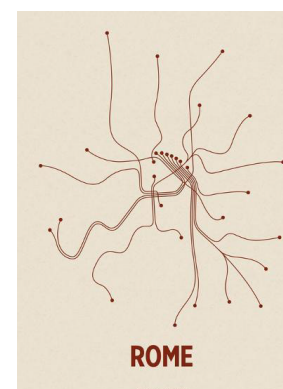
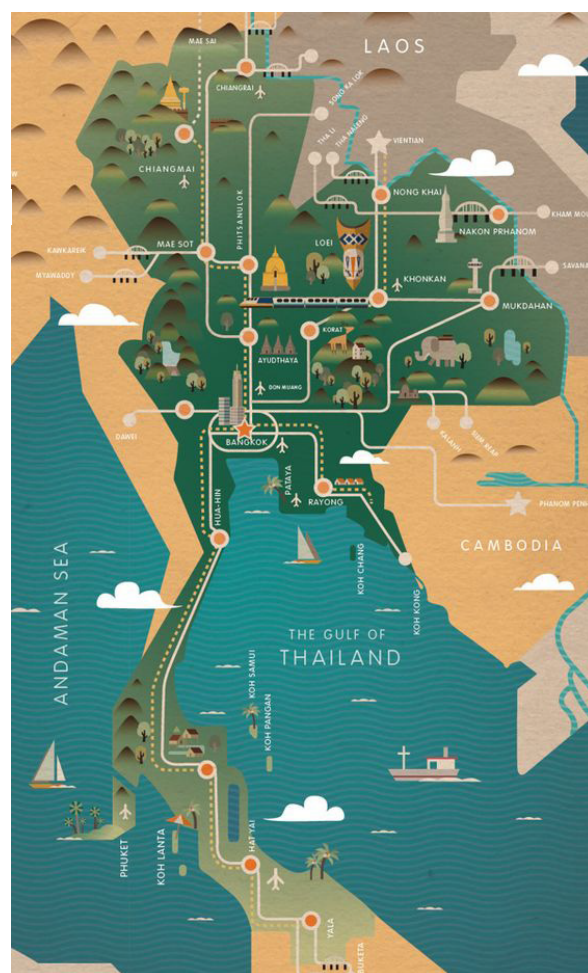
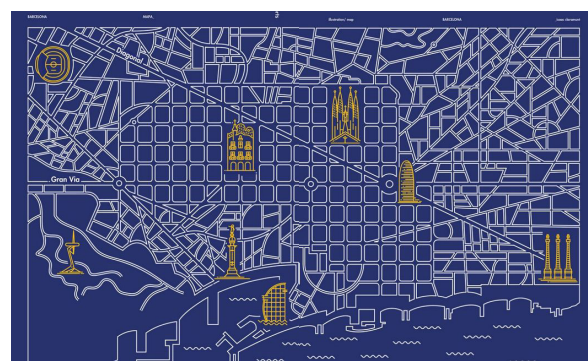
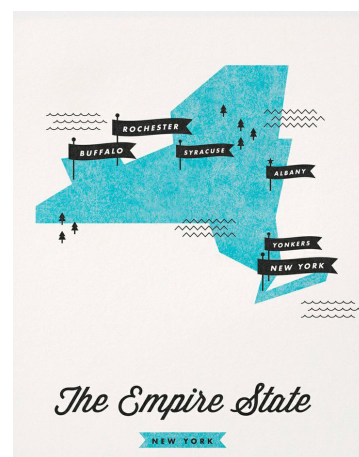


## MAP DESIGN APPROACH

The map design should convey the essential information to the viewer while still expressing place making values and the Hervey Bay personality through the use of colour, texture, text, pictograms and illustrations.





# MATERIAL & FORM

## MATERIALS

For wayfinding signage and interpretive elements, base materials are refined from the FCRC parks and style guide and evaluated on appropriate elements required for the specific needs of wayfinding and signage.

Two core materials have been established.

## GALVANISED AND STAINLESS STEEL

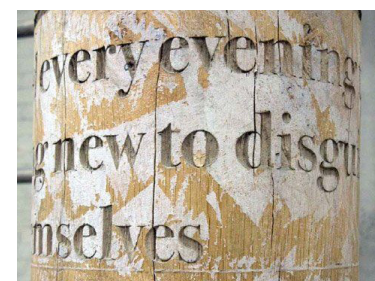
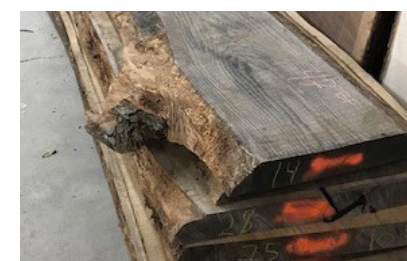
- Structural elements e.g. posts and frames, polished finish
- can be powdercoated or 2 pack painted
- Can incorporate colours
- Suitable for outdoor and coastal environments
- Can easily house digital screens if required
- Cost effective
- Low to no maintenance
- Easily sourced





## TIMBER AND DETAILS

- Structural elements e.g. posts
- Character elements e.g. panels, raw edges, routing text and patterns, cladding
- Suitable for outdoor and coastal environments
- Allowed to age to minimise maintenance
- Able to be combined with other materials e.g. steel and painted panels
- Notches, connections with structure and panels, colour applied, footings, hardware
- Suitable for outdoor application
- Non-treated
- Structural timbers to have 'T blade stirrup' footings or similar
- Top end grain on posts to be capped or cut at angle to negate water damage







## DUAL LANGUAGE

Dual language signage is a simple yet effective way to promote the traditional language. Signs that display language acknowledge the traditional owners of an area and can be used as an educational tool.

Wayfinding devices may feature the traditional stories of place, or greetings agreed on by Butchulla elders. Digital signage in this respect can also provide opportunities to provide more targeted wayfinding information using,

- links to websites
- audio recordings of how to pronounce traditional words
- links to learn more about Butchulla language and culture

Dual language also –

- Creates positive message
- Creates equal footing
- Creates individual voice through type style, weight and colour

The preferred approach is to use Butchulla language first followed by Australian Standard English.





TONE OF VOICE

Language on public signage contributes to a users experience particularly in a recreational environment. Finding a tone of voice reflects an understanding of the users and choosing the right language to reach that audience.

- Motivational - inspires people
- Educational - informs people
- Collegiate - chatty and informal

Serious and formal  
“An error has occurred.”

Straight forward and Casual:  
“We’re sorry, but we’re experiencing a problem

Respectful and matter of fact:  
“We apologise, but we are experiencing a problem

Casual and enthusiastic:  
“Oops! We’re sorry, but we’re experiencing a problem on our end.”

You have arrived!

Stay on the trail and  
help sustain our fragile  
environment





INTERPRETATION

There is an opportunity to express themes and stories about Hervey Bay through interpretation elements that are integrated into the built environment and landscape. These themes and stories can explore all aspects of the history and culture of the town as well as the diverse ecology of the ocean and land environments.

Interpretation may be didactic. That is, it provides simple objective facts and information about a place, past events, or ecologies that raise awareness. Information is absorbed by reading and may promote specific actions or behaviours, such as encouraging the preservation of the natural environment.

Or it may be impressionistic, such as a landmark public artwork that celebrates site specific themes in a prominent location. People may interact with these elements to fully experience them.

Or interpretation may be both didactic and impressionistic providing both information, emotional connections and create curiosity through texts, images,forms, shapes, materials and lighting that fully engage the senses.

All forms of interpretation are appropriate to Hervey Bay and they all contribute to a richer and more memorable visitor experience.

Three key curatorial themes have been established through the Hervey Bay Artwork strategy within this document.

- The Badtjala peoples: Into Deep Time
- The Environmental Futures: Caring for Country
- Sovereignty and Settlers: Shared histories in this place

These themes should be incorporated into the wayfinding and interpretive response.

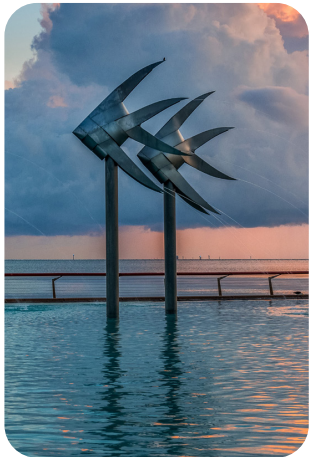


Didactic .....

Requires consultation, research and writing

- Signs
- Information
- Facts
- Stories





..... Impressionistic

Community consultation, commissioning artists

- Site specific artworks
- Patterns / textures in environment
- Collaboration within design disciplines

CURATORIAL THEME 1

*The Badjjala peoples: Into Deep Time*

Badjjala academic and artist Dr Fiona Foley writes:  
The cultural precincts of Maryborough, Hervey Bay and K'gari are largely devoid of a strong Badjjala cultural presence in the visual landscape. The absence informs that double consciousness I (read: repeatedly) look past, as out of sight, out of mind ethos in decision-makers in regional Queensland that still looms large.

... where is the Badjjala public art precinct, the memorials on K'gari, the building that houses Badjjala culture, the Badjjala festival, the history trails, the bronze plaques and dedicated signage that we don't have to share with the local flora and fauna? The Badjjala people remain as elusive as ever for visitors to the Fraser Coast.

*Curatorial Principles: Into Deep Time*

The rejuvenation of the Hervey Bay Esplanade offers a significant opportunity to redress the absence of Badjjala people in the landscape. In the artwork commissioned for each of the focus areas along the Esplanade, the elements described below that relate the history of Badjjala peoples in this place, its site as one where sovereignty may be restored and shared journeys remembered.

The current period and the Hervey Bay Esplanade redevelopment has scope to generate new optimism. Opportunities to extend and share traditional knowledge may be developed. Rejuvenation speaks to acknowledgement, healing and the celebration of shared histories.

Artwork will be commissioned for Into Deep Time to celebrate the longevity of Badjjala connections to this place, acknowledge the traditional stories of the past (the Tiding and other creation stories accessible via the Legends of Noosa, Jery and Innovation. Inherent in the ongoing Badjjala ownership of Hervey Bay. It may also convey the shared history of this place. The partnerships inherent in the piloting of ships through safe harbours in the 19th century, and the construction of the Sandy Cape Lighthouse.



Hervey Bay Esplanade Master Plan DRAFT MASTER PLAN

CURATORIAL THEME 2

*The Environmental Futures: Caring for Country*

Hervey Bay has significance to the World Heritage-listed K'gari, the largest sand island in the world, known for its remnant rainforest and as the half the world's parched freshwater dune lakes. The environment is inevitably part of what attracts residents and visitors to Hervey Bay. As a result, the focus of the master plan is preservation and education. Dunes will be preserved to protect the shoreline. Other concerns with this project are driven by ecological sustainability, minimisation of greenhouse gas production and highlighting the value of precious local water, fauna and vegetation.

*Curatorial Principles: Caring for Country*

The rejuvenation of the Hervey Bay Esplanade offers a significant opportunity to develop and acknowledge the pristine environmental opportunities available in the broader area. In the artwork commissioned along the Esplanade, an emphasis is placed on the elements described below that relate to the flora and fauna of this place.

A strong engagement with the natural environment is an essential element of Hervey Bay. This promotes local character, identity, values and uniqueness. Respect will be paid to making the esplanade a place of enduring quality that is connected and accessible. Hervey Bay has flora and fauna that are valued for their environmental qualities and the richness that these natural elements lend to lived experience.

Caring for Country art commissions will highlight the nature that enriches life in Hervey Bay, relate traditional narratives that extend and enrich their meaning, and educate the rich flora and fauna that exists on the islands, the mainland, in the bush, and in the sea. Badjjala people use traditional and modern knowledge to sustain, share and grow the knowledge with locals and visitors alike.



CURATORIAL THEME 3

*Sovereignty and Settlers: Shared histories in this place*

The history of Wide Bay notes the esplanade as a place where the Badjjala people have 65,000 years of longevity and one changed by the incursion of others by sea, by road, and through migration. Since the 1840s, agricultural production, logging, and mining, tourism and other industries have impacted. Importantly, in recent years, traditional Badjjala ownership and custodianship underpins and guides this journey, with acknowledgement that celebrates the recent restitution of the Badjjala name for K'gari (Ophardis). Shared history of navigation, journeys across the sea, and building toward connected futures will be explored in this thematic.

*Curatorial Principles: Shared Histories*

This strategy makes Badjjala custodianship manifest in the human psyche. Initiatives since the granting of Native Title to Badjjala owners in 2014 may extend to Hervey Bay and marking places of significance throughout the esplanade will extend understanding of the holistic nature of the Badjjala stories. Other more recent and shared histories will be told through artwork commissions. Important hotspots for the creation of public art include the meeting of cultures of many different origins and the importance of the esplanade in terms of coming together. An ongoing search and acknowledgement of old stories may also inform the placement and treatment of artworks that may express their full meaning over different sites and locations, allowing for visitors to seek these foundational and new narratives out. Beacons across the water might acknowledge the shared journey toward the Sandy Cape Lighthouse (where Aboriginal involvement was crucial to its successful delivery), but also the Badjjala involvement in the industries brought by colonization (logging, fishing, and agriculture).

Shirley Foley (1938-2000) was a strategic Badjjala leader who worked with Lin Flood to secure a site heritage site on K'gari in 1990 that she intended to develop to celebrate Badjjala culture. A number of cultural exchanges followed. She introduced language programs for children into the Hervey Bay community during the early 1990s, and the Woorambra Aboriginal Corporation (1994) which assisted with maintenance and revival of languages through the Central Queensland Language Program. She produced the Badjjala-English/English-Badjjala Word List (in 1996) which is now in its fourth edition. Research into other leaders whose work might be acknowledged in the esplanade is encouraged.



Hervey Bay Esplanade Master Plan DRAFT MASTER PLAN

ARTWORK OPPORTUNITY 5

MULTIPLE LOCATIONS

Interpretive Artworks/Signage

Artwork Category: Wayfinding / Interpretive

Artwork Description:

Collaborative works, historical intersections, the expression of Badjjala and other narratives that acknowledge the many threads that bring together the communities of this place. These works may incorporate references to, and narrate the shared initiatives that have brought people together in Hervey Bay including connections forged through industry (logging, fishing, agriculture), building and navigation, and innovative new collaborations such as Indigenous tourism.

These artworks could be stand-alone sculptural forms that incorporate currently untold stories and histories about Hervey Bay and the broader region. The forms could integrate detailed signage and visual components, making them accessible to a wide range of community members.

Artwork Category:

The objectives of these interpretive artworks are to:

- be engaging sculptural artworks that act as a wayfinding/orientation 'markers' along the esplanade
- make legible the cultural and environmental attributes of the Hervey Bay region
- create identifiable 'meeting' points along the Esplanade
- create a new cultural tourism assets within Hervey Bay







# SCHEMATIC INTERPRETIVE SIGNAGE

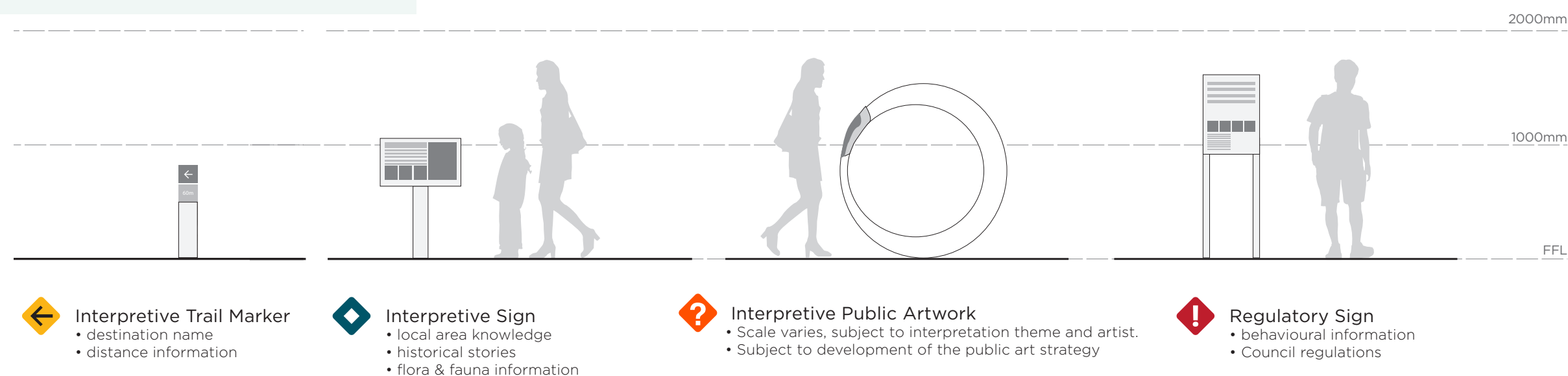
## INTERPRETIVE SIGN FAMILY

### ALONG THE ESPLANADE

The following interpretive sign types and sign locations are indicative only. The future detailed design and documentation of signs would form a Signage Guidelines manual which will guide accurate sign planning and procurement by a Council representative or consultant.

The proposed interpretive sign system will include but is not limited to the following sign types

- Interpretive Indigenous signs
- Interpretive non-Indigenous signs
- Interpretive ecological and historical signs
- Interpretive public artwork









# PART SEVEN

ARTWORK  
STRATEGY











## DEFINITION OF PUBLIC ART

The term 'public art' refers to contemporary art practice in any visual media that occurs outside of the traditional gallery or museum system. It is art that has been planned, designed and fabricated with the intention of being integrated into a building or installed in a public place outdoors, usually outside and accessible to the community during most parts of the day and night. Contemporary public art involves commissioning local, national, and international artists depending on the project context and aspirations of the client or their communities.

