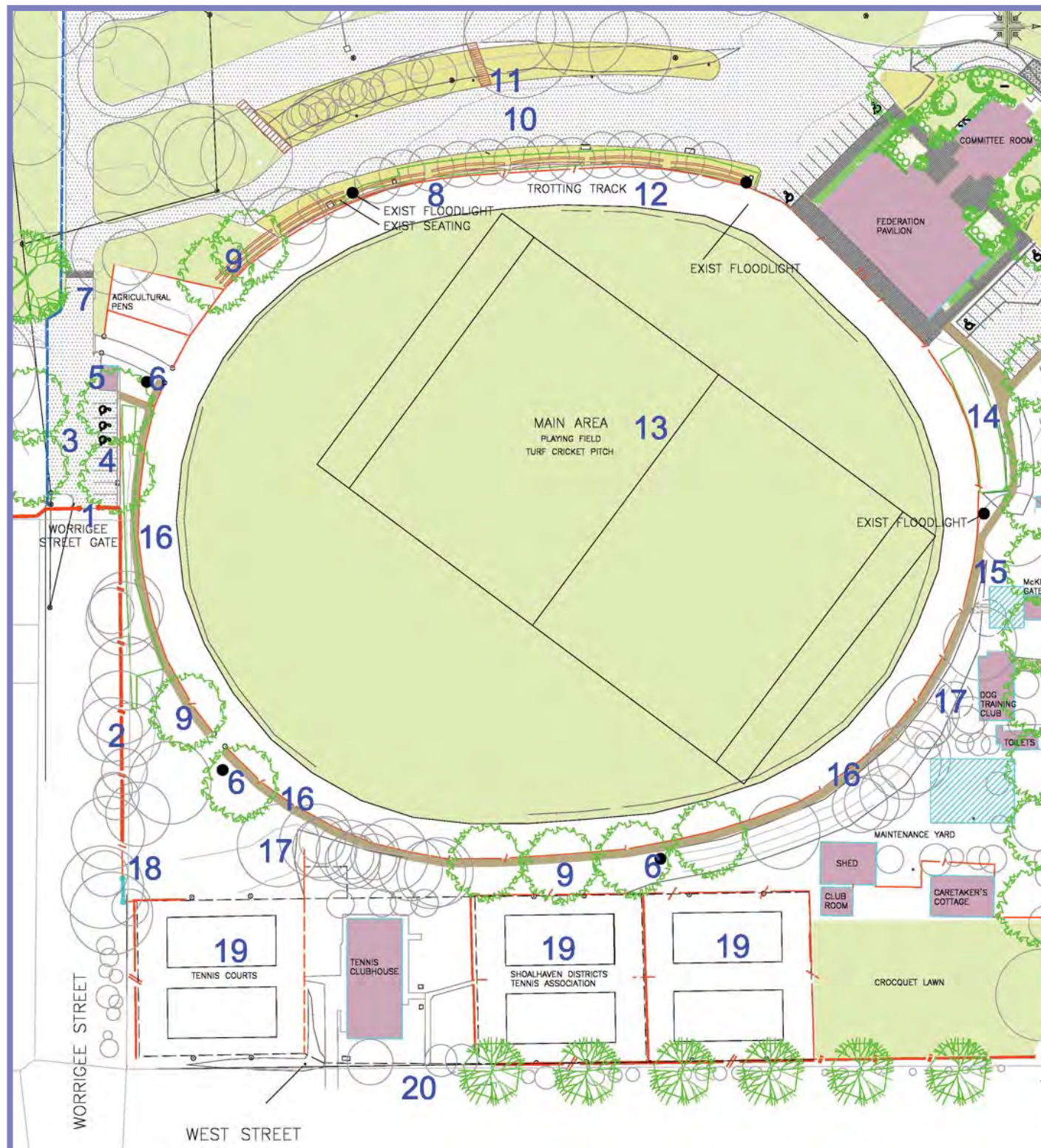
Tree with sand



# PRECINCT 2

## Main Arena and Surrounds

(Plan Ref 1173.28)



## Design Principles and Actions

1. Upgrade Worrigee Street entryway for pedestrian and vehicle use year-round access.
2. Replace existing cyclone wire fence with 1.8m, black, powder-coated, security fence.
3. Provide avenue planting of long-lived, stately trees such as *Ficus* sp (Fig tree, small leaved variety).
4. Formalise parking spaces near entry gate
5. Remove upper storey of existing commentary box and retain lower storey for show use.
6. Consider installation of additional floodlights for night sporting competitions when need arises.
7. Upgrade bitumen seal road surface, with rollover kerb and speed control measures.
8. Mulch and aerate under existing figs to improve vigour. Retain perimeter seating and extend southward.
9. Extend row of *Ficus* to edge of main arena.
10. Upgrade parking area, providing surface suitable for heavy vehicles and side shows. Hold discussions with the Nowra Show Society and other Showground users over ways in which the fig tree roots can be protected from vehicles whilst allowing for showtime activities in the area.
11. Mulch embankment to reduce compaction and restrict pedestrian access to stairs. Provide additional stairs.
12. Retain trotting track for vehicle use during show and other events and informal exercise by community.
13. Maintain high quality grass for field. Retain turf cricket pitch.
14. Retain perimeter seating.
15. Proposed new multipurpose building including commentary box and corporate viewing area above and cricket storage room on ground level. Restore McKenzie's Gate as entryway and relocate marble plaque.
16. Upgrade pathway around main arena. All weather surface.
17. Retain canopy trees. Remove some self sown plants to keep walking track clear.
18. Retain gate and maintain clear access for service and emergency vehicles.
19. Retain tennis courts and Clubhouse for use by Association and public.
20. Replace existing cyclone wire with black fence. Replace existing Cypress trees with *Lophostemon confertus* (Brush Box) to reinforce streetscape in West St.



# PRECINCT 2

## Main Arena and Surrounds

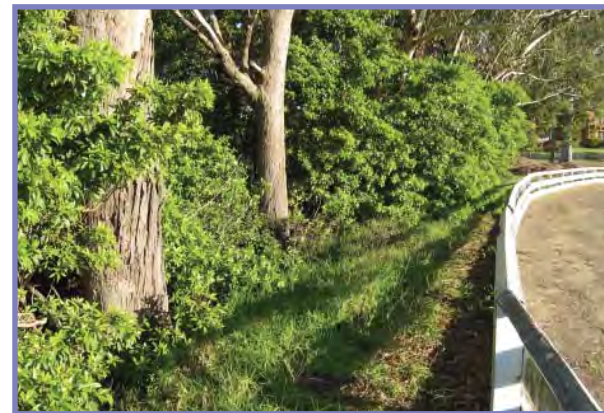
(Plan Ref 1173.28)

### Uses throughout the year

- pedestrian and vehicle access to:
  - » all of showground
  - » access to Pavilion
  - » access to seats beside
  - » Main Arena
  - » car parking
  - » tennis club
  - » senior sports (cricket, rugby)
  - » special events
  - » commercial expositions
  - » exercise/walking



Tennis Club



Understorey to be trimmed



Show main arena

### Uses at Show time

- show rings
- equestrian events
- rodeo
- grand parade
- side shows to west

### Issues

- speeding vehicles
- unsealed surface
- tie downs for side show tents
- seats under fig trees
- trotting track
- grass surface and vehicles on sportsfield