Public art can adopt a wide range of art forms which may result in permanent or temporary site-specific artworks with the intent of improving the amenity of the public domain. It can include: sculptures; murals and mosaics; digital screens or lighting and multimedia installations utilising photographic, digital, or illuminated imagery. It can also include artistic paving treatments and solutions and can influence the design of highly functional works such as street furniture, bollards, and drinking fountains or street banners.

Public art is usually made involving differing levels of collaboration and consultation between artists, working with other professionals such as architects, landscape designers, planners and developers, from conception to handover, to ensure the artwork is an integral part of the fabric of the place or the building. It can often be enhanced by teams working closely with both the client and the community to achieve artwork that is relevant to its place and embraced by its communities.

Public art is an opportunity for engagement with community and culture and can create a sense of place. Importantly for communities, public art adds a visible layer to a building or precinct that reveals the social, environmental and/or cultural history or meaning of the place.





## BENEFITS OF PUBLIC ART

“Public art connects people, personalizes spaces, and activates dialogue about important issues”. [Forecast Public Art]. Public art enriches and enhances our lives in a number of ways as it can:

- create a sense of place and enhance our experience of being in a public space;
- assist in way-finding;
- give meaning to a place by representing local history and recalling memories;
- celebrate community values, diversity and build civic pride through visual means;
- increase amenity and activate usage of a site; and
- educate and draw attention to significant issues.

### Economic Benefits – Cultural Tourism

Public art often can symbolise civic pride or create a positive corporate image for both Councils and private companies. It increases the attractiveness of our towns as tourism destinations through recognition of the quality of the built environment and an increased recognition of Qld as a culturally active and innovative State.

Public art can make a vital contribution to the economic prosperity of many of our regional towns through its inclusion in cultural tourism strategies. Iconic public artworks such as Brian Robinson’s *Woven Fish* (Cairns Esplanade) has become so synonymous with this place, that images of this artwork were used to promote the 2018 Commonwealth Games to an international audience.

### Economic Benefits – Creative Industries

Public art is a significant generator of jobs for artists in Queensland. It provides substantial increase in jobs and related training for Queensland artists, craft workers, designers, project managers and others with cultural expertise working in the sector. Indirect economic benefits will flow to associated industries such as fabricators of artworks and local manufacturers.

## ART + TOURISM

Developing the public art of Hervey Bay’s Esplanade will help to attract tourism to the town, and develop the town’s unique cultural identity. It is our intention that visitors will gain a better understanding of place through experiencing this art.

The Australia Council is committed to growing the profile of Australian arts and captivating global audiences with diverse Australian work that reflects our rich cultural fabric. Arts provide an important point of connection for Australians to share their stories and histories with a global audience. A key channel for reaching global audiences and shaping our international perception is through engaging international tourists with arts experiences while they are in Australia.

International visitors shape their understanding of Australian identity and our quality of life through arts and cultural experiences. As arts tourists are more likely to travel outside capital cities (42%) than overall tourists (34%), we believe adding public artworks to Hervey Bay will encourage international tourism. This trend is growing – since 2013 there has been a 41% increase in international arts tourists visiting regional areas, while total international tourists visiting regional areas increased by 37%.

It is acknowledged that audiences are drawn to Australia’s unique First Nations arts and cultures, and connect through the extraordinary diaspora who have made Australia their home. Over 820,000 international tourists engaged with First Nations arts while in Australia in 2017, an increase of 41% since 2013. This incorporates increased attendance at First Nations performances as well as attendance at art, craft or cultural displays. Engagement with First Nations arts was higher for international arts tourists who travelled outside capital cities. More than a third of these travellers attended a First Nations arts activity in 2017 (36%), compared to 24% of international arts tourists overall.





## ARTWORK TYPES

Artwork opportunities may be articulated according to the response that is most appropriate and rewarding for particular locations. We have established the following artwork types for the Providence Art Program:

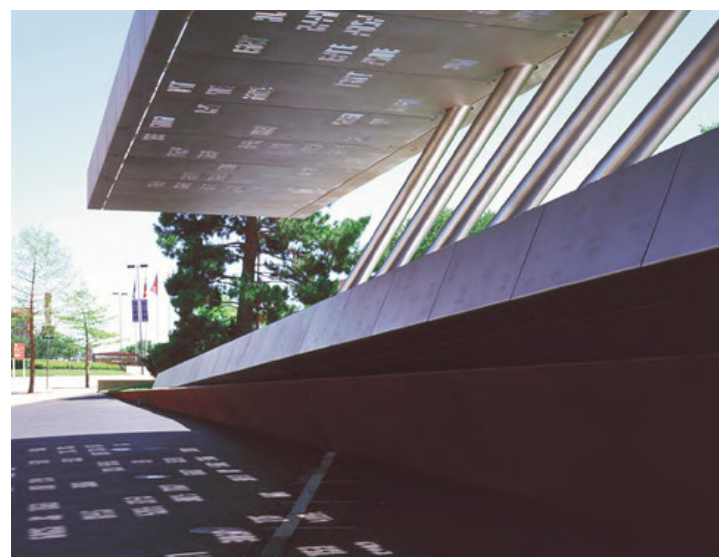
- Landmark/Wayfinding
- Interpretive
- Integrated
- Interactive
- Temporary
- Commemorative
- Artist in Residence

Each artwork opportunity type is characterised by:

- The role and function of the place and its significance within Providence.
- The role and function of the proposed artwork (including public realm objectives that may relate to meaning, cultural mediation, and purpose).
- The demographics and cultural interests of the users of the place.

Opportunity characteristics also inform the artist selection and procurement, artwork form – whether it is integrated (within architecture or landscape design), or is stand-alone in its form or is part of a group of related elements, Artwork size, scale and materials, and budget and program.

Single artwork opportunities may fall within more than one of the artwork types; i.e.,







PROJECT OVERVIEW

This artwork strategy has been developed alongside the development of the Hervey Bay Esplanade Draft Masterplan by Lat27 for Fraser Coast Regional Council.

The Principles as outlined in the Masterplan will be applied in the development of artwork. Each of three curatorial drivers are developed with these principles at their core, described as:

- Environment
- Connectivity
- Connecting to Country
- Placemaking
- Activation

This strategy provides thematic drivers as well as outlines opportunities for integrated and stand alone artworks that can be commissioned now and into the future.

Public art engages understanding and appreciation of place and Country. It informs and engages audiences in the region’s stories – past, present and future. At the beginning of this journey are the Badtjala narratives which have longevity and agency in this place. These layers of history are dynamic and continuing; drawing on these many narratives in public art make manifest the unique qualities of this place. They open to the significance of the past, allowing new and positive narratives into contemporary experiences and the future.

Public art offers broad community benefit as a platform for civic dialogue. It is the most democratic of art forms given its availability to all as a conduit and focus for public spaces. It may engage residents and visitors in conversations – from understanding historical and cultural backgrounds, to driving attachment to place and social cohesion. In a world struggling with new ways to connect, public art makes public spaces dynamic, approachable and distinctive. Toward this end, curatorial drivers have been developed to encompass the breadth of the experience in this place.





## HISTORICAL CONTEXT

It is through the Badtjala people that we have a rare ‘first contact’ account of the sighting of Captain Cook, who sailed south past Takky Wooroo (Indian Head) on K’gari (Fraser Island) in May 1770. His journals record a number of Aboriginal people who stood on land he dubbed ‘Indian Head’; the Badtjala recorded this event in a song, which became part of their corroboree. The words were transcribed by Ned Armitage in 1923 as follows, and record the wonderment of the Badtjala people at the nature of this event:

These strangers, where are they going? Where are they trying to steer? They must be in that place Thoorvour [Breaksea Spit], it is true. See the smoke coming from the sea. These men must be burying themselves like sand crabs. They disappeared like the smoke.

The white contact that followed the ‘settlement’ of the Hervey Bay and Maryborough regions in the 1840s was in marked contrast to the benign nature of that first sighting. In between Lieutenant Matthew Flinders passed by in 1797 and 1802. In 1822, William Edwardson recorded that K’gari, thought previously to be part of the mainland, was an island and he named the body of water which separated it from the mainland the Great Sandy Strait. Convicts from the Moreton Bay penal settlement sought refuge on K’gari between 1828 and 1842. And the shipwreck which delivered Eliza Fraser to the shores of the island in 1836, where she was sheltered by Badtjala people for five weeks before her ‘rescue’, saw notoriety develop. Her short-lived sojourn gave the island the name Fraser Island (until 2021), with her increasingly wild tales about the period she spent there during the decades that followed directly influencing the subsequent maltreatment of Badtjala people during European settlement.

The mainland area of the Badtjala nation was surveyed by William Petrie in 1842. After the end of penal settlement in Brisbane, the Wide Bay area was opened to free settlers. At that stage observers noted the Badtjala people having “unparalleled fine physique due to their exceptionally good diet: the plenitude of the fish and sea creatures in their waters, their highly developed fishing skills; and the land animals and edible plant foods on K’gari and their territories across the Sandy Strait”. However, by 1850 the Badtjala population had fallen dramatically. Frontier conflicts over land saw the Badtjala people mount a guerrilla campaign against the townships. The sophistication inherent in Aboriginal smoke-signalling and its use in frontier wars in Queensland has been documented by Ray Kerkhove, and makes a case for its use as a communication network used to share military intelligence and orchestrate resistance. This article includes a painting of Sandy Cape, c.1849, which depicts a Badtjala fishing party signalling to another group with a smoke signal lit behind them on the hill.

The strength of the Badtjala resistance to the theft of their land on the mainland was such that Blake and Allom wrote that by 1855, “the prospect of the town [Maryborough] being abandoned was real”. The introduction of the Native Mounted Police by 1859 however saw the tide of this frontier war turn against the Badtjala resistance. Indiscriminate killing accompanied the increasing white presence as this land was ‘opened up’ and opportunities sought. Sawmills were established at Dundathu (1863) and Maryborough (1867, 1882). The goldrush that followed the discovery of gold at Gympie in 1867 also saw development (in the form of a Customs House, Maryborough and a quarantine station on K’gari at North White Cliffs/Ballargan).

The introduction of the first mission on K’gari was 1870-72 at White Cliffs, in response to an interest in relocating Aboriginal peoples from the mainland. The second mission on K’gari was established by Archibald Meston under the auspices of the 1897 Aboriginals Protection and Restriction of the Sale of Opium Act which put the minutiae of Aboriginal people’s lives under regulation and scrutiny. Opium had been used to subjugate Aboriginal people and to recruit them as a labour force (however the Act did little to curtail its use). Bogimbah Mission ran from 1897 to 1904, was taken over by Reverend Ernest Gribble in 1900 and closed in 1904 after the deaths of at least 70 residents. The remaining peoples were transported to Gribble’s Yarrabah mission further north.

Not all Badtjala people were drawn into the mission, with those working in the forestry and fishing industries able to seek exemption from the strictures of living under The Act. Logging took place on K’gari and other areas around Hervey Bay for 128 years. Most of the Aboriginal people were removed from the island in 1905 to allow logging to be conducted. Sand-mining took place on the island from 1949-1975.

Notwithstanding this well-documented conflict, other encounters through history, between Badtjala and incoming whites, were positive and cooperative. History indicates that Badtjala people assisted the Europeans as nautical guides, their knowledge of the river and bay drawn on by ships’ captains during the establishment of Maryborough and the Wide Bay district. The 1862 sailing directory for Maryborough Port advised “to procure the assistance of one of the natives from Fraser’s Island... they would readily come on board and were very useful”.

The construction of the Sandy Bay Lighthouse (completed May 1870) also relied on the labour, strength and knowledge of the elevated site from Badtjala people, who later provided the workforce. Kerkhove and Keys write, “In 1869, the Batjala were living with few Western influences, yet contractors noted their ‘willingness to make themselves generally useful’”. Sandy Cape became a ‘lighthouse community’, although their numbers dwindled rapidly. In 1880 63 Badtjala people collected blankets at Sandy Cape; in 1886 there were only 20. By 1905 only eight are recorded as assisting a shipwreck.



Group of decorated men with shields and spears at Fraser Island, 1870s. European men standing in the background. Image courtesy State Library of Queensland, Brisbane. From Foley, Fiona, Bogimbah Creek Mission: The First Aboriginal Experiment, Pirri Productions, Brisbane: 46-47.



*Aboriginal party in bark canoes at Harvey Bay 1854; note navigational signals on shore.*  
(Mitchell Library, State Library of New South Wales, 982583)



## RECENT HISTORY

Important camps and dance grounds exist in Hervey Bay and, as Badtjala people were moved off the island in the 1910s, this area on the mainland became a significant place of residence. Its role as a connection between the mainland and the island (the waterways were transited in bark canoes) offers significant potential for activation.

Corroboree performances with traditional 'paint ups' were still held by Fraser Island Aboriginals at the corner of Guard and Queen Streets (Urangan) as late as 1921. This was a traditional dance ground.

Aboriginal people also became actively involved in the manufacture of souvenirs for early tourists, with Fred Wondunna, Bob Simpson and Teddy Brown (K'gari and Maryborough) amongst early sand artists who constructed pictures in bottles (often pickle jars) for sale. (Fred Wondunna was known for using think oyster jars for small pieces of coloured sand art, a legacy of work on oyster leases, and his subjects often included ships, lighthouses, and seascapes, common Badtjala occupations during this period.) Sand was taken from the areas where coloured sands occur on K'gari, but also Teewah and Rainbow Beach and Kerkhove suggests a strong connection to the Dreaming stories of the area.

Indigenous elders/advisors remember:

- Mum would send me to count the smoke signals from K'Gari – 'one' would mean that her brothers would be home tomorrow. 'Two/three' would be the number of days until they'll be home (Frances)
- Lots of mob were taken off Country, but [a marker] at Dayman Point – eternal fire, lantern, flame – could recognise that and light the way to come back home. There are also stories of lanterns used while waiting for my brother to come home from sea but he never did. (Shereene)
- A canoe tree on Elizabeth Street was accidentally cut down. I have been working with George volunteering to help recreate it and ready to install. It can be inserted near the dais – to show how deadly our people were travelling in a small canoe! Really need strong representation of Butchulla people. (Dustyn)



Fred Wondunna, Kirra Beach, c.1934. Courtesy John Oxley Library, State Library of Queensland.





### CURATORIAL PRINCIPLES

In Hervey Bay and the entire Wide Bay region, restitution is due to the land, the traditional owners and relationships. Badtjala people have survived a destructive period which impacted the land, sea, and people and include development of mainland areas and mining, which locked away access to traditional lands. Native Title was granted to the Butchulla people on 2014 after some 18 years of negotiating the legal framework and legislation. However, the bundle of rights awarded has, to date, offered little in the way of tangible resources to Butchulla peoples. Like other First Nation peoples in Australia, Badtjala have been economically, socially, culturally and spiritually disaffected. Foley suggests:

*The Badtjala people have never been financially compensated for the extraction of natural resources on their lands, from 128 years of saw-logging on old-growth forests to the sand-mining that took place from 1949 to 1976. Alongside this, rainforest trees have been logged, fish stocks and shellfish catches in the Great Sandy Straits have been taken by fishermen and, more recently, Queensland Parks and Wildlife Service vehicle permits have allowed access to K'gari for the millions of tourists who visit annually. Not one dollar has found its way back to the traditional land owners of K'gari, this pristine country.*

### CURATORIAL DRIVERS

To reflect key thematic considerations that have emerged through research and generous input and contributions, the following overarching curatorial drivers have been identified:

- **The Badtjala peoples: Into Deep Time**
- **The Environmental Futures: Caring for Country**
- **Sovereignty and Settlers: Shared histories in this place**



CURATORIAL THEME 1

*The Badtjala peoples: Into Deep Time*

Badtjala academic and artist Dr Fiona Foley writes:

The cultural precincts of Maryborough, Hervey Bay and K'gari are largely devoid of a strong Badtjala cultural presence in the visual landscape. This absence informs that double consciousness I must repeatedly look past, an out of sight, out of mind ethos in decision-makers in regional Queensland that still looms large.

... where is the Badtjala public art precinct, the memorials on K'gari, the building that houses Badtjala culture, the Badtjala festival, the history trails, the bronze plaques and dedicated signage that we don't have to share with the local flora and fauna? The Badtjala people remain as elusive as ever for visitors to the Fraser Coast.

*Curatorial Principles: Into Deep Time*

The rejuvenation of the Hervey Bay Esplanade offers a significant opportunity to redress the absence of Badtjala people in the landscape. In the artwork commissioned for each of the focus areas along the Esplanade, the elements described below that relate the history of Badtjala peoples in this place, its site as one where sovereignty may be restored and shared journeys remembered.

The current period and the Hervey Bay Esplanade redevelopment has scope to generate new optimism. Opportunities to extend and share traditional knowledge may be developed. Restitution speaks to acknowledgement, healing and the celebration of shared histories.