Walkers



Tennis courts



Worrige Street gates



Sideshows and fig trees



Seating North



Cars to be kept off field



Exercise



Main arena



Show seating North



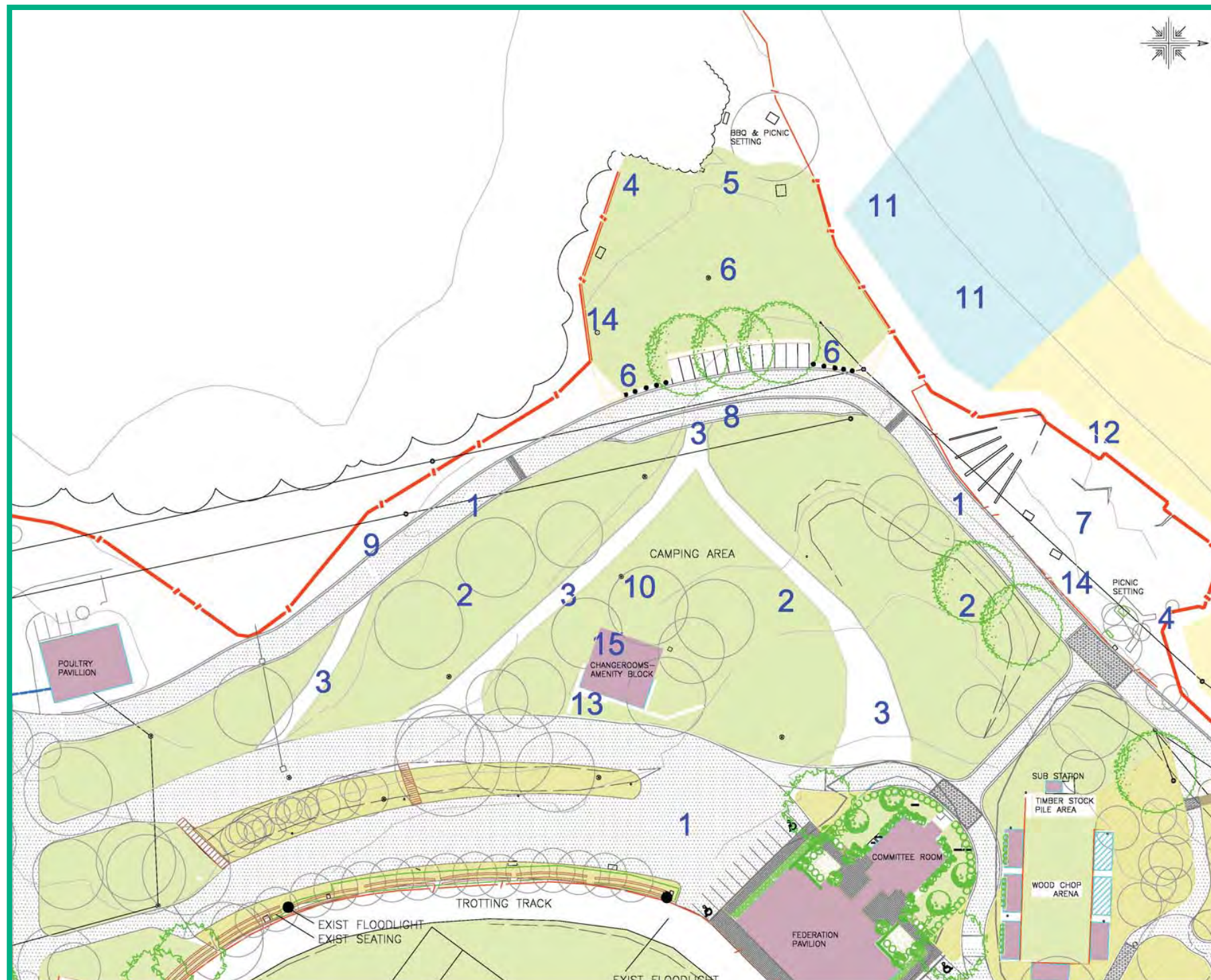
Show main arena



# PRECINCT 3

## Main Camping Area, Amenities Building and Picnic Areas

(Plan Ref 1173.29)



## Design Principles and Actions

1. Upgrade bitumen seal road surface, with rollover kerb and speed humps. Reinforce kerb where necessary for large vehicles.
2. Regrade camping area to increase area of level ground. Improve grass cover. Allow vehicle access for show activities, event parking and for campers. Ensure grass surface capable of supporting authorised heavy vehicles.
3. Consider bitumen sealing for internal gravel roads.
4. Ben's Walk South and North Entrances. Upgrade walking track entryway using similar palette of materials as all other gateways. Improve interpretive signage.
5. Ben's Walk Picnic Ledge. Retain barbecues and picnic facilities in rustic style. Remove existing log barriers.
6. Improve grass cover to expand picnic area by preparing and implementing turf management plan (decompaction, soil preparation, turf variety, maintenance). Provide roadside parking for picnickers. Landscape edge of road/car park to restrict general vehicle access. Allow vehicle access for show activities (removable bollards).
7. Hanging Rock Lookout and Picnic Area. See Appendix 5 (plan 1173.35) landscape design for upgrading this important area. Maintain view lines from committee room. Allow for pedestrian linkage with committee room. Include interpretive information about former trap shooting facility and features of view.
8. Allow for layback of bus parking outside view lines, but within walking distance of lookout.
9. Install new power outlets on western side of road for use during events, so that power leads do not have to be laid across road. Install poles above power boxes to suspend power leads.
10. Provide poles above power boxes to allow for suspension of leads off the ground.
11. Filtered views to river and beyond
12. Unobstructed views to river and beyond
13. Provide grey water/sullage disposal point and black water dump point for campers and show people, in a convenient drive-through location. Do not allow discharge onto ground.
14. Consider under-grounding high voltage overhead powerlines to improve views if the opportunities arise.
15. Improve external appearance of amenities building in sympathy with Federation Pavillion.



# PRECINCT 3

## Main Camping Area, Amenities Building and Picnic Areas

(Plan Ref 1173.29)

### Uses throughout the year

- use by individuals and small groups for barbecues, picnics and relaxing
- camping
- car parking during events
- frequent use by individuals and small groups for picnicking, relaxing, appreciating the view, sketching, etc
- access to Bens Walk

### Uses at Show time

- camping by Showmen's Guild members
- sideshows, food outlets, entertainments
- Hanging Rock - picnicking, relaxing, appreciating view

### Issues

- informal tracks have widened and grass cover destroyed
- dust from vehicles on unsealed tracks
- haphazard parking – inefficient use of area and damage to ground surfaces
- speeding vehicles
- furniture and landscaping dated and worn
- poor access for people with disabilities
- views of river, golf course, escarpment
- need more power outlets and power lead management during show
- grey water management during show



Bens Walk picnic ledge plaque



Camping area amenities - dirt tracks



Show grey water on ground



Show grey water on ground



Showmen's camps



Show entertainments



Trap shoot



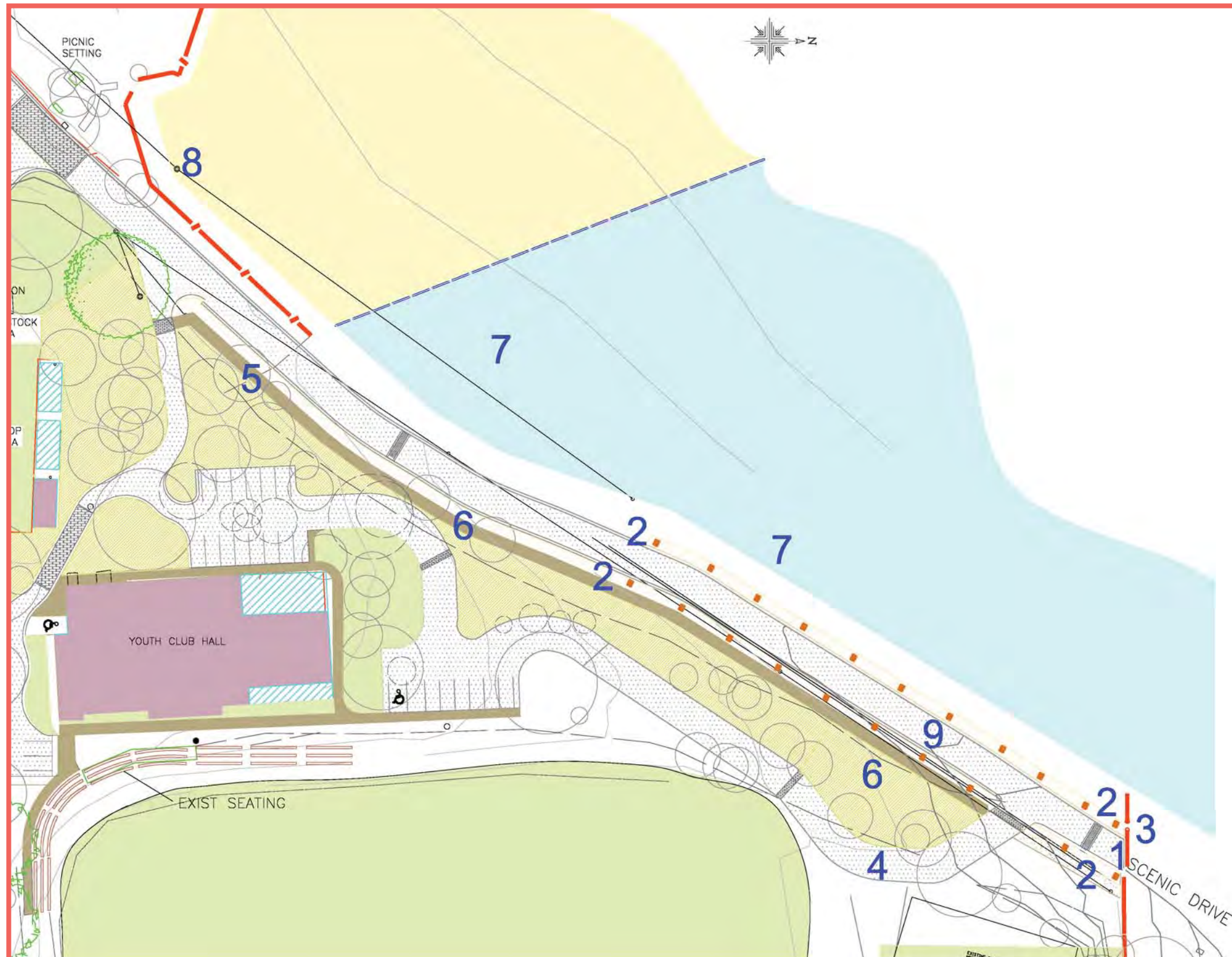
Show leads on ground



# PRECINCT 4

## Scenic Drive

(Plan Ref 1173.30)



## Design Principles and Actions

1. Upgrade entryway for pedestrian and vehicle use year-round access. Design using similar palette of materials as all other gateways. Include "Nowra Showground" identification signage. Upgrade interpretive signage inside gateway in accordance with Nowra Showground Signage (SCC Plan No 2727.01).
2. Create entry corridor using uniform treatment beside road with low native grasses, pedestrian path and series of interpretive sandstone pillars. Maintain views to river – no new trees on river side of road. Investigate which side of road the path will be located. Link to Hanging Rock path.
3. Replace existing cyclone wire fence with 1.8m, black, powder-coated, security fence
4. Existing minor road to Added Area and Youth Club Hall parking areas to be sealed.
5. Remove redundant fence and gate.
6. Retain trees and native grasses.
7. Maintain filtered views to river and beyond
8. Consider undergrounding high voltage overhead powerlines to improve views if the opportunity arises.
9. Upgrade bitumen seal road surface, with rollover kerb and speed calming devices.