Artwork will be commissioned for Into Deep Time to celebrate the longevity of Badtjala connections to this place, acknowledge the traditional stories of the past (the Yidinji and other creation stories accessible via The Legends of Moonie Jarl) and innovation inherent in the ongoing Badtjala ownership of Hervey Bay. It may also convey the shared histories of this place, the partnerships inherent in the piloting of ships through safe harbours in the 19th century, and the construction of the Sandy Cape lighthouse.



Hervey Bay Esplanade Master Plan DRAFT MASTER PLAN 133



## CURATORIAL THEME 2

### ***The Environmental Futures: Caring for Country***

Hervey Bay has sightlines to the World Heritage-listed K'gari, the largest sand island in the world, known for its remnant rainforest and as the site of half the world's perched freshwater dune lakes. The environment is inevitably part of what attracts residents and visitors to Hervey Bay. As a result, the focus of the master plan is preservation and education. Dunes will be preserved to protect the shore line. Other concerns with this project are driven by ecological sustainability, minimisation of greenhouse gas production and highlighting the value of precious local water, fauna and vegetation.

### ***Curatorial Principles: Caring for Country***

The rejuvenation of the Hervey Bay Esplanade offers a significant opportunity to elevate and acknowledge the pristine environmental opportunities available in the broader area. In the artwork commissioned along the Esplanade, an emphasis is placed on the elements described below that relate to the flora and fauna of this place.

A strong engagement with the natural environment is an essential element of Hervey Bay. This promotes local character, identity, values and uniqueness. Respect will be paid to making the esplanade a place of enduring quality that is connected and accessible. Hervey Bay has flora and fauna that are valued for their environmental qualities and the richness that these natural elements lend to lived experience.

Caring for Country art commissions will highlight the nature that enriches life in Hervey Bay, relate traditional narratives that extend and enrich their meaning, and educate the rich flora and fauna that exists on the islands, the mainland, in the bush, and in the sea. Badtjala people use traditional and modern knowledge to sustain, share and grow the knowledge with locals and visitors alike.





CURATORIAL THEME 3

*Sovereignty and Settlers: Shared histories in this place*

The history of Wide Bay notes the esplanade as a place where the Badtjala people have 50,000 years of longevity, and one changed by the incursion of others by sea, by road, and through migration. Since the 1840s, agricultural production, logging, sand-mining, tourism and other industries have impacted. Importantly, in recent years, traditional Badtjala ownership and custodianship underpins and guides this journey, with acknowledgement that celebrates the recent restitution of the Badtjala name for K’gari (Paradise). Shared history of navigation, journeys across the sea, and building toward connected futures will be explored in this thematic.

*Curatorial Principles: Shared Histories*

This strategy makes Badtjala custodianship manifest in the human psyche. Initiatives since the granting of Native Title to Badtjala owners in 2014 may extend to Hervey Bay and marking places of significance throughout the esplanade will extend understanding of the holistic nature of the Badtjala stories. Other more recent and shared histories will be told through artwork commissions.

Important ‘hotspots’ for the creation of public art include the meeting of cultures of many different origins and the importance of the esplanade in terms of coming together. An ongoing search and acknowledgement of old stories may also inform the placement and treatment of artworks that may express their full meaning over different sites and locations, allowing for visitors to seek these foundational and new narratives out. Beacons across the water might acknowledge the shared journey toward the Sandy Cape Lighthouse (where Aboriginal involvement was crucial to its successful delivery), but also the Badtjala involvement in the industries brought by colonization (logging, fishing, and agriculture).

Shirley Foley (1938-2000) was a strategic Badtjala leader who worked with Lin Powell to secure a six hectare site on K’gari in 1990 that she intended to develop to celebrate Badtjala culture. A number of cultural exchanges followed. She introduced language programs for children into the Hervey Bay community during the early 1990s, and the Wondunna Aboriginal Corporation (1994) which assisted with maintenance and revival of languages through the Central Queensland Language Program. She produced the Badtjala-English/English-Badtjala Word List (in 1996) which is now in its fourth edition. Research into other leaders whose work might be acknowledged in the esplanade is encouraged.





# ARTWORK OPPORTUNITIES



## ARTWORK TYPOLOGIES

Artwork opportunities may be articulated according to the response that is most appropriate and rewarding for particular locations. We have established the following artwork types for the Providence Art Program:

- Landmark/Wayfinding
- Interpretive
- Integrated
- Interactive
- Temporary
- Commemorative
- Artist in Residence

Each artwork opportunity type is characterised by:

- The role and function of the place and its significance within Providence.
- The role and function of the proposed artwork (including public realm objectives that may relate to meaning, cultural mediation, and purpose).
- The demographics and cultural interests of the users of the place.

Opportunity characteristics also inform the artist selection and procurement, artwork form – whether it is integrated (within architecture or landscape design), or is stand-alone in its form or is part of a group of related elements, Artwork size, scale and materials, and budget and program.

Single artwork opportunities may fall within more than one of the artwork types; i.e., a Landmark/wayfinding opportunity may also be interactive.



# ARTWORK OPPORTUNITY 1

## MOBILITY CORRIDOR



### Iconic Groundplane

**Artwork Category:** Integrated / Interpretive

#### Artwork Description:

This is a major artwork opportunity along the entire length of the esplanade that will greatly assist in the demarcation of pedestrian and mobility zones. The opportunity exists to create an iconic, significant ground plane artwork along the entire length of the Esplanade.

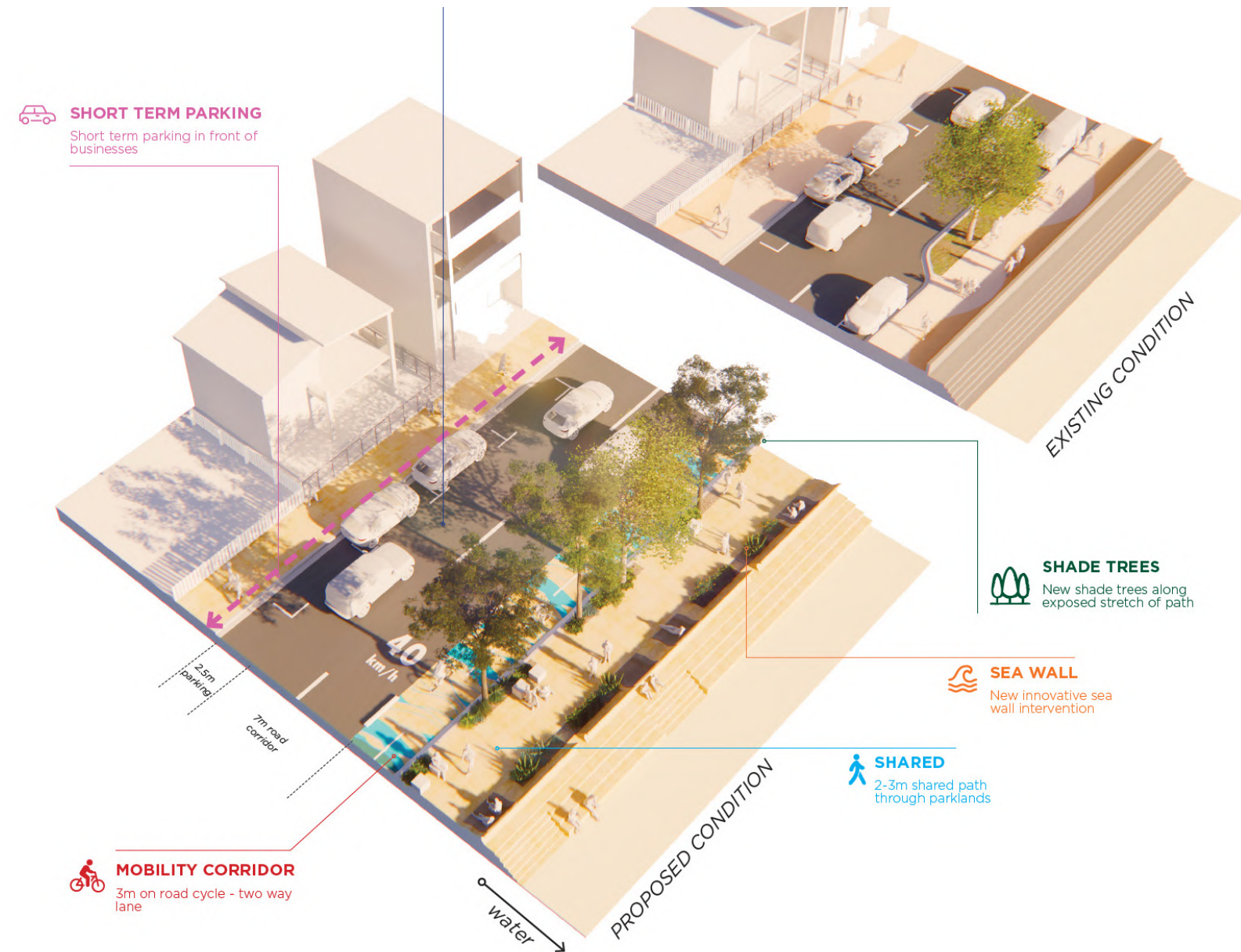
The Hervey Bay Esplanade has strong engagement with the natural environment and the unique features of this land. This artwork will acknowledge and celebrates local character, identity, values and uniqueness, while creating a dynamic enduring and accessible artwork.

Badtjala stories narrate the formation of the mountains, rivers and the sea as described in The Legends of Moonie Jarl, the first book of Aboriginal stories written for children in Australia (1964) which may be utilized as a resource for artists in developing concepts for this artwork.

#### Artwork Category:

The objectives of this artwork are to:

- create a new visual 'icon' for Hervey Bay
- make visible the cultural and environmental attributes of the Hervey Bay region
- create a new, cultural tourism asset within Hervey Bay
- reveal the artistic and cultural attributes of local, Badtjala artist/s





## ARTWORK OPPORTUNITY 2

### BEACH ACCESS NODES



### Destination Artworks

**Artwork Category:** Landmark/Wayfinding

#### Artwork Description:

Large scale, stand-alone sculptural forms positioned at key beach access nodes. These artworks may define discrete sections of the Esplanade as a cultural precinct using visual markers such as sculptural and aesthetic icons.

The artworks may promote informal and casual portals, the natural meeting points of the mangroves with the beach, the native bush with the water, mainland with island, shore to shore. Creating quiet, reflective places is as important as creating new and potentially busy places.

These works may offer improved visual connectivity to links between Hervey Bay and K'gari and emphasise the importance of these historical and contemporary links. These works may reference the bark canoes used to traverse the Great Sandy Strait between K'gari and Hervey Bay as well as the use of smoke signals between K'gari and Hervey Bay by the Badtjala people for millennia.

#### Artwork Category:

The objectives of this artwork are to:

- be engaging sculptural artworks that act as orientation 'markers' connecting key streets to Esplanade water views
- create identifiable 'meeting' points along the Esplanade
- make visible the cultural and environmental attributes of the Hervey Bay region
- create new, cultural tourism assets within Hervey Bay

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## ARTWORK OPPORTUNITY 3

### ESPLANADE FOOTPATHS



#### Illuminated Stories

**Artwork Category:** Integrated / Interpretive

**Artwork Description:**

These will be projection artworks that utilise simple gobo projection technology. Artists can be commissioned to create designs for the gobos which can be regularly changed over time.

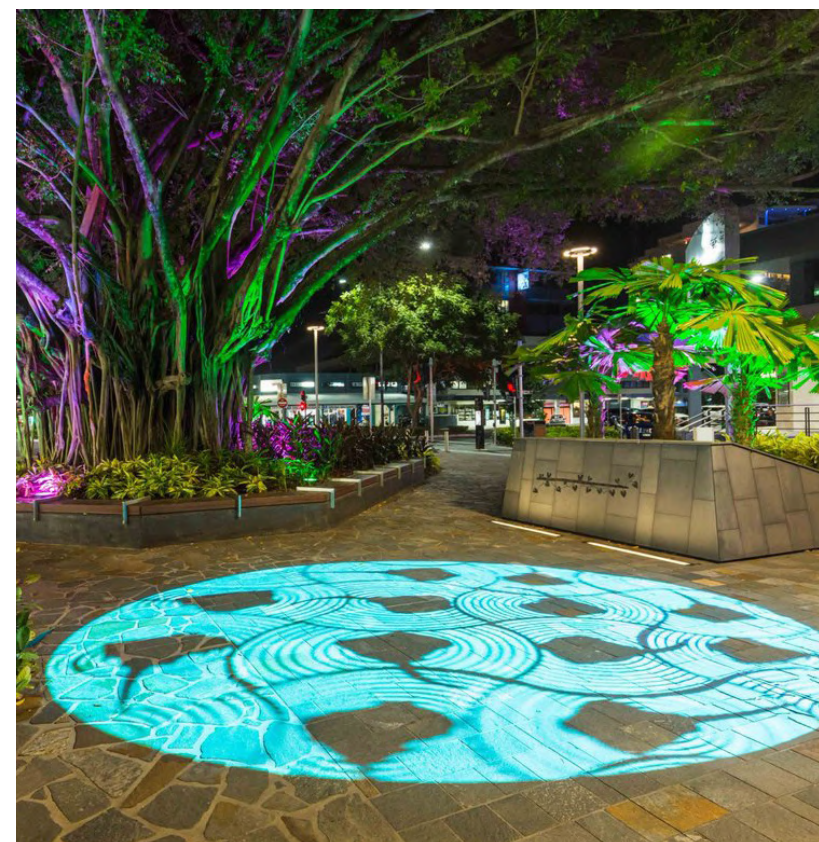
Hervey Bay's extensive coastline offers artistic inspiration and acknowledges the importance of K'gari that is intrinsic to Badtjala country. Artworks may celebrate the arrival of the diamond scaled mullet (signified by the Emu in the sky), the Yidinji creation story, make connections to mangroves, and celebrate precious flora and fauna like the midnight primroses and dog crabs that exist in the sand dunes.

These artworks offer the opportunity for artists of all backgrounds to explore the richness of the natural environment of the Hervey Bay region such as the journey of the whales, dugong, dolphin and other important sea creatures as well as other unique coastal flora and fauna.

**Artwork Category:**

The objectives of this artwork are to:

- Tell untold Badtjala stories through light-based artworks
- Create night-time activation along the Esplanade and footpaths – encouraging evening visitation and patronage



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# ARTWORK OPPORTUNITY 4

MULTIPLE LOCATIONS



## Temporary Artworks

### Artwork Category:

Temporary/Interpretive/Interactive

### Artwork Description:

The opportunity exists to create an annual or event based temporary public art event along the esplanade within key parks and community spaces. These ephemeral artworks could be created in a range of media and scale to suit sites and/or the vision of participating artists. With an outdoor climate that is enviable, the Hervey Bay Esplanade provides a perfect physical platform for short-term public art. Nature based and influenced artworks; ecological sculpture and ephemeral work; and subject matter that speaks to sustainability and the environment.

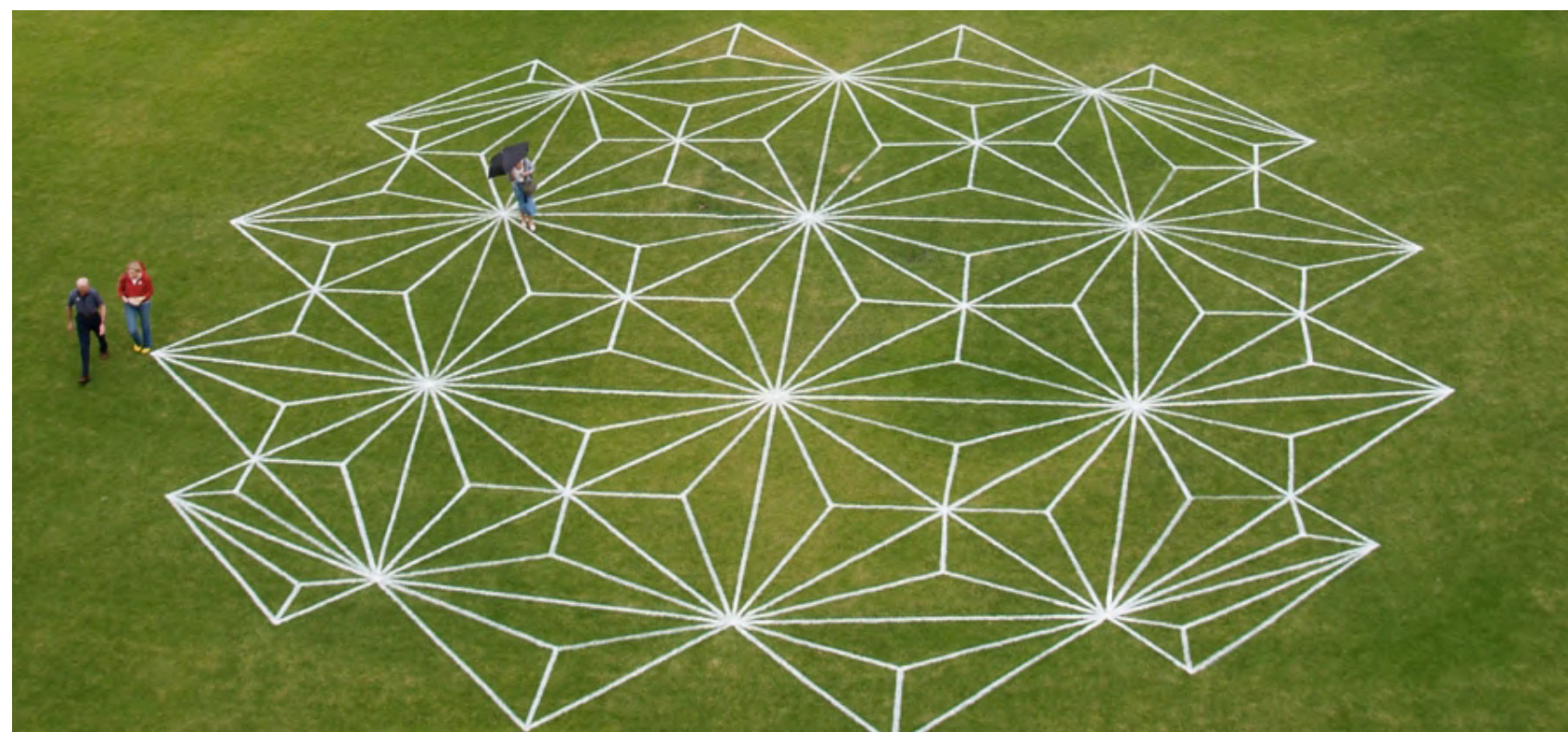
These temporary artworks offer the opportunity for artists of all backgrounds to explore the richness of the natural environment of the Hervey Bay region such as the journey of the whales, dugong, dolphin and other important sea creatures as well as other unique coastal flora and fauna. Water and sand, mangroves and mountains, beach and bush as themes and materials may also be explored.

### Artwork Category:

The objectives of these temporary artworks are to:

- provide a platform for the professional development of local and/or emerging artists
- assist to nurture local community support for future permanent artworks
- create opportunities for children and families to be involved in artwork creation with skill local artists and forge connections with local schools and the broader community
- attract the interest of business and sponsors and tap into the community's appetite for innovation and experiences

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## ARTWORK OPPORTUNITY 5

### MULTIPLE LOCATIONS



#### Interpretive Artworks/Signage

**Artwork Category:** Wayfinding / Interpretive

##### Artwork Description:

Collaborative works, historical intersections, the expression of Badtjala and other narratives that acknowledge the many threads that bring together the communities of this place. These works may incorporate references to, and narrate the shared initiatives that have brought people together in Hervey Bay including connections forged through industry (logging, fishing, agriculture), building and navigation, and innovative new collaborations such as Indigenous tourism.

These artworks could be stand-alone sculptural forms that incorporate currently untold stories and histories about Hervey Bay and the broader region. The forms could integrate detailed signage and visual components, making them accessible to a wide range of community members.

##### Artwork Category:

The objectives of these interpretive artworks are to:

- be engaging sculptural artworks that act a wayfinding/orientation 'markers' along the esplanade
- make legible the cultural and environmental attributes of the Hervey Bay region
- create identifiable 'meeting' points along the Esplanade
- create a new, cultural tourism assets within Hervey Bay



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# ARTWORK OPPORTUNITY 6

MULTIPLE LOCATIONS



## Untold Stories

### Artwork Category:

Commemorative/Interpretive

### Artwork Description:

Artworks which draw attention to historical events, persons, or places of significance within the Esplanade and the broader Hervey Bay area. These new commemorative works could be designed to acknowledge and remember key historical figures and leaders from both Badtjala and European histories.

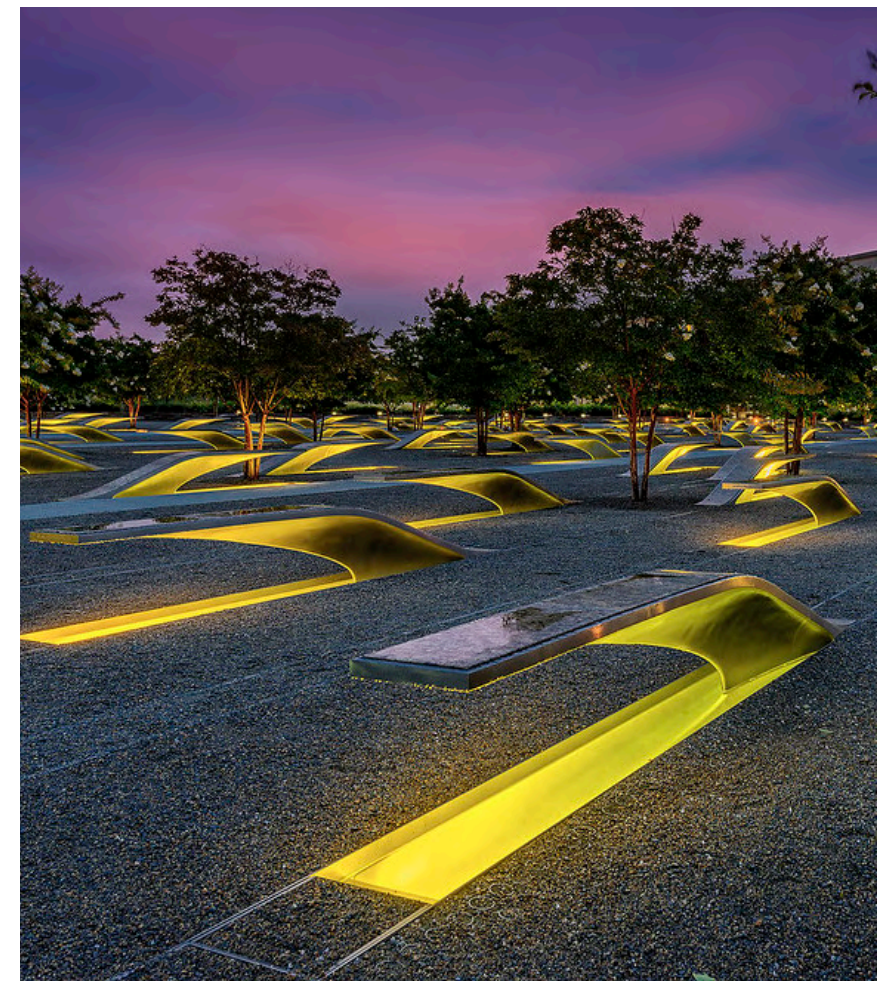
Artworks may acknowledge significant places such as Dayman Point Park, a traditional corroboree and meeting place, birthing site and place of conversation across the water to K'gari through fires and smoke signals. These works may be conceived within a more traditional memorial format but may also be contemporary artworks that embrace the use of digital media and light.

### Artwork Category:

The objectives of these interpretive artworks are to:

- reveal little known or untold stories and histories about Hervey Bay and the broader region for locals and visitor
- acknowledge and remember leaders including Badtjala people like Shirley Foley, Olga Miller, Fred Wondunna
- remember the work of environmental luminaries such as Dr John Sinclair AO (1940-2019) who campaigned to cease sand-mining on K'gari
- remember the use of smoke signals between K'gari and Hervey Bay through eternal flames or lanterns that remember those lost in frontier conflicts, wars, and poverty

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# GOVERNANCE ARRANGEMENTS

## PUBLIC ART ADVISORY GROUP

The best public art programs in the world utilise panels of experts, industry peers and community representatives to advise on and recommend public art commissions. This governance structure is to ensure that the public art vision for the project is upheld and adds value and accountability by:

### Ensuring

- artistic merit is consistently of the highest standards
- a consistent perspective and policy rigour are applied to all commissions
- the overall program / individual commissions are benchmarked nationally and internationally

### Reassuring

- for Council - that it is achieving value for money through its public art commissions
- for Artists – their work is appraised by qualified peers, experts and stakeholders
- for Council – standards are maintained for the broader city public art collection

### Providing

- confidence in decision-making – process integrity is maintained and documented to respond to enquiries about decisions and outcomes
- inspirational and robust debate, mentorship, and professional development for colleagues to deepen capacity with the adopted Art Strategy framework
- an advocacy model to others procuring public art.

The Art Advisory Group will be a consultative committee composed of stakeholder representatives to affirm appropriate art opportunities and the selection of artists and artworks for the public art program. The committee will be formed to include key project and community stakeholders with a wide range of expertise.

For the Esplanade artwork commissions, it is recommended that an Art Advisory Group be formed as a consultative committee composed of stakeholder representatives to affirm appropriate art opportunities and the selection of artists and artworks for the public art program.

The committee could be formed to include key project and community stakeholders with a wide range of expertise, such as representatives from the following:

- Hervey Bay Regional Gallery Consultative Group
- Hervey Bay Regional Gallery
- Butchulla Aboriginal Corporation (BAC)
- Councillors
- Local Artist or Curator
- Community Member

### TERMS OF REFERENCE

The Group will provide the following input for the life of their term:

- Provide expert cultural, artistic and design advice
- Contribute to the understanding of local community composition, interests and aspirations
- Endorse the content development of this Art Strategy including the Curatorial Themes
- Review and advise on the appropriateness of artwork opportunities and artists for the proposed commissions
- Appraise and make recommendations on the suitability and calibre of artists proposed for the commissions through participation in the artist selection process
- Make recommendations on the suitability and quality of the artists' Concept Designs proposed for the commissions



# PUBLIC ART ASSESSMENT CRITERIA



Public Art Assessment Criteria (‘criteria’) are utilised by both the Advisory Group and Council to achieve consistency across public art delivery platforms. The criteria help to evaluate projects and proposals and create coherence in commissioning approach.

1. Corporate Policy and Planning Alignment

Council should evaluate public art projects and proposals to achieve coherence across its program delivery. The following criteria may apply to Council’s public art strategies and guidelines for infrastructure, partnership and developer incentive projects, undertaken either by Council, the private sector, other organisations or individuals.

2. Curatorial Framework Alignment

Complies and engages with, or interprets the strategic priorities outlined in the Curatorial Themes included in the Art Strategy. These include:

- *The Badtjala peoples: Into Deep Time*
- *The Environmental Futures: Caring for Country*
- *Sovereignty and Settlers: Shared histories in this place*

3. Artistic Merit, Integrity and Engagement

Proposed artwork demonstrates high quality, innovative work with high artistic merit and value-adds to the Her Et Bay Public Art Collection or city animation programming; and respects the moral rights and copyright of other creators and shows respect and complies with First Nations (Aboriginal and Torres Strait Islander) protocols. High community access and engagement opportunities.

Capacity to: connect to educational programs for targeted and broad community engagement; be incorporated into a virtual overlay using available technology and digital access.

4. Place, Site and Community

Offers relevance, appropriateness and responsiveness to the place and site proposed for the commission. Spatiality compatible and enhances the functionality of public building and spaces. Relates to the cultural, historical and environmental context of the site and resonates with specific and/or diverse stakeholder and user groups.

5. Design Life - Context Compliance, Access and Viability

Consistent with relevant policies – heritage, environmental and planning and public safety guidelines and public access and usage of the site and surrounds. Complies with Australian Standards, building codes and requirements and proposes no substantial physical risk. Consideration of maintenance requirements - fabrication suitability, reliability of materials and likely ongoing costs of annual maintenance of all aspects of the work. Budget proposed is congruent with the design and fabrication approach and methodology to achieve a final work. Materiality proposed is appropriate, sound and durable and resistant to weather, theft and vandalism.



## COMMISSIONING MODELS



There are a number of ways to commission artworks and to source artists for public art commissions. The most common methods are ‘open competition’, ‘limited tender’, and ‘direct commission’ each present benefits and limitations that need to be considered on a case-by-case basis.

### Open Competition

Open competition is usually adopted as an advertised ‘expression of interest’ (EOI). It provides the most equitable access to employment opportunities for artists, including young and emerging artists, regional artists, and artists from interstate and overseas. To attract submissions, the opportunity is widely advertised through a variety of media, including print and web-based publications, social media platforms and may also be sent directly to commercial and non-commercial galleries and arts advocacy organisations. Its egalitarian intention is off-set by the need to advertise widely for maximum exposure, which can be expensive, the fact that high-profile artists often do not apply, and it can take a long period of time between advertising and final selection. Also, many artists are not successful and therefore the process can equally build disappointment in the visual arts ecosystem.

### Limited Tender

Limited tender involves an artist being sourced from existing arts advocacy organisations’ databases and/or through commercial and non-commercial galleries. Several artists may be approached for consideration as an initial ‘long-list’ and then a shorter list is determined against criteria to contend for the public art commission through a limited competition. Because this method uses existing databases and expertise, it cuts down on time spent searching for artists, and quality control is exercised by both the collecting agency/ies and the curator engaged by the commissioner. In turn, this method depends on the quality of the database and breadth of membership of collecting agency/ies approached, and there may be fees involved in using these resources. While the process may not be open to everyone, the shortlist is brought together carefully by a skilled professional against an approved brief.

### Direct Commission

Direct commission is when artists are approached directly to create work for a public art commission against an approved brief endorsed by the commissioner. There is no competition, which is why this method needs to be driven by a skilled professional engaged by the commissioner and a well-written brief approved by the commissioner. The artist in this instance is deemed to be the most suitable person to deliver the public art commission. Often, public art curators are appointed to undertake the work required for direct commissions. This approach provides clear identification of artist and reasons why, direct negotiation of what is required, uses curator’s expertise (if contracted), and can result in commissions by high-profile artists with a national or international reputation who would only likely respond to the brief if approached directly. The process is not open in this instance; it relies on high-level knowledge of artists and the expertise of the curator engaged and requires good negotiation skills to execute the commission.



Artwork commissioning can be managed by qualified industry providers. The role of the artist and the curator are key to the successful integration and delivery of public art.

#### Artists

Council recognises that artists are at the heart of public art commissions, and, together with architects and design teams, they are integral to creating greater public amenity in our built environment for our communities. Working with artists in a best practice model ensures higher quality outcomes. Artists undertake research, explore ideas, experiment with concepts, and challenge the status quo. They are creative, with expertise in their own specific visual art skill set, but not necessarily in urban design, architectural design, or with qualifications relevant to the built environment.

Support for artists in the public art commissioning process needs to be provided by those with this expertise to assist in translating the artist's concepts into the built environment context, and to be budgeted for accordingly. A collaborative, supportive, interdisciplinary working relationship, conducted in the spirit of generosity in solving problems to realise the artistic vision, underpins a best practice model. This ensures greater success in the execution and delivery of proposed ideas.

#### Artists

Curators/Consultants may be contracted by the commissioning agency to deliver the public art commission. Contract curators are professionals with specialist public art expertise. They may operate as individuals, a commercial business, or not-for-profit arts or cultural organisation/s. A contracted curator can develop the curatorial rationale for a particular project, undertake the selection process for artists as described above, develop the Art Opportunities Report or Artwork Commission Plan/Strategy, and liaise with the artist/s on the organisation's behalf from concept development to realisation, providing coordination of artists with sensitivity to place and artwork integrity.

Some contract curators also have project management expertise and can liaise more broadly with the artist and client, coordinating and managing the public art project, undertaking community consultation and stakeholder management, conducting risk assessment, and managing the artwork fabrication commissioning process, time frame, and budget.





## ARTWORK COMMISSIONING METHODOLOGY (STANDARD)



### ARTWORK OPPORTUNITIES REPORT (CURATORIAL RATIONALE, OPPORTUNITIES)

- identify the project vision and objectives; in particular, how they relate to public art;
- review existing artwork elements in the immediate precinct and surrounds to ascertain context for new commission/s;
- consult with the Client and Design Team to ensure that strategies developed align with Council's Public Art DA 'Percent for Art' contribution scheme;
- consult with the project Design Team to ensure design intent/palette and best artwork siting in relation to key design features and view lines;
- develop a Curatorial Rationale – key themes and conceptual drivers to inform artwork types and artist selection for the project; and
- finalise an Art Opportunities Report for Council review.

### Artist Selection (EOI, Shortlist, Selection)

- undertake an Artists Expression of Interest process to create a longlist of local, regional and national artists suitable for the opportunities;
- present longlist and suggested shortlist of artists to the client and design team for selection;
- liaise with the shortlisted artists regarding project opportunities, programs, budgets and expectations; and
- finalise an Artist Selection Report for Council review.

### Artist Selection (EOI, Shortlist, Selection)

Create a Briefing document that:

- articulates project background, context and curatorial drivers
- outlines artwork opportunity and objectives
- identifies program and budget
- outlines concept design requirement

### CONCEPT DESIGN STAGE - (IDEAS, BUDGET, SCALE)

#### Artist will:

- undertake research and read all briefing material
- produce a concept for the art opportunity outlined in the briefing document
- provide visual representations such as sketches / impressions / renders, illustrating the proposed artwork design with scale and perspective indicated
- produce a written Concept Statement outlining vision, intent and rationale for the concepts
- propose artwork implementation/construction methodology
- develop cost estimates and a proposed program for the implementation stage

#### Council/consultant will:

- conduct artist briefings to outline curatorial and design direction of artworks;
- manage budgets, approvals and payments to artists and sub-contractors;
- provide commission agreements on behalf of the client;
- review concept designs and provide curatorial input and advice to artists;
- assist artist/s to seek engineering advice and liaise with design and/or construction teams;
- review budgets and provide construction estimates to client;
- facilitate concept design presentations;
- meet with the project team to gain endorsement for artwork concepts to proceed to design development and commissioning; and
- finalise a concept design package for Council review.



ARTWORK  
COMMISSIONING  
METHODOLOGY  
(STANDARD)

continued...



DESIGN DEVELOPMENT STAGE  
(BUDGET, ENGINEERING, RISK MANAGEMENT)

Artist will:

- resolve any outstanding design issues
- finalise materials and finishes
- finalise fabrication methodologies and costings.