# PRECINCT 4

## Scenic Drive (Plan Ref 1173.30)

### Uses throughout the year

- pedestrian and vehicle access to all of showground
- walking

### Uses at Show time

- vehicle entryway to paid public parking
- pedestrian entryway
- some camping

### Issues

- no sense of having entered the Showground
- redundant fence and gate within Showground
- no pedestrian gate or footpath
- overhead powerlines visually intrusive
- filtered views to river
- informal tracks have widened and damaged grass surface
- dust from vehicles on unsealed tracks
- haphazard parking – inefficient use of area and damage to ground surfaces



Scenic Drive entry



Redundant gates and fence



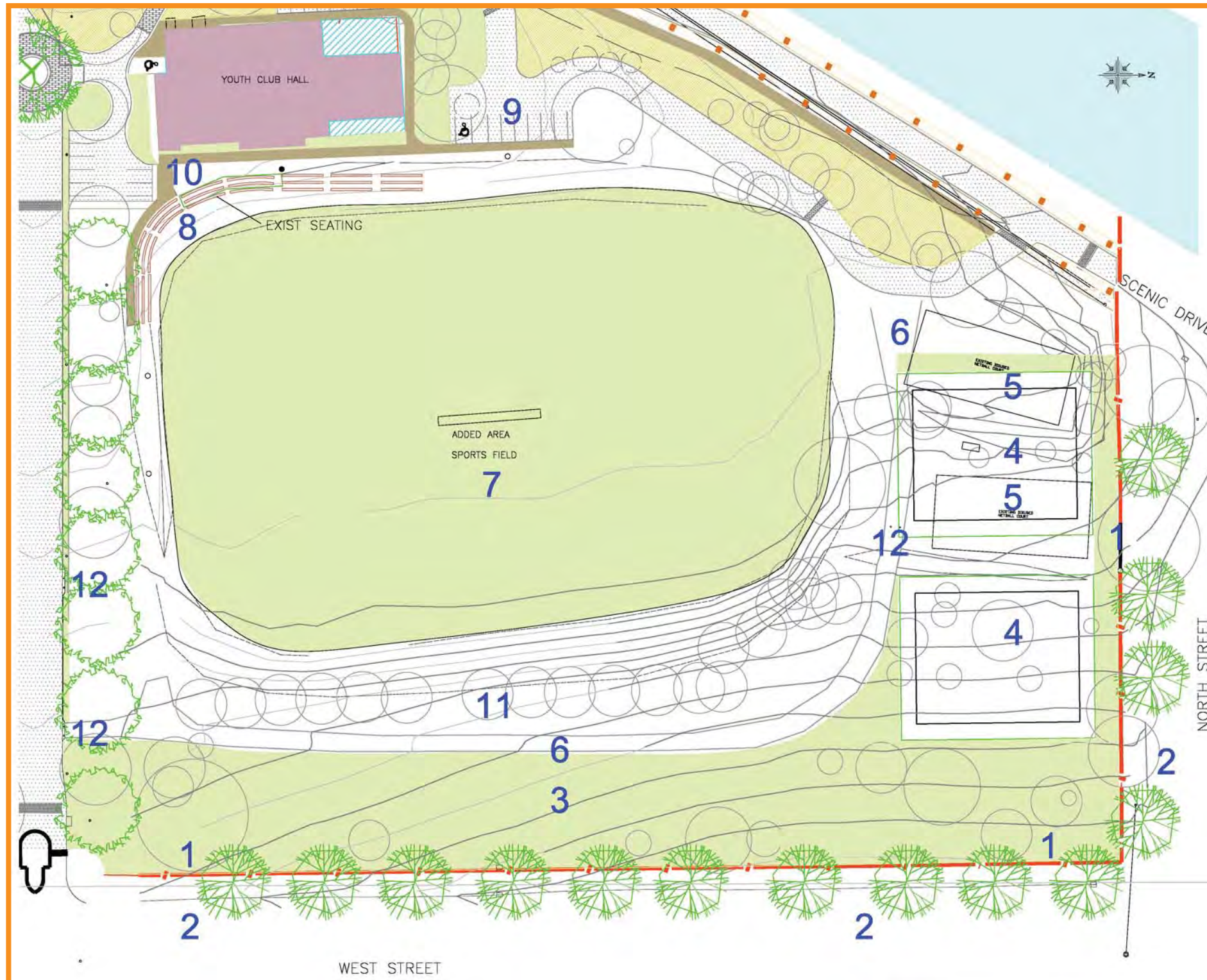
Scenic Drive



# PRECINCT 5

## Added Area and Surrounds

(Plan Ref 1173.31)