Council/consultant will:

- provide contract management and artist liaison;
- review developed designs, fabrication methodologies, and budgets;
- assist the artist/s to seek suitable fabrication quotations;
- assist artist/s to confirm engineering requirements and liaise with design and/or construction teams;
- liaise with the project design team and site contractor as required regarding site constraints, programming, access, etc.;
- review budgets and provide construction estimates to client;
- facilitate client presentations; and
- advise Council of the Project Team's intention to commission the client's approved artwork concepts.

COMMISSION STAGE (FABRICATION & INSTALLATION)

Artist & Council/consultant will:

- oversee fabrication to ensure artistic vision of the project during construction including client approvals as required;
- provide quality reviews throughout the fabrication process and ensure adherence to approved artwork budget;
- liaise with artist/s, managing contractor, sub-contractors and Council to coordinate all aspects of artwork installation, such as footings, power requirements and site access;
- provide commission update reports to the client at key stages of fabrication and installation of the artwork/s;
- obtain final client approval prior to delivery of artwork/s or installation; and
- oversee the installation of the artwork/s and provision of installation plans as required.



# CONTACTS

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# APPENDIX









## APPENDIX

### 1. KIT OF PARTS

#### SHARED PATH TURNING NODES

##### PRINCIPLES

- Shared path to be upgraded to minimum 2-3m where space permits
- Shared path treatment TBC
- At regular intervals along the shared path, a turning node should be provided. (see figures 1-4 for range of turning nodes)
- Turning node to be a minimum of 1.5m wide and designed to a minimum radius of R2100.

- 01 Typical bench seat
- 02 Equitable rest space
- 03 Drinking fountain

0 2 5m  
1:100 @ A3

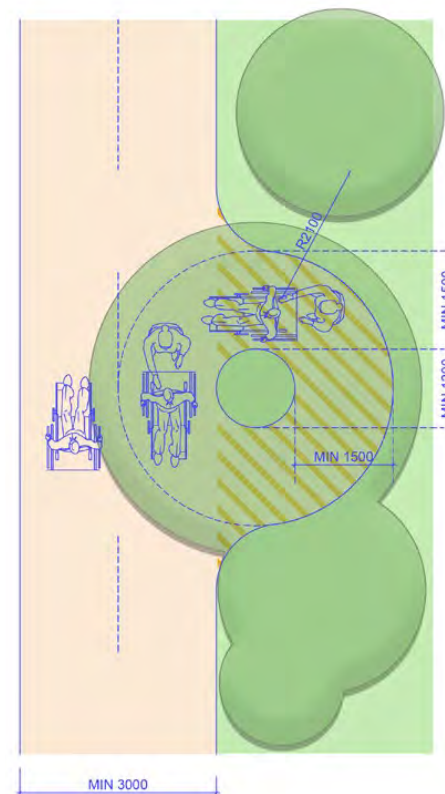


FIGURE 1  
**Small turning node**

- An example of a turning node around an existing tree

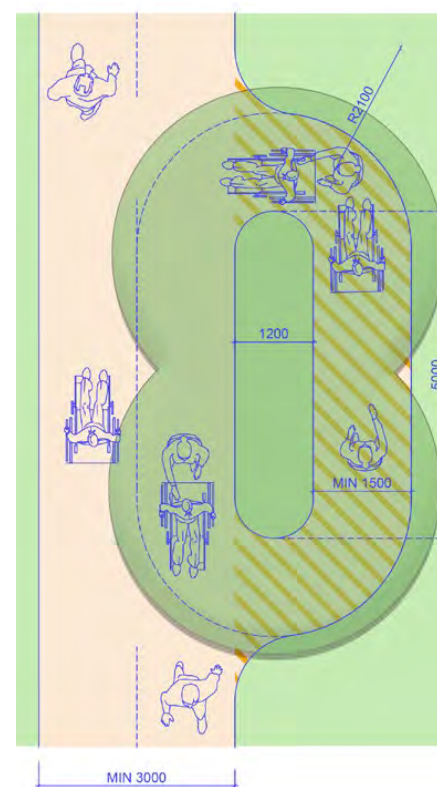


FIGURE 2  
**Large turning node**

- An example of a turning node around more than one existing tree

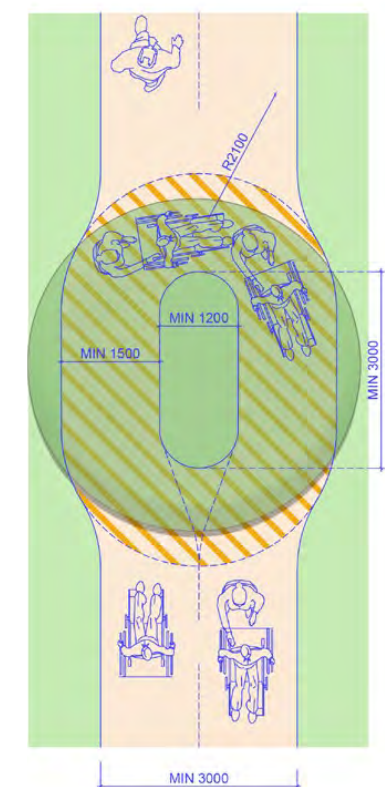


FIGURE 3  
**Split turning node**

- An example of a path splitting around an existing tree
- Split path to be a minimum of 1.5m
- Ensure minimum turning radius of R2100

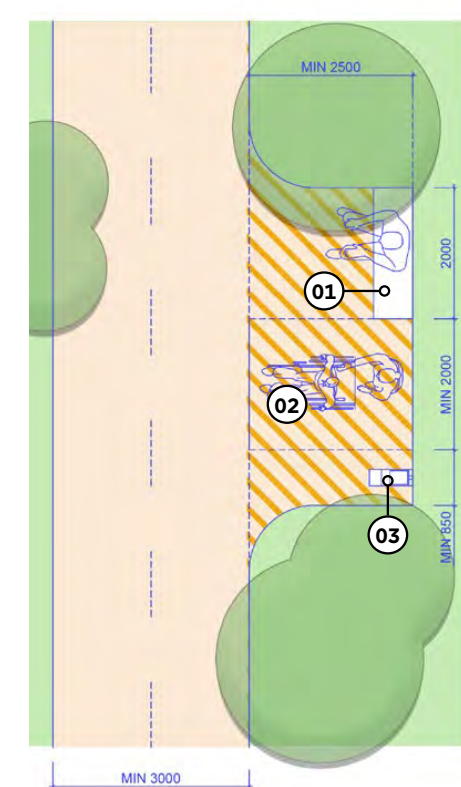


FIGURE 4  
**Rest turning node**

- An example of a providing a rest node with space provisions for turning



## APPENDIX 1. KIT OF PARTS

### BEACH LOOKOUT NODES

#### PRINCIPLES

- Shared path/connecting paths to be upgraded to minimum 2-3m where space permits
- Shared path treatment TBC
- Every look out node must provide a minimum equitable space of 2m x 2.5m
- Legible path of travel with hazard tactiles at end of lookout

- ① Typical bench seat
- ② Equitable rest space
- ③ Drinking fountain & bins

0 2 5m  
1:100 @ A3

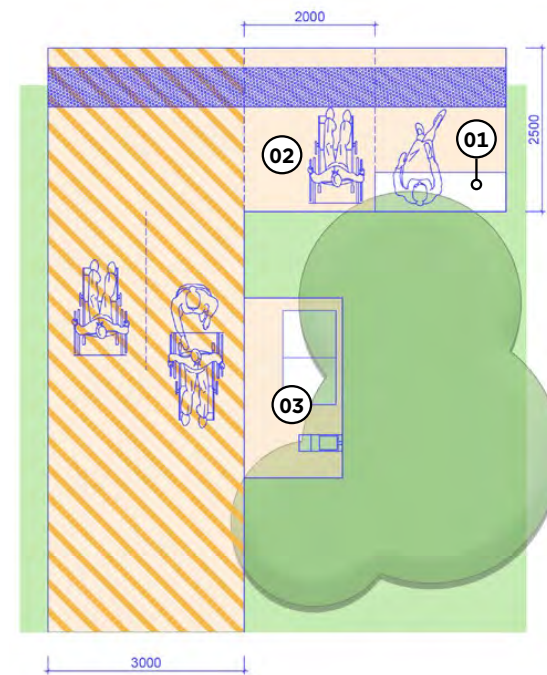


FIGURE 5  
Standard lookout node

- Minimum standard of lookout node. A clear equitable space of 2m x 2.5m must be provided with every typical bench seat

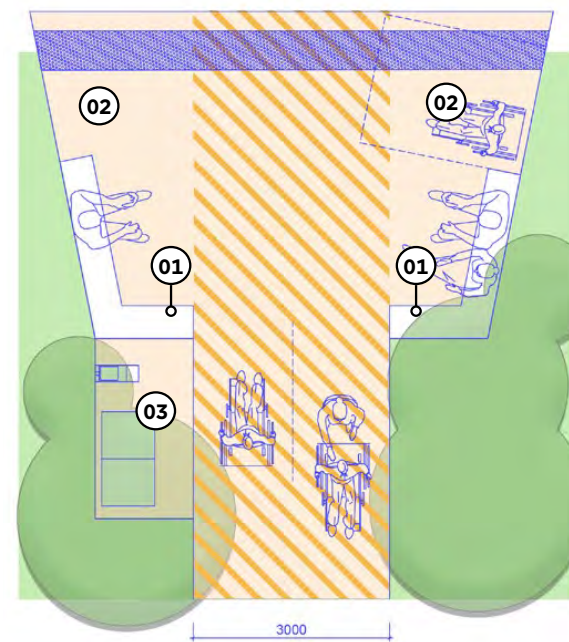


FIGURE 6  
Dual lookout node

- Where space allows a dual lookout node provides more seating opportunities for all

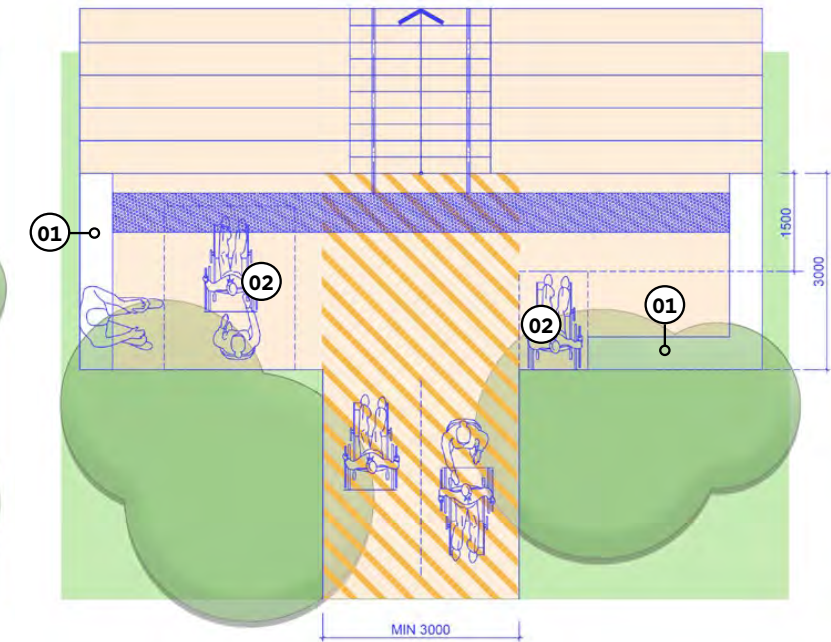


FIGURE 7  
Beach stair look out

- Where new beach stairs are provided, clear equitable space of 2m x 2.5m must be provided with every typical bench seat



## APPENDIX

### 1. KIT OF PARTS

#### PICNIC NODES

##### PRINCIPLES

- Shared path/connecting paths to be upgraded to minimum 2-3m where space permits
- Shared path treatment TBC
- Every picnic node must provide minimum 1.5m clear circulation space

- ① Typical picnic setting. All settings must allow for wheelchair pull in space.
- ② BBQs. Ensure 1.5m clear circulation space.
- ③ Rubbish bins. Ensure 1.5m clear circulation space.

0 2 5m  
1:100 @ A3

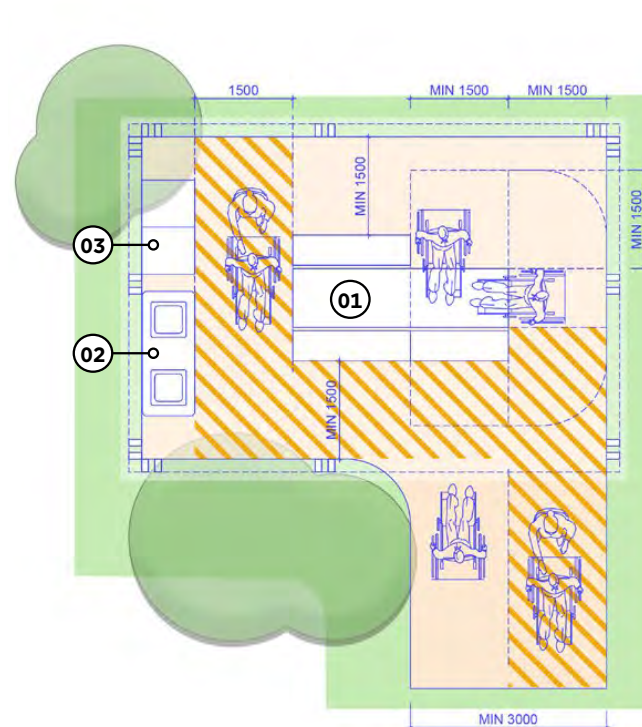


FIGURE 8  
Standard picnic node

- Ensure 1.5m clear circulation space around all fixed furniture, BBQ's and structural posts

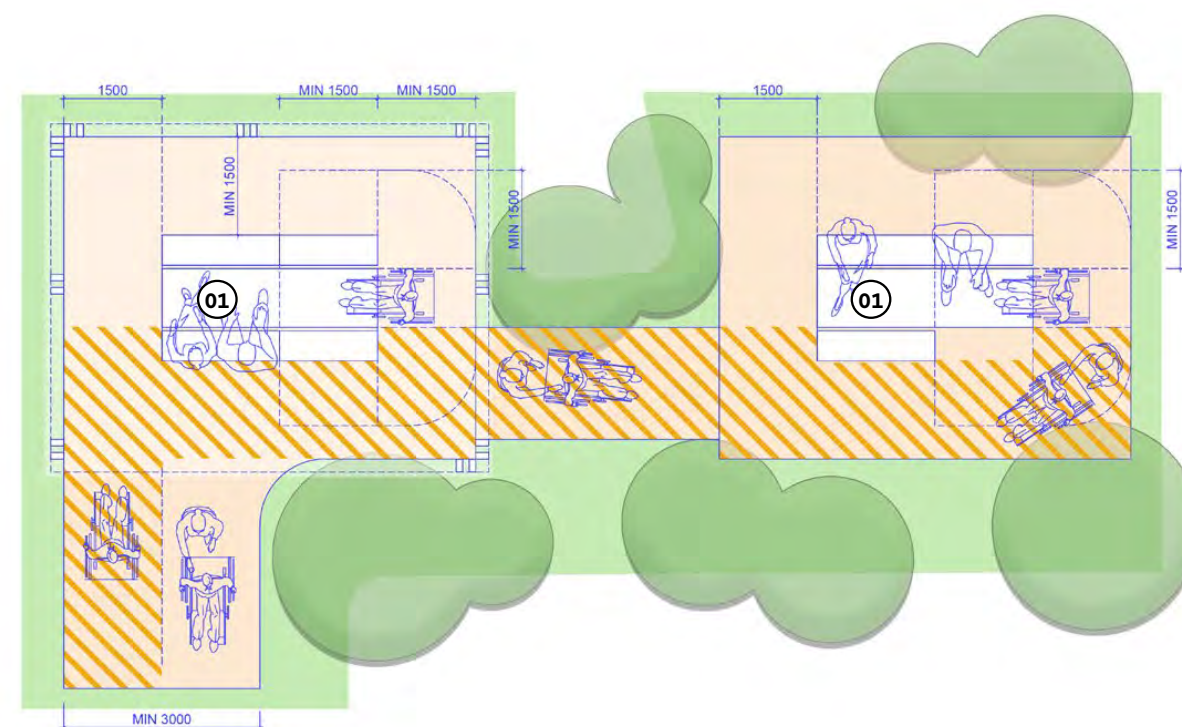


FIGURE 9  
Joining picnic nodes

- Provide a minimum 1.5m clear path of travel between picnic nodes



## APPENDIX 1. KIT OF PARTS

### EQUITABLE BEACH ACCESS NODES

#### PRINCIPLES

- Maximum gradients of 1:21 where possible
- Minimum 2.5m landings
- Shared path/connecting paths to be upgraded to minimum 2-3m where space permits
- Shared path treatment TBC

FIGURE 10  
**Boat ramp with  
equitable ramp**

- Where an existing boat ramp exists, there is an opportunity to construct an equitable ramp down the side

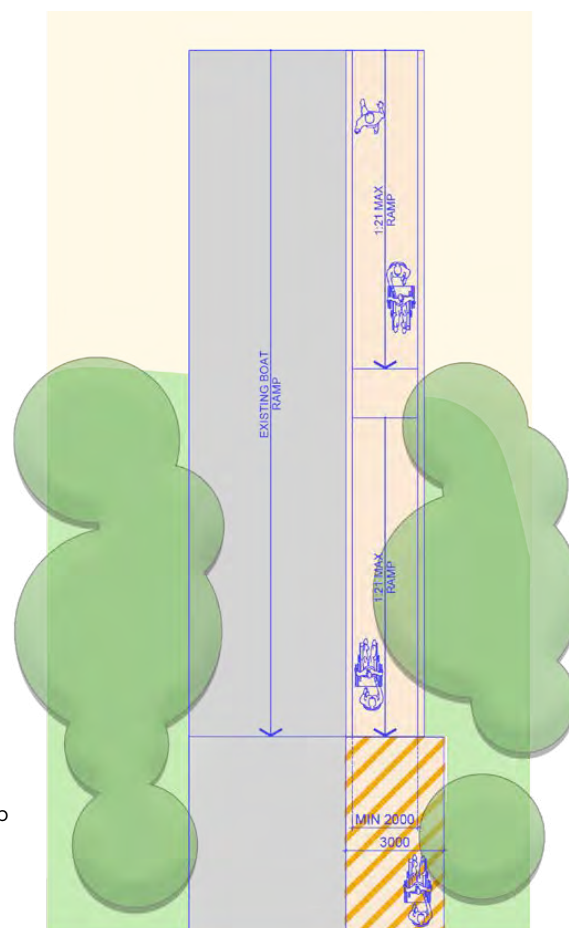


FIGURE 11  
**Equitable ramp for level  
change of <1m**

0 4 10m  
1:200 @ A3

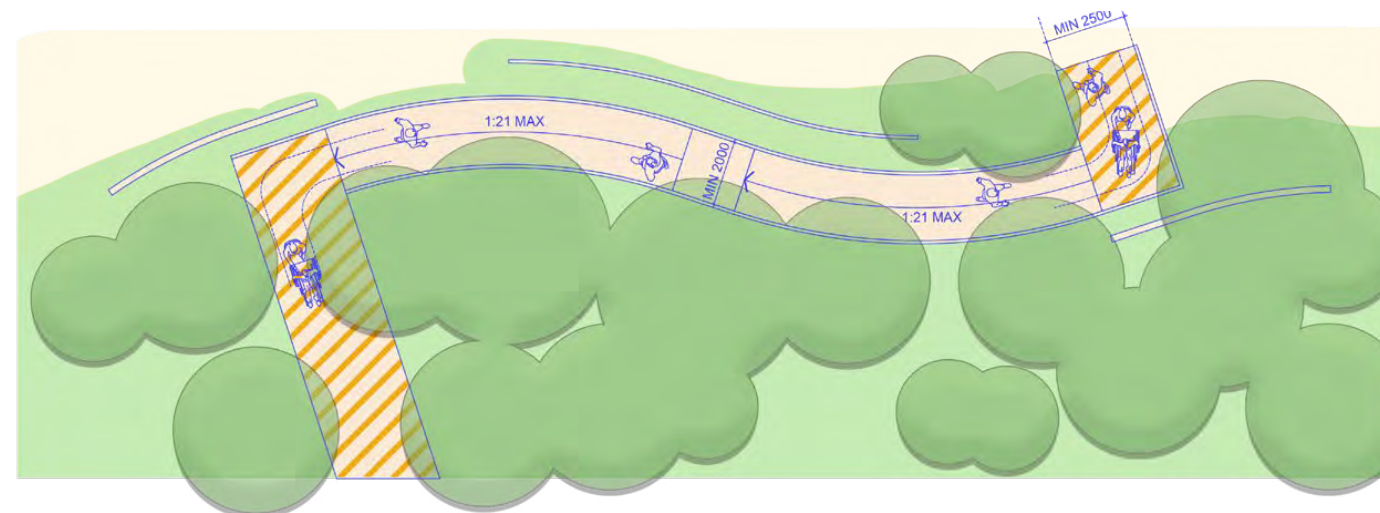
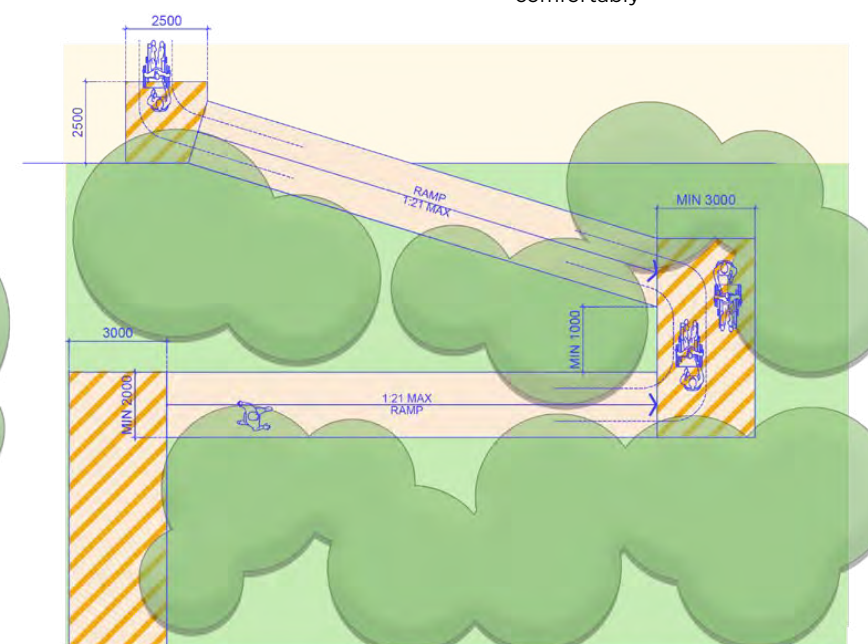


FIGURE 12  
**Equitable ramp for level  
change of >1m**

- Mid landing width of 3m to allow for wheelchairs to pass comfortably





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FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25

REQUESTS FOR FURTHER INFORMATION

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**SUBJECT:** **ORD 11.3.2 - PARK STRATEGY 2041**  
**DIRECTORATE:** **STRATEGY, COMMUNITY & DEVELOPMENT**  
**RESPONSIBLE OFFICER:** **DIRECTOR STRATEGY, COMMUNITY & DEVELOPMENT, Gerard Carlyon**  
**AUTHOR:** **SENIOR PLANNER - ENVIRONMENT & SUSTAINABILITY, Paul Rice**  
**CONFIDENTIAL:** **No**

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**1. QUESTION**

Councillor Denis Chapman requested further information in relation to Councillors being provided with the list of parks recommended for disposal.

**2. RESPONSE**

The requested list identifies land that does not have the necessary attributes that make them suitable for recreation purposes but could potentially be repurposed following a highest and best land use assessment or disposed, if tenure permits.

The list of land in the park network not required to meet the Desired Standards of Service (DSS) and worthy of further investigation for alternative use opportunities is attached for Councillors' information.

Note that the initial suggestions for alternative uses are not final determinations and heavily influenced by State Government policy on the use of reserve lands. If the State amends its policy to allow reserve lands to be converted to freehold and then sold, without significant regulatory of cost burdens, particularly in relation to Native Title compliance, the options for divestiture of excess land would be significantly expanded.

**3. ATTACHMENTS**

1. List of parks with alternative use opportunities - *Confidential*



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FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25

REQUESTS FOR FURTHER INFORMATION

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SUBJECT:	<b>ORD 11.3.4 - NIKENBAH AND DUNDOWRAN GROWTH AREA INVESTIGATION</b>
DIRECTORATE:	ORGANISATIONAL SERVICES
RESPONSIBLE OFFICER:	DIRECTOR ORGANISATIONAL SERVICES, Keith Parsons
AUTHOR:	MANAGER GOVERNANCE, Leah McCormack
CONFIDENTIAL:	No

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**1. QUESTION**

Councillor Denis Chapman requested further information in relation to advice being provided to Councillors who know someone that resides in the Nikenbah and Dundowran Urban Growth Investigation Areas and whether this would be considered a Conflict of Interest.

**2. RESPONSE**

This response provides an overview of the legislative requirements under the *Local Government Act 2009* relevant to assessing whether a declarable conflict of interest (COI) may arise in relation to a matter currently before council.

The information in this response has been taken from the Department's Conflict of Interest Guideline and Quick Reference Guide.

**2.1 Legislative Framework**

The *Local Government Act 2009* ("**The Act**") sets out councillors' obligations in managing conflicts of interest. Relevant provisions include:

- Section 150EG – Prescribed conflicts of interest
- Section 150EN – Declarable conflicts of interest
- Section 150EF – Ordinary business matters
- Section 150EF(4) – Voluntary disclosure of interests

**2.2 Types of Conflicts of Interest**

Councillors must determine whether they have a:

- **Prescribed Conflict of Interest** – Is a specific, clear list of situations where legislation states that a councillor must not participate in decisions.



- **Declarable Conflict of Interest** – Is a situation where a councillor might have a conflict of interest, and must declare the interest, and then either choose to leave the meeting or councillors (who do not have a COI) vote to decide whether the councillor can participate in a debate/decision.
- **Voluntary Disclosure** – Under Section 150EF(4), a councillor can voluntarily elect to treat their personal interests as declarable conflict of interests. If they do, subsection (4) deems a councillor's otherwise non-declarable interest to be a declarable conflict of interest.

### 2.3 Interests Councillors do not need to manage

Not all personal interests need to be declared or managed as conflicts of interest. The Act recognises that some matters are part of council's ordinary business, and do not require disclosure.

#### Ordinary Business Matters (Section 150EF)

These are situations where you could interpret that there is a COI but where all councillors are affected. For example, when councillors are deciding on their own pay as councillors (councillors can choose to accept lower pay than the maximum amount). In this case, all councillors are affected but they are nonetheless required to make a decision.

The ordinary business matters that cannot give rise to a COI are as follows:

- making rates and charges or fixing of a cost recovery fee.
- making or amending an existing planning scheme that applies to the whole of the council area.
- adopting the council budget.
- councillors and committee members pay or reimbursement of expenses.
- superannuation or insurance for councillors.
- a matter of interest to the councillor solely as a candidate for election.
- a matter relating to a corporation or association that a councillor has been appointed to by the local government to be a member of the board of that corporation or association.
- if the councillor, or related party, or the donor, stands to gain a benefit or suffer a loss in relation to the matter that is no greater than a significant proportion of people in the local government area, for example, all people in a suburb or small town, all business owners, or all dog owners.

There may be cases where an issue is classed as an 'ordinary business matter', but which you feel because of your personal circumstances it should be treated like a declarable COI.

For example, if there is a budget proposal to help fund an upgrade to an unsealed road that you have your business on, meaning you could benefit indirectly from the upgrade, although this upgrade would also generally benefit the whole community. You might voluntarily decide that you should raise this as a COI. This would be treated as a declarable COI.

### 2.4 Applying the Requirements to the Scenario



The report in question relates to a specific locality within the local government area, Nikenbah and Dundowran, rather than the whole local government area. As such, it may not fall within the scope of an 'ordinary business matter' under section 150EF and requires individual consideration by councillors based on their personal interests.

**Scenario 1: The councillor knows someone who lives in the affected area.**

- Simply knowing someone in the area does not automatically give rise to a conflict of interest.
- An assessment of the nature of the relationship should be undertaken. If the relationship is casual or distant, it is unlikely to create a reasonable perception of bias.
- However, if the person is a related party (e.g., family or business partner), the councillor should consider whether there is a reasonable perception of bias and may choose to voluntarily disclose the interest.

**Scenario 2: The councillor lives in the affected area.**

- If the matter has the potential to affect the councillor's property or interests in a way that is specific or unique, there may be a declarable conflict of interest under section 150EN.
- However, if the councillor is one of many residents affected in a similar way and does not stand to gain a specific personal benefit, the councillor may consider that no conflict exists or may choose to make a voluntary disclosure to support transparency.

It is ultimately the responsibility of the individual councillor to determine whether a conflict of interest exists and whether it should be declared. If uncertain, they may choose to voluntarily disclose the interest to ensure transparency.

If a conflict is declared, the matter must be dealt with in accordance with the Act, and the remaining councillors will decide by resolution whether the councillor with the interest may participate in the discussion or decision.

**3. ATTACHMENTS**

Nil



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FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25

REQUESTS FOR FURTHER INFORMATION

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**SUBJECT:** ORD 11.3.7 - MCU24/0009; RAL24/0009 - MATERIAL CHANGE OF USE - SERVICE STATION & FOOD AND DRINK OUTLET; AND RECONFIGURING A LOT - ONE (1) LOT INTO TWO (2) LOTS - 82 BOUNDARY ROAD, URANGAN (LOT 13 RP 153688)

**DIRECTORATE:** STRATEGY, COMMUNITY & DEVELOPMENT

**RESPONSIBLE OFFICER:** DIRECTOR STRATEGY, COMMUNITY & DEVELOPMENT, Gerard Carlyon

**AUTHOR:** SENIOR PLANNER, Tim Kitzelman

**CONFIDENTIAL:** No

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**1. QUESTION**

1. Councillor Zane O'Keefe requested further information in relation to being provided with any examples of similar kind of developments where the access points to the development site are on a suburban road rather than a main road.
2. Councillor John Weiland requested further information in relation to the application form and the referral requirements to the Chief Executive of the Planning Act 2016 and whether the application would fall under the "Hazardous Chemical Facilities" definition.
3. Councillor Denis Chapman requested further information in relation to the carparking in front of the proposed service station and existing houses.

**2. RESPONSE**

Question 1:

Boundary Road is classified as a 'Traffic Distributor' level road in the Planning scheme's 'road hierarchy'. The Planning scheme's Planning Scheme Policy for Development works SC6.3, Appendix SC6.3A notes that commercial access from such roads should be 'consolidated' for 'combined sites only' and where ever possible no new accesses are to be provided. Senorita Parade (proposed access) is a 'Minor collector' road for which access from individual commercial sites is envisaged. Further, AO2.6 of the Transport and parking code prescribes that access occur "to the lowest order transport corridor to which the site has frontage, consistent with amenity impact constraints."

Recent examples of Service Stations which gain access from the lower order road include 74 Bideford Street, Torquay (MCU-161072, approved 27 October 2017) which gains access/egress from Bideford Street rather than Boat Harbour Drive and 341 Alice Street, Maryborough (MCU-151048, approved 25 February 2016) which gains access/egress from a shared private road (easement) rather than Alice Street. Notable recent commercial developments include 200



Boat Harbour Drive, Pialba (MCU21/0074, MCU for Showrooms, Shops, Food and Drink Outlets and Indoor Sport and Recreation; approved 6 October 2021) which gains access/egress from Hunter Street and Taylor Street rather than Boat Harbour Drive.

Question 2:

Pursuant to the *Planning Regulation 2017*, 'Hazardous chemical facility' means the use of premises for a facility at which a prescribed hazardous chemical is present or likely to be present in a quantity that exceeds 10% of the chemical's threshold quantity under the *Work Health and Safety Regulation 2011*, schedule 15. For petrol the threshold is 50,000 tonnes. As such, the development would need to exceed 5,000 tonnes (10% of the threshold) to be considered a 'Hazardous chemical facility'. The application proposes that there be two (2) underground tanks provided. Even very large underground fuel tanks typically found at major service stations only hold 90,000 litres, therefore 180,000 litres converted = approximately 150 tonnes. As such, the proposed Service station (and most likely any Service station) is far below the referral threshold. As discussed at the agenda forum, the type of land uses that would typically trigger referral to SARA pursuant to *Planning Regulation 2017*, Schedule 10, Part 7 would generally be classified as 'Special Industry' such as an oil refinery that has fuel storage of approximately 6,000,000 litres.

This advice has been confirmed via consultation with Department of State Development Infrastructure and Planning.

Question 3:

Line marking and signage is a fundamental component of the Operational works stage of the development. In this regard, detailed design traffic and parking controls including line marking and signage vehicle and access design etc forms part of the preparation and assessment at Operational works stage. This assessment includes consideration to safe sightlines, stopping distances, turning circles and traffic flow. The development permit is conditioned to prepare and submit and operational works permit for the development.

**3. ATTACHMENTS**

Nil



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FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25

REQUESTS FOR FURTHER INFORMATION

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**SUBJECT:** **ORD 11.4.1 - RESPONSE TO PETITION - COMPLETION OF TINNANBAR ROAD UPGRADES**

**DIRECTORATE:** **INFRASTRUCTURE SERVICES**

**RESPONSIBLE OFFICER:** **DIRECTOR INFRASTRUCTURE SERVICES, Davendra Naidu**

**AUTHOR:** **EXECUTIVE ASSISTANT INFRASTRUCTURE SERVICES, Julie Gillane**

**CONFIDENTIAL:** **No**

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**1. QUESTION**

Councillor Lachlan Cosgrove requested further information in relation to the number of rateable dwellings/properties in Tinnanbar.

**2. RESPONSE**

There are 116 rateable dwellings/properties in Tinnanbar.