## Design Principles and Actions

1. Replace existing cyclone wire fence with 1.8m, black, powder-coated, security fence. Investigate relocation of North St boundary fence further to north. Remove existing gates in North St fence when fence is replaced.
2. Reshape nature strip to improve car parking. Plant additional *Lophostemon confertus* Brush Box trees outside fence to define edge of showground and to reinforce streetscapes in West St and North St. to complement car parking layout during Show use.
3. Event parking.
4. DA approved locations of new croquet courts. (Sites elsewhere also being investigated).
5. Retain former bitumen netball courts for storage of landscape materials by Council (if croquet courts are built a new storage site will need to be found).
6. Retain minor unsealed access road for authorised use. Relocate northern section of road if croquet courts are built.
7. Maintain sports field for junior sports, show and other events. Raise cricket pitch to surrounding ground level when it is due for replacement. Ensure materials (eg, sand) imported for special events do not raise existing ground levels over time.
8. Extend and upgrade "amphitheatre" seating, built into existing slope. Include stairway from field to amenities.
9. Formalise parking area with bitumen seal and vertical kerb.
10. Pedestrian zone – restrict vehicle access.
11. Retain significant fig trees and improve health and vigour by appropriate management practices.
12. Removable bollards at kerb layback to restrict unauthorised vehicles from driving on sportsfield.



# PRECINCT 5

## Added Area and Surrounds

(Plan Ref 1173.31)

### Uses throughout the year

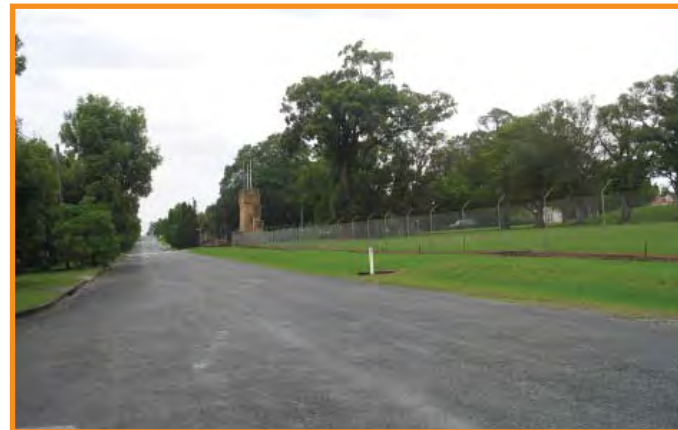
- junior cricket and football
- dog training and dog shows
- rodeo
- short term storage of mulch
- exercising/walking
- parking

### Uses at Show time

- commercial displays
- animal nursery
- concert stage
- parking

### Issues

- build up of sand around cricket pitch
- haphazard parking – inefficient use of area and damage to ground surfaces including nature strip