**3. ATTACHMENTS**

Nil



**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25**

**REQUESTS FOR FURTHER INFORMATION**

**SUBJECT:** **ORD 12.2 - REQUEST FOR A REPORT THAT IDENTIFIES SITES WITHIN BAUPLE THAT MAY BE SUITABLE FOR RV STOPOVERS**

**DIRECTORATE:** **STRATEGY, COMMUNITY & DEVELOPMENT**

**RESPONSIBLE OFFICER:** **DIRECTOR STRATEGY, COMMUNITY & DEVELOPMENT, Gerard Carlyon**

**AUTHOR:** **DIRECTOR STRATEGY, COMMUNITY & DEVELOPMENT, Gerard Carlyon**

**CONFIDENTIAL:** **No**

**1. QUESTION**

Councillor Michelle Govers requested further information in relation to Councillors being provided with the previous Council reports on the matter.

**2. RESPONSE**

Previous Council reports and other relevant information relating to Bauple RV sites, specifically Rosendale Park are as follows:

Date	Details	Reference
2010	Council undertook community planning process - Bauple A Collective Vision	
8 Dec 2010	<p>Council received a petition in December 2010 on behalf of the Bauple Community concerned at the lack of community consultation prior to public funds being spent in Bauple.</p> <p><i>Specifically we would like to have:</i></p> <ol style="list-style-type: none"> <li><i>1. for the protection of children, a larger BMX track in a more visible location;</i></li> <li><i>2. for the sustainability of our town, public hot showers (similar to Tiaro) as was previously available;</i></li> <li><i>3. for the protection of our public ablutions, a small RV cassette disposal facility.</i></li> </ol>	#1992129
27 Jan 2011	<p>Council considered the petition response at its Council meeting on the 27 January 2011 confirming:</p> <ol style="list-style-type: none"> <li>1. Community consultation undertaken to determine the</li> </ol>	Council Petition Response Report – 27 January 2011



	location of the existing BMX Track;  2. provision of public hot showers and dump points for RV Overnight Campers would be dealt with as part of the review of camping on reserves.	
2011	Council undertook community planning process - 2011-2016 Bauple Community Development Plan	
16 Mar 2011	<p>Council considered a report on Ord 11.6 "Parks and Reserves – Overnight RV Camping" which recommended that the Bauple Sport and Recreation Grounds was not appropriate for use as an RV Overnight Camping (Docs#2006212).</p> <p>A petition was also tabled at this meeting regarding the use of the recreational grounds for RV camping.</p> <p>Council resolved that the matters regarding RV sites (including the use of the Rosendale area) be referred for further community consultation and report be made back to Council.</p> <p>Finalisation of the lease with the Bauple &amp; District Recreation Ground Association Inc. was placed on hold pending the outcome of the public consultation on the RV overnight camping at the Bauple Recreation Ground (Item 11.9).</p>	<p>Council Report #2008222</p> <p>Council Minutes #1996799</p> <p>Report on Ord 11.6 #2006212</p> <p>Recreation Lease #3126281</p>
16 May 2011	Community consultation on suitable long-term solution for an RV Stop over area in Bauple held at Bauple Band Hall.	#3126281
18 May 2011	<p>Community Group meeting held in Bauple attended by Community Group Representatives at this meeting included Bauple P&amp;C, Scouts, Bauple Recreation Ground Inc, Band Hall, Museum, QCWA, local Church, Mens Shed and Macadamia House.</p> <p>At this meeting the options were refined to two preferred options with all groups present offering unanimous support for the central location.</p>	#3126281
23 May 2011	Feedback of proposal sent to (13) property owners, including a copy of the two preferred options with a covering letter seeking comment on the proposal. In response to the letters, Council received six (6) responses generally in support and one letter of objection.	#2029312
15 June 2011	Council at its meeting 15 June 2011, endorsed the Bauple Rest Area (in the town centre) including self-contained RV/caravan 24hr camping, with overflow to existing site at Rosendale Park.	<p>Ord 11.4 - Council Report 15 June 2011 #2035915</p> <p>Council Minutes 15 June 2011 #1998057</p>



21 Nov 2012	<p>Council considered a petition regarding the use of the Bauple Community Recreation Grounds as an RV site.</p> <p>Council resolved that the 'chief petitioner be advised of the previous Council Decision in relation to the use of the Bauple Recreational Grounds for the RV overnight camping'.</p>	<p>Council Minutes</p> <p>21 Nov 2012</p>
June 2013	<p>At the Ordinary meeting on 5 June 2013, Council considered a petition regarding RV sites.</p> <p>Council resolved to confirm the previous decisions of Council in relation to RV camping.</p>	<p>Council Minutes</p> <p>5 June 2013</p>
1 Mar 2017	<p>Council at its meeting held on 1 March 2017, considered a report that included the Economic and Community Development Plan in Bauple and Council's organisational response to that report. Council resolved to adopt the Fraser Coast Regional Council Response/Action.</p> <p>One of the recommendations adopted was that Council consider providing funding to engage a consultant from the Caravan and Motorhome Club of Australia Limited (CMCA) to help identify a suitable RV site in Bauple and provide recommendations on how to meet criteria to obtain RV Friendly status.</p>	Ord 10.1.4
23 Mar 2017	<p>Council commissioned independent report on RV opportunities in Bauple, addressing viability, capacity and site suitability of non-commercial caravan and camping within Bauple to better develop tourism and commerce.</p>	Ord 14.2.
August 2017	<p>The independent RV opportunities report by Balfour consulting was finalised. The report recommended:</p> <ol style="list-style-type: none"> <li>1. That FCRC work with interested groups in the Bauple community to assess the issues involved in developing an RV parking facility on the identified area of land within the recreation ground area behind the Men's Shed as the preferred location and proceed with that development if feasible.</li> <li>2. That FCRC engage with the Men's Shed to assess their capacity to provide ongoing management of an RV park adjacent to their facility and their interest in working with RV tourists to maximise the social and economic benefits these tourists can provide.</li> <li>3. That FCRC work with interested private property owners to facilitate the development of additional sites should the Men's Shed site not prove feasible, or as additional sites to increase RV visitation.</li> <li>4. That FCRC consider the feasibility of establishing a public dump point at Bauple.</li> <li>5. That FCRC review usage of the current RV camping</li> </ol>	



	<p>area at Bauple and make this area for day parking only, when an alternative RV parking area has been established.</p> <p>6. That FCRC develop information packs to provide support to private property owners interested in developing RV facilities on their properties, to ensure they fully understand the issues involved and are making informed decisions on the best options for engaging with RV tourism.</p> <p>7. That FCRC install signage at Rosendale Park promoting the Bauple region and ensures the effectiveness of the Rosendale Park facility is included in any future review of RV accommodation in the Fraser Coast region.</p>	
27 Sep 2017	<p>The Balfour report was considered by Council. The officer's recommendation was that Council resolve to accept the recommendations provided by Balfour Consulting in the RV Opportunities in Bauple report.</p> <p>The Council did not accept the officer's recommendation and resolved that the report (Balfour report) be deferred to enable detailed consultation with the Bauple community on the consultant's findings and recommendations.</p>	<p>Ord 10.3.2</p> <p>Meeting Recording timestamp: 26 minutes.</p>
8 Nov 2017	<p>Following consultation between Council officers and the Bauple Progress Association executives, the BPA provided Council with a response report titled 'Response Report to RV Opportunities in Bauple'.</p> <p>In line with the officer's recommendation, Council resolved to:</p> <ol style="list-style-type: none"> <li>1. Note the RV Opportunities in Bauple Report prepared by Balfour Consulting dated 14 August, 2017;</li> <li>2. Receive and note the response report submitted by the Bauple Progress Association Inc and received by Council on 16 October, 2017.</li> <li>3. Continue to engage collaboratively with the Bauple Progress Association Inc to achieve community driven outcomes through a staged process within Council's operational parameters.</li> </ol>	<p>Ord 10.3.2</p> <p>Meeting recording time stamp 16:30 mins</p>
March 2019	Council endorsed the Fraser Coast Recreational Vehicle (RV) Strategy.	<p>Ord 10.3.3.</p> <p>#3775376</p>
25 Nov 2020	A Bauple resident made a presentation at the Ordinary Meeting on 25 November 2020 and requested that Council consider implementing the Bauple Community Plan and to work with the Bauple Progress Association for the benefit of the Bauple community. They also requested a review of the Bauple recreation ground lease, to allow RV's to park on that land.	#4198684



27 July 2022	At the Ordinary Meeting 27 July 2022 Council received petition re Rosendale RV site closure and other matters.  The Bauple Progress Petition (BPP) (2022) was submitted to Council and tabled at the Ordinary Meeting No.7/22 held 27 July 2022. Council resolved for consideration and a report to Council.	Ord 9.1.3.
24 Aug 2022	At the ordinary meeting, Council was provided the Council report on the Bauple Progress Petition. Council resolved to: <ol style="list-style-type: none"> <li>1. Receive and note the Report relating to the Bauple Progress (2022) Petition.</li> <li>2. That the petitioner be advised that the items included in the Petition should be raised through the upcoming community engagement process relating to review the Economic and Community Development Plan in Bauple.</li> </ol>	Ord 9.3.
26 April 2023	A petition was brought to "Request for Council to close the Rosendale Free Park Camp".  Council resolved that the petition be received.	Ord 9.1.1
2024	Following discussions with representatives of the Bauple Progress Association, Council Officers are currently in the process of preparing to undertake a community engagement process relating to reviewing the Economic and Community Development Plan.	

### 3. ATTACHMENTS

1. Council Report - Fraser Coast Recreational Vehicle Strategy - March 2019 [↓](#)
2. Council Report - Outcomes of Consultation - RV Site Opportunities in Bauple [↓](#)



ITEM NO: ORD 10.3.3

**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 4/19**

**WEDNESDAY, 24 APRIL 2019**

<b>SUBJECT:</b>	<b>FRASER COAST RECREATIONAL VEHICLE (RV) STRATEGY - MARCH, 2019</b>
<b>DIRECTORATE:</b>	<b>DEVELOPMENT &amp; COMMUNITY</b>
<b>RESPONSIBLE OFFICER:</b>	<b>DIRECTOR DEVELOPMENT &amp; COMMUNITY, Gerard Carlyon</b>
<b>AUTHOR:</b>	<b>MANAGER STRATEGIC ECONOMIC INITIATIVES, Tracey Genrich</b>
<b>LINK TO CORPORATE PLAN:</b>	<b>Prosperity A growing Tourism industry that capitalises on the full range of opportunities Develop an approach across the region to capitalise on increased tourism</b>

**1. PURPOSE**

The purpose of this report is to present the Fraser Coast Recreational Vehicle Strategy – March, 2019 to Council for consideration for endorsement.

**2. EXECUTIVE SUMMARY**

Tourism is a key driver of the Fraser Coast economy, injecting \$415 million through direct overnight expenditure in 2017. The RV, caravan and camping sector is a key component of our overall market. This Recreational Vehicle (RV) Strategy provides a roadmap for the sustainable management and growth of the sector, ensuring that it delivers its full potential as part of a prosperous Fraser Coast visitor economy.

Realising the economic potential of Fraser Coast's caravan and camping sector is based on the following strategic directions and recommended priority actions:-

1. Positioning and marketing of the region as a premier RV, caravan and camping destination;
2. Business development which grows overall destination competitiveness;
3. Infrastructure investment and management which creates an RV, caravan and camping-friendly environment;
4. Establishing a transparent policy framework as the basis for decision making;
5. Effective site management and development as a driver of stakeholder and customer satisfaction;
6. Building awareness of the benefits of the RV, caravan and camping sectors;

Accordingly, the Fraser Coast Regional Council Recreational Vehicle (RV) Strategy Final Report includes a comprehensive review of the existing circumstances, market trends and recommendations/actions to position Fraser Coast as a premier RV and camping location.

**3. OFFICER'S RECOMMENDATION**

24 APRIL 2019



1. That Council endorse the Fraser Coast Recreational Vehicle (RV) Strategy (as attached to this report) to guide future growth of RV visitation and tourism in the Fraser Coast.
2. That Council commence investigations to identify a suitable Hervey Bay RV site which will replace the existing RV Site located at the Hervey Bay Visitor Information Centre (VIC).
3. That a report be tabled at Council's June 2019 Ordinary Meeting addressing Council's previous Resolution 5 of Item 10.1.5 – Review of Camping Stakeholder Strategy of Council's Minutes from meeting held on 28 September, 2016.

#### 4. BACKGROUND & PREVIOUS COUNCIL CONSIDERATION

In 2018 Council commissioned EarthCheck to work in conjunction with Council to prepare the Fraser Coast RV Strategy aimed to address the following goals and objectives:-

- Identify challenges and opportunities for RV's on the Fraser Coast;
- Deliver a sustainable RV presence on the Fraser Coast focused on tourism and industry development;
- Respond and adapt to shifting demand patterns and changing industry trends;
- Determine the feasibility of establishing a consultative model in developing local laws, policies and procedures for caravan and camping in the region; and
- Identify a program of short, medium and long term actions which implement identified strategic directions.

The Strategy has been prepared following extensive internal and external key stakeholder consultation and is now presented to Council for consideration and endorsement.

This report also refers to a previous Council Resolution dated 28 September, 2016 as follows:-

*"That Council as soon as practical:*

1. *Increase the 20 hr Stop and Shop to a 48 hr Stop and Shop at Alan and June Brown Car Park in Maryborough and Hervey Bay BIC for self-contained recreational vehicles;*
2. *Discontinue the requirement to obtain a permit to use the Stop and Shop locations however continue to promote the Stop and Shop concept; investigating alternative methods to ascertain RV usage (for example, working with Chambers of Commerce);*
3. *Increase the number of sites within the Alan and June Brown Car Park as per the attached plan providing an additional 18 RV only sites at a cost of \$25,000;*
4. *Seek tenders from not-for-profit community organisations and/or private entities for lease of the site at Maryborough Airport for the purpose of offering low cost camping subject to planning approval;*
5. *Organise a review in six months following the implementation of items 1, 2, 3 and 4, and should these changes have found to be successful, that Council seek tenders from not for profit community organisations and/or private entities for lease of the site at Prickett Park for the purpose of offering low cost camping subject to planning approval; and Council investigate options to allow self-contained recreational vehicles to park between 5.00pm and 8.00am at H.J. Davies and McDowell Carparks."*

Items 1-4 of the abovementioned resolution have been enacted, however, at this point the review requested as Item 5 of the resolution has not been addressed and is being addressed through this report.



## 5. PROPOSAL

The Fraser Coast RV Strategy – March, 2019 is now presented to Council for consideration and endorsement.

The Strategy includes the following Chapters:-

- Executive Summary;
- Introduction;
- Guiding Principles for the Strategy;
- Camping and RVs and Planning for a Diverse Market;
- Camping and Caravanning Trends in National and Queensland Markets;
- Market Trends: Implications for the Strategy;
- RV and Camping Trends in the Fraser Coast Region;
- Economic Value of the RV and Camping Sector for Fraser Coast in 2017;
- Growth Potential of the RV and Camping Sector in Fraser Coast in 2023;
- Positioning Destinations as being RV and Camping-Friendly;
- Current Campsite and RV Site Provision;
- Context Provided by Queensland Government Guidance;
- Fraser Coast Policy Content;
- Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction;
- Legal and Policy Framework;
- Stakeholder Perspectives;
- Recommendations;
- Site Definitions.