Streetscape



Cricket pitch



Mulch



Show parking



Playing field views



Off leash



Dog club



Show commercial area



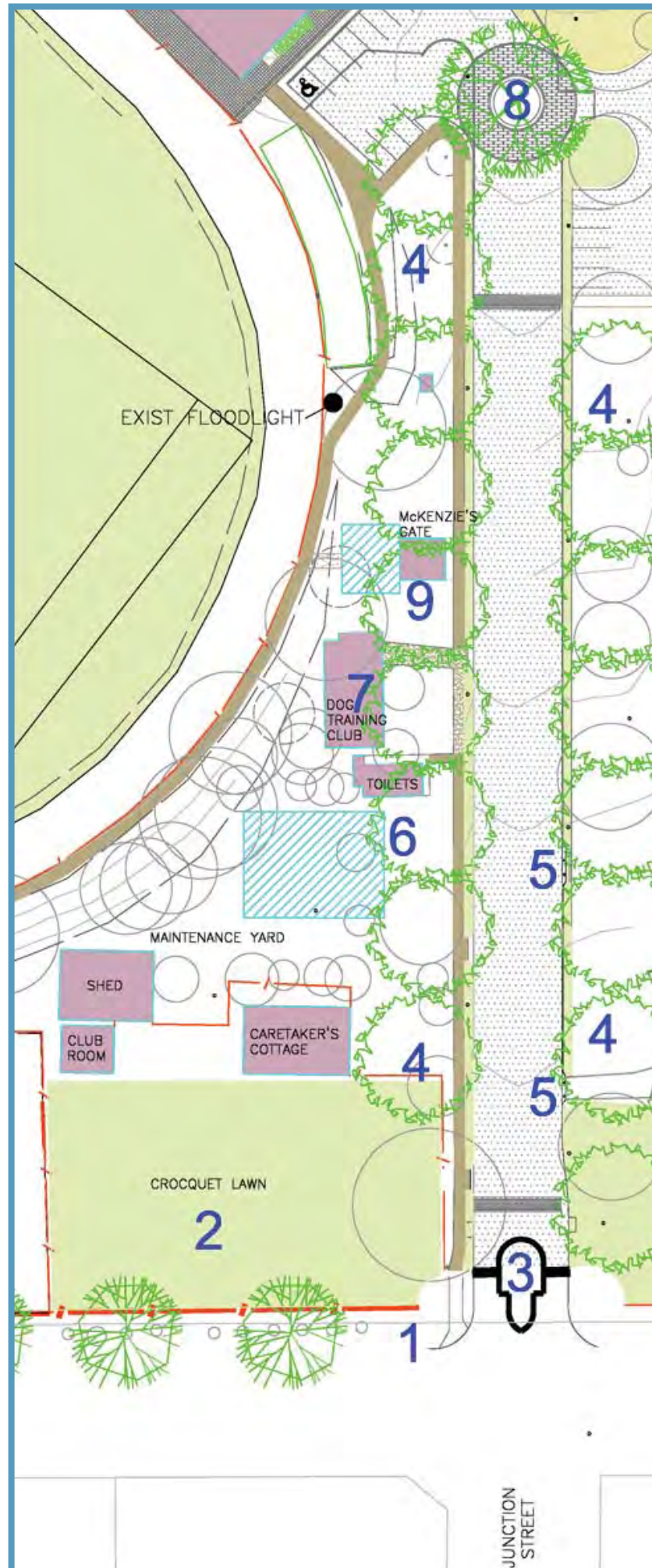
Streetscape show



# PRECINCT 6

## Main Entrance and Surrounds

(Plan Ref 1173.32)



### Design Principles and Actions

1. Replace existing cyclone wire fence with 1.8m, black, powder-coated, security fence. Replace existing trees all at once with *Lophostemon confertus* (Brush Box) to reinforce streetscape in West St.
2. Croquet court - retain existing use until new courts developed elsewhere. If Croquet Club vacates the site then consider appropriate best use adjacent to the entry to the showground.
3. Memorial gates to be retained as the primary gateway to the showground. Design palette for all other gates to be in sympathy with this gateway. Paint metal gates black to match proposed perimeter fencing.
4. Emphasise avenue treatment by progressively replacing existing trees at end of their life with long-lived, stately trees such as *Ficus* sp (Fig tree, small leaved variety). Inform regular users to stop regularly driving/parking on nature strip. Repair worn turf. When necessary replace street lights with more ecologically sustainable design.
5. Removable bollards at kerb layback to restrict unauthorised vehicles from driving on sports field.
6. Possible site for new poultry pavilion, designed for multipurpose use. External appearance to be sympathetic with Federation Pavilion and McKenzie's Gate.
7. Improve external appearance of dog training club building in sympathy with Federation Pavilion and McKenzie's Gate.
8. Revise 2003 design that proposed a cul-de-sac. Slow vehicles with traffic calming (subject to detailed engineering design). Create focal point at top of avenue.
9. New multipurpose building including commentary box and corporate viewing area above and cricket storage room below. Restore McKenzie's Gate as entryway to building and relocate marble commemorative plaque from Federation Pavilion.



# PRECINCT 6

## Main Entrance and Surrounds

(Plan Ref 1173.32)

### Uses throughout the year

- pedestrian and vehicle access to:
  - » all of showground
  - » parking
  - » croquet
  - » dog training club
  - » caretakers cottage
  - » council storage shed

### Uses at Show time

- pedestrian entry
- sideshows and food stalls
- croquet demonstration

### Issues

- haphazard parking – inefficient use of area and damage to nature strip
- speeding vehicles
- heritage items
- visually intrusive building (dog club)
- need to visually define main avenue



McKenzie's plaque



Show avenue



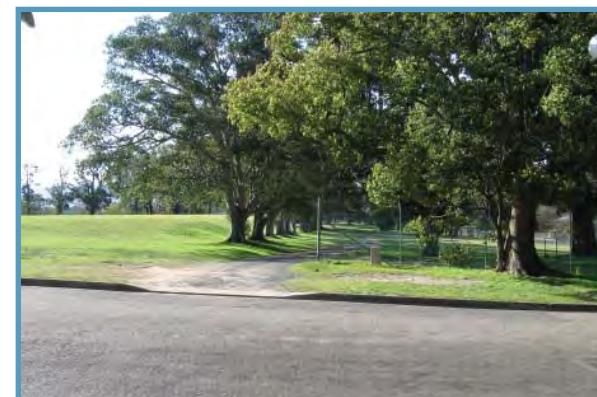
Show avenue



Croquet



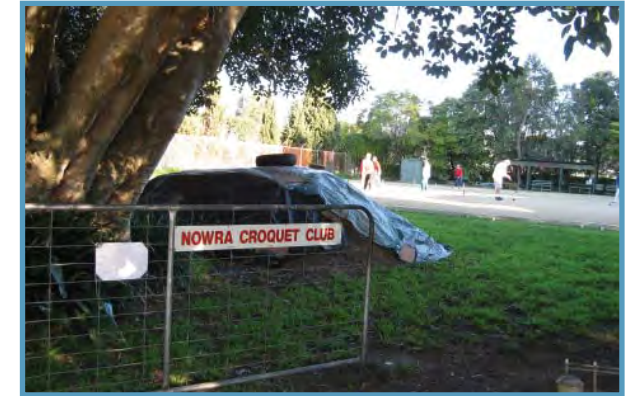
Inappropriate parking



Damaged nature strip



Avenue



Croquet



McKenzie gate



Dog Club



# PRECINCT 7

## Main Buildings Cluster

(Plan Ref 1173.33)



## Design Principles and Actions

1. Formalise parking areas with bitumen seal and vertical kerb adjacent to buildings. Provide pedestrian paths connecting car parks to buildings.
2. Create safe environment for pedestrian and vehicle movements. Define roads between buildings. Bitumen seal with rollover kerbs. Slow traffic with traffic calming devices. Retain existing mature trees.
3. Prepare detailed design for landscape setting in scale with Committee Room building. Reshape lawns and gardens and define edge to form attractive outdoor space for users of buildings. Narrow roadway between Committee Room and Woodchop Pavilion. Install planter boxes behind Woodchop Pavilion to soften appearance. Consider installation of water harvesting system for garden irrigation.
4. Restore Monaghan's Fountain and relocate to north east Committee Room garden. Site for public art sculpture in south east garden.
5. Revise 2003 design that proposed a cul-de-sac. Slow vehicles with traffic calming (subject to detailed engineering design). Create focal point at top of avenue.
6. Protect and emphasise view lines and provide an accessible footpath/minor road from Committee Room to Hanging Rock. Formalise road edges with roll kerb to prevent further erosion.
7. Consider relocation of Woodchop Judging Box to above eastern seating pavilion and improve external appearance of electricity substation, both in sympathy with surrounding buildings. Add two seating pavilions to northern side of arena. Improve vehicle access to arena, adjacent to southern side of substation.
8. Remove redundant chain mesh fence.
9. Stabilise and repair embankment to prevent erosion and protect trees (see Hanging Rock Landscape Plan 1173.35 in Appendix 5).
10. Consider extension to Youth Club Hall, or replace roof of existing northern section to provide more head room.
11. Viewing areas for people with disabilities.



# PRECINCT 7

## Main Buildings Cluster

(Plan Ref 1173.33)

### Uses throughout the year

- busy area for access to and spill out from Committee Room, Pavilion and Youth Club Hall
- thoroughfare between rest of Showground and Junction Street entry/exit
- car parking, pick up/drop off

### Uses at Show time

- busy pedestrian area
- sideshows and food outlets
- wood chop
- exhibitions in pavilion and youth club hall
- Secretary's office

### Issues

- large areas of bitumen around pavilion detract from visual quality of architecture and useability of the lawn and garden around committee room and impinge on view from committee room to river
- vehicles travelling in several directions and crossing paths, speeding vehicles
- conflict between vehicles and pedestrians, especially children
- tracks have widened and damaged grass surface
- dust from vehicles on unsealed tracks
- haphazard parking – inefficient use of area and damage to ground surfaces
- poor or no topsoil, soil erosion
- power outlets and power lead management during show
- heritage items – Federation Pavilion, Monaghans Fountain
- spectacular view up river from Committee Room



View line up river



View



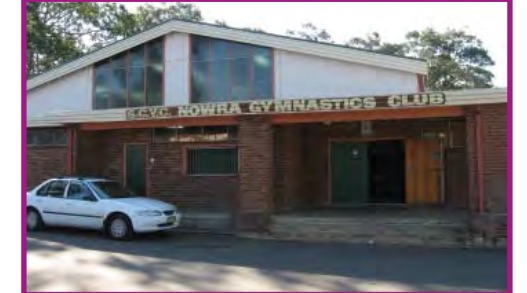
Federation Pavilion



Pavilion



Show avenue between committee room & wood chop



Youth Club hall



Wood chop



Gymnastics



Youth Club hall



Show avenue between pavilion & wood chop



Show exhibits



Woodchop



Show woodchop



Show behind youth hall



Woodchop alternative use