Realising the economic potential of Fraser Coast's caravan and camping sector is based on the following strategic directions and recommended priority actions:-

<b>Positioning and Marketing the Region as a Premier RV, Caravan and Camping Destination</b>
Guided by a caravan and camping marketing action plan, develop and deliver a marketing program which raises awareness of the region's caravan and camping options, and drives new businesses.
Promote engagement and packaging opportunities for the region's caravan and camping businesses, focusing on shoulder and off-season opportunities to drive new business.
Review marketing platforms and collateral with the purpose of growing market awareness of the region's camping options and positioning as a premier RV and camping destination, including:- <ul style="list-style-type: none"> <li>• Investigating the potential to create a new engaging and accessible tourism industry-led RV website/portal;</li> <li>• As a short term action, review Council's caravan and camping website page with a</li> </ul>



<p>view towards including all commercial and non-commercial camping options;</p> <ul style="list-style-type: none"> <li>• As a short term action, investigate the feasibility of establishing a dedicated caravan and camping landing page on FCTE's consumer website;</li> <li>• Identify options to further integrate camping options where appropriate into itineraries and journeys as part of FCTE's marketing program and the Discover Fraser Coast project;</li> <li>• Continue to identify partnership opportunities such as those with Australia's Nature Coast to promote touring options.</li> </ul>
Review signage at all camping locations as part of a strategic wayfinding plan.
Maintain and build positive relationships with sector trade bodies via a proactive program of networking and engagement.
Instigate a proactive PR and social media program to engage directly with caravan and RV user groups.
Instigation of a program which build towards 100% participation of commercial and non-commercial camp sites on Australian Tourism Data Warehouse (ATDW) – an essential step in building consumer awareness.
Investigate the opportunity for cooperative campaigns with industry players such as Jayco, Jucy, Apollo, Britz Maui etc.
<b>Business Development which Grows overall Destination Competitiveness</b>
Instigate a region-wide RV and camping evaluation program designed to provide customer insight on facilities and experiences (commercial and non-commercial sites).
Share benchmarking results from the evaluation program, and available new sector intelligence with businesses and industry partners to support business and experience development and investment.
Prepare annual briefings for caravan and camping businesses to build awareness of up to date sector intelligence and product/experience information for all of the Fraser Coast region.
Review communications with sector businesses to build awareness of experiences, products and events which will drive business opportunities.
Investigate opportunities for the region to host sector conferences and events, growing its reputation as a premier RV and camping destination.
<b>Infrastructure Investment and Management which creates an RV and Caravan and Camping Friendly Environment</b>
As a means of growing awareness of the region's towns and destinations in target markets, seek RV-friendly designations for towns where opportunities are available, accompanied by investment in new infrastructure where required.
In consultation with local RV businesses, establish Maryborough as a RV education and maintenance hub – taking advantage of the strategic location on the Bruce Highway and

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the existing cluster of automotive maintenance, manufacturing and small tourism businesses.
Investigate options to create designated long vehicle parking spaces throughout the region (including Hervey Bay Esplanade) with supporting signposting and website-based information.
Review signage requirements at commercial and non-commercial sites.
Assess the priority for improved infrastructure at council managed sites in line with the policy framework contained in Subordinate Law No.1 and implement accordingly.
<b>Establishing a Transparent Policy Framework as the Basis for Decision-Making</b>
<p><b>Incentives for Commercial Operators to offer low cost camping options</b></p> <p>As part of providing a balanced support regime for commercial and non-commercial providers and incentivising sites that meet with market demand, provision of low cost camping options within existing commercial operations should be encouraged. A consideration for Council is incentivizing this type of provision by offering a rebate to existing commercial providers on prescribed fees and charges.</p>
<p><b>Providing for Appropriate Levels of Facility Provision in Low Cost Sites for Self-Contained Vehicles</b></p> <p>In the drafting and making amendments to its local laws, Council has shown a commitment to providing for an appropriate balance of facilitating good quality caravan and camp site provision alongside a fair and equitable competitive environment. As demonstrated in the market review, a challenge is providing for self-contained RVs who do not wish to use commercial sites – by definition these visitors are travelling in self-contained vehicles and require safe and secure locations for short stays, with minimal levels of other amenities. Building on the content contained in Local Laws 1 and 4, an amendment to Subordinate Local Law 1 could be undertaken as part of future local law amendment processes, which provides additional clarity for sites with these lower levels of facility and amenity provision. With regard to ensuring a balance between good quality site provision and ensuring competitive neutrality, consider adding a clause to the Local Law which provides for a maximum level of facility provision as well as specifying a minimum for these categories of sites.</p>
<p><b>Register of Camping Locations</b></p> <p>Development of a Register of Camping Sites operated by Council to be published on Council's and Fraser Coast Tourism and Events websites.</p>
<p><b>Definitions</b></p> <p>While the Fraser Coast Planning Scheme has been updated with tourism definitions which fully align with the Queensland Planning Regulation, the Government's Camping Options Toolkits recognises that there are also a series of industry and visitor recognised designations and descriptions for caravan and RV sites. Where appropriate, these definitions should be reflected as appropriate in relevant Local Laws within the context of formal planning development definitions, as part of future local law amendments.</p>
<b>Site Designations</b>



Implement a formal review of site designations for FCRC managed camping and RV sites, in line with Queensland Government best practice guidance.
<b>Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction</b>
<p><b>Low Cost Site Provision</b></p> <p>This report finds that as a whole, the current number of low and no cost sites is appropriate for the short to medium term (2022). With specific regard to the Hervey Bay VIC location, this site has been identified as not being fit for purpose, with a new and more appropriate site being necessary. Needs Assessments should be taken annually to review the performance and demand for non-commercial sites within the Fraser Coast Region. Formal site needs analysis should be conducted when considering any new site, or reviewing existing site provision (template attached in Strategy Appendices).</p>
<p><b>Embedding Cost Recovery Principles</b></p> <p>Fraser Coast Regional Council should explore options to embed cost recovery principles into low cost and commercial sites where feasible, reflecting this framework in Council Local Laws as appropriate.</p>
<p><b>Enforcement Practice and Protocols</b></p> <p>Review processes and protocols to guide consistent application of enforcement actions, balancing the need for a customer-friendly approach with appropriate enforcement action.</p>
<p><b>Dump Points</b></p> <p>If required, new dump points should not be installed away from existing pump-out locations, and should always be connected to the sewer to offset ongoing maintenance costs. Outside of sewer areas, there is a presumption against dump point provision unless a suitable bespoke solution can be established.</p>
<p><b>Site Plans</b></p> <p>Site Plans for Council-managed sites (new and existing) should be developed and publicised to allow consistency in non-commercial free/low-cost sites across the local government area.</p>
<p><b>Emergency Management Plans</b></p> <p>Emergency Management Plans for Council Managed sites should be developed and implemented for free and low cost sites as required.</p>
<p><b>Tendering Documentation</b></p> <p>Council's tendering processes should be undertaken in accordance with its Procurement Policy and the <i>Local Government Act 2009</i> and Regulations.</p>
<p><b>"Leave No Trace" Policy</b></p> <p>A "Leave No Trace" Policy should be designed to support environmental stewardship and align with codes of conduct promoted by the CMCA.</p>
<b>Site Operating Hours</b>

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Conduct a review of site operating hours for Council-managed sites on an annual basis, in line with customer feedback and community input.
<b>Site Fees</b> Conduct a review of site fees for Council-managed sites on an annual basis, in line with customer feedback and commercial site fees and charges.
<b>Design and Management Guide</b> To ensure consistency in the design and management of campgrounds. It is recommended that Council prepare a guide which includes case studies/examples to assist proponents, and Council's Planning department, in better assessing proposed sites, designing Council managed sites and managing contracts with third party providers.
<b>Monitoring of Council's Management and Enforcement.</b> Successfully growing the number of caravan, camping and RV visitors by definition will generate a growing management workload for council officers. Monitoring of workload should be established as part of the performance monitoring/KPI framework for the strategy.
<b>Building awareness of the benefits of the RV and Caravan and Camping Sectors</b>
Proactively disseminate information on the value of the sector on an annual basis, including number of businesses, value of visitor expenditure, supply chain businesses, as a means of growing awareness and understanding of the sector's value.

One of the most pressing issues identified in the Strategy relates to the existing Hervey Bay VIC Site. This site has, and continues, to be problematic with issues regularly arising around non-compliant use, waste removal and dump site issues. The Campervan and Motorhome Club of Australia Limited has indicated to Council that it would be interested in investigating an alternative low-cost facility or a CMCA RV Park in Hervey Bay. Accordingly, due to the ongoing issues with the existing Hervey Bay VIC Site, it is suggested that investigations into an alternative solution for the Hervey Bay area be undertaken as a priority following endorsement of the Strategy.

In order to address Council's resolution of 28 September, 2016 a review to determine if the amendments to RV Site arrangements have been successful is necessary. Accordingly, upon identification of the outstanding resolution, research has recently been commenced which will inform a report to Council's Ordinary June meeting.

The Report will address occupancy rates at both Alan and June Brown Car Park and the Airport site and any opportunities and issues experienced. The Report will also address the potential site, capacity, conditions and recommendations for the proposed site at Prickett Park.

## 6. FINANCIAL & RESOURCE IMPLICATIONS

There are funds within the 2018/2019 and 2019/2020 Operational Budgets to commence implementation of the recommendations of the Strategy.

During consultation with officers of Council's Regulatory Services team it has been identified that the Strategy has staff resourcing implications particularly in the monitoring and



enforcement areas. Enforcement resource capability should be discussed further and as part of any proposal to create any new RV sites.

## **7. POLICY & LEGAL IMPLICATIONS**

The Strategy has been drafted taking into consideration the *Local Government Act 2009*, Fraser Coast Planning Scheme 2014 and a number of Fraser Coast Local Laws and Subordinate Local Laws.

## **8. CRITICAL DATES & IMPLEMENTATION**

It is proposed to implement the recommendations of the Strategy in a staged approach over a number of years.

## **9. CONSULTATION**

Preparation of the Strategy included internal and external consultation activities. A program of consultation was undertaken which involved five key stakeholder workshop sessions in addition to an industry-wide opportunity for comment and feedback via email.

Feedback was sought from the following external stakeholder groups during the consultation activities:-

- Community Groups;
- Commercial Park Operators;
- Industry Suppliers;
- Councillors;
- Council and Fraser Coast Tourism and Events; and
- Sector Agencies.

Workshop discussions aimed to gather stakeholder sentiment towards issues and benefits currently experienced by each stakeholder group and opportunities for improvement in regard to provision of and quality of camping options throughout the Fraser Coast region.

Information gathered as part of the consultation activities is included within the Stakeholders Perspectives section of the Strategy.

Internal consultation was undertaken with the respective teams within Council.

## **10. CONCLUSION**

The Fraser Coast RV Strategy will guide the monitoring and management of RV sites within the Fraser Coast and implementation of opportunities to grow the RV sector on the Fraser Coast.

Further investigations into a potential additional RV Site within Prickett Park, RV parking within HJ Davies & McDowell Car Parks and an alternative site for a Hervey Bay RV Site will be undertaken and considered by Council at future meetings.

## **11. ATTACHMENTS**

1. Fraser Coast Recreational Vehicle (RV) Strategy - Final Report - March, 2019 (edocs #3775376)







**Fraser Coast Regional Council  
Recreational Vehicle (RV) Strategy  
Final Report  
March, 2019**





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## Executive Summary

Tourism is a key driver of the Fraser Coast economy, injecting \$415 million through direct overnight expenditure in 2017. The RV, caravan and camping sector is a key component of our overall market. This Recreational Vehicle Strategy provides a roadmap for the sustainable management and growth of the sector, ensuring that it delivers its full potential as part of a prosperous Fraser Coast visitor economy.

The current Fraser Coast Camping Options Study is a comparatively recent document (2015), with many of its recommendations remaining valid. The existing Camping Options Study has provided an excellent starting point for preparation of this document which aims to:

- Identify challenges and opportunities for RV's on the Fraser Coast;
- Deliver a sustainable RV presence on the Fraser Coast focused on tourism and industry development;
- Respond and adapt to shifting demand patterns and changing industry trends;
- Determine the feasibility of establishing a consultative model in developing local laws, policies and procedures for caravan and camping in the region; and
- Identify a program of short, medium and long term actions which implement identified strategic directions.

Fraser Coast Regional Council has been at the forefront of local government work in implementing best practice with regard to reflecting the Queensland Government's planning policy and guidance for managing camping, caravans and RVs. Council has shown a commitment to facilitating an appropriate balance of good quality caravan and camp site provision alongside a fair and equitable competitive environment. Amendments to the planning scheme and local laws have already gone a long way towards ensuring that the policy framework supports a competitive caravan and RV sector (commercial and non-commercial providers) which contributes towards a healthy Fraser Coast visitor economy.

Fraser Coast's regulatory framework, marketing and business support programs need to keep pace with evolving visitor demand and the needs of all Fraser Coast visitor economy businesses. The RV and camping market continues to evolve and it is important that Fraser Coast continues to respond to market trends and provide a diverse range of camping options to meet the needs of a broad range of travellers and support growth in existing and emerging investment opportunities.

### The Importance of RV, Caravan and Camping Sector to Fraser Coast

A camping holiday or RV trip is an integral part of the Fraser Coast tourism experience for large numbers of international and domestic visitors. Whether looking for a short break or a touring holiday, camping is a great way for visitors to experience the region's coastal and hinterland destinations.

The sector is a major economic contributor to Fraser Coast's visitor economy - the region currently has 41 sites (25 commercial sites, 6 Council owned and managed camping sites, 4 Council owned and managed RV sites, and 4 Council owned caravan sites) across coastal and hinterland locations.

In 2017, the region attracted **202,631 caravan and camping visitors** who contributed **\$68.8 million in visitor expenditure**. Based on Regional Tourism Satellite Account calculations for Fraser Coast, where every \$66,345 of visitor expenditure supports the equivalent of 1 FTE, it can be estimated that visitor expenditure in the sector supports **1038 direct FTEs**.

Trend analysis indicates that of the Region's 172,584 caravan and camping annual visitors (average visitation over 2014-2017), **54% (91,782 visitors, generating \$36 million per annum)** stayed in commercial sites and **46% (80,802 visitors, generating \$23 million p.a.)** stayed in non-commercial sites. Trend analysis has shown non-commercial camping gaining in popularity, with visitation to non commercial sites likely to overtake commercial site visitation volumes in the near future if current trends continue.

### The Opportunity for Fraser Coast – Building on our Strengths

Alongside a market that continues to show sustained growth Australia-wide, Fraser Coast's coastal and hinterland assets and destinations provide a great opportunity to position the region as a premier RV, caravan and camping destination, generating additional visitors and expenditure, and support for jobs.

In 2017, the region captured **7.3% of Queensland's caravan and camping visitors**. If by 2023, we can grow our share of the market by 0.5% to **7.8%**, this will mean **118,000 visitors staying in commercial sites** and **121,500 visitors staying in non commercial sites – a total of 239,500 RV, camping and caravanning visitors**. Achieving this market share growth between 2018 and 2023 will mean:-



- 24,500 more commercial camping visitors, generating \$14 million (a growth of **27.4%** between 2017 and 2023)
- 24,000 more non-commercial camping visitors, generating \$11 million (a growth of **29.6%** between 2017 and 2023)
- A total of **\$89 million** in visitor expenditure from the sector (commercial and non commercial)

Our aim is to attract more visitors throughout the region, who stay longer and spend more – supporting businesses and broader supply chains. To achieve our ambitions we need to be on the front foot with effective governance and co-ordination, innovative marketing, impactful branding, productive and collaborative partnerships, and carefully targeted infrastructure and facility investment.

At state-wide and local levels there has been significant growth in the use of non-commercial sites (especially National Parks). The customer is now seeking a fulfilling experience as well as a pleasant place to stay – we need to simplify the process of meeting and exceeding customer expectations. There is a need to effectively manage the range of camping options available to caravans, campers, and RV travellers while minimising environmental and social impacts, maximising the value of the visitor economy and providing drive visitors with a range of accommodation and experience choices without compromising existing future private investment in caravan parks and associated infrastructure.

**By providing a range of well-appointed commercial and non-commercial camping options, the region has a great opportunity to capture an increasing market share of Queensland’s caravan, camping and RV markets.**

## Challenges to be Addressed

Touring visitors use a wider range of commercial and non-commercial accommodation than ever before – needs of different markets are increasingly varied. This presents both opportunities and challenges to local governments, communities and businesses.

The reality is that a significant proportion of the RV visitor market actively seeks out free or low cost parking and camping opportunities rather than utilising commercial sites – by definition these visitors are travelling in self-contained vehicles. They primarily require safe and secure locations for short stays, with minimal levels of other amenities. Research indicates that 16% of visitors will only ever choose a low cost or a free site (approximately 50% of the market utilise both commercial and non-commercial options).

If the region does not provide appropriately located sites which meets demand from this sector, visitors will either park in illegal/inappropriate locations, generating an enforcement requirement for Council, or they will travel on to a more welcoming destination, with the region losing the economic benefits from spending in local businesses.

Where commercial operators have not been in a position to provide a market-driven solution which addresses demand from this visitor market, Council and the voluntary sector, have become engaged in provision of low cost RV and caravan sites. To maximise economic benefits for the region as a whole, we need to continue providing range of camping options that meets the needs of these diverse markets.

## Strategic Directions

Realising the economic potential of Fraser Coast’s caravan and camping sector is based on the following strategic directions and recommended priority actions:-

1. Positioning and marketing of the region as a premier RV, caravan and camping destination;
2. Business development which grows overall destination competitiveness;
3. Infrastructure investment and management which creates an RV, caravan and camping-friendly environment;
4. Establishing a transparent policy framework as the basis for decision making;
5. Effective site management and development as a driver of stakeholder and customer satisfaction; and
6. Building awareness of the benefits of the RV, caravan and camping sectors.

Visitors who stay in commercial and non commercial sites on average spend less on a daily basis than visitors who stay in other forms of serviced accommodation, therefore it is essential that average length of stay continues to be built, and visitors are provided with information which maximises spending opportunities before they commence in the inspection/planning cycles of their travel plans.

As well as sector-specific marketing and communications, an over-riding priority is also to support the sector by investing in, and packaging up a wide range of compelling experiences and reasons to visit, especially in the shoulder and off peak periods.

In actioning the Strategic Directions a number of challenges need to be addressed to manage the RV, caravanning and camping market as a whole, ensuring business and community benefits are maximised. Specific challenges include:-

- Providing facilities and services which ensures that the Fraser Coast is meeting the evolving needs of an increasingly diverse RV, caravan and camping sector;
- Supporting dispersal of visitors throughout the region through ensuring that camping options are available
- Upgrading site facilities and infrastructure where there is an evidenced need and demand;
- Embedding cost recovery principles into Council's site investments, where supported by the market;
- Clear communication and wayfinding including websites, social media and supporting print, as well as sign posting and interpretive information;
- Cross-selling and promotion of experiences throughout the region to build average length of stay and yield;
- Being intelligence-led - information to base management and investment decisions has been limited to this point.



## Introduction

This RV Strategy and Implementation Plan provides a roadmap for the sustainable management and growth of camping and RV tourism which contributes fully to a prosperous Fraser Coast visitor economy.

The Strategy has been prepared within the context of:-

- Progress in delivering Council's current Camping Options Strategy (2015);
- Current and emerging Queensland Government guidance on managing caravanning, camping and RVs;
- Local stakeholder, community and industry perspectives; and
- Evolving consumer trends and market demand.

### Background

Fraser Coast Regional Council recognises that the RV and caravanning sector is a complex one, with a range of stakeholder groups holding strong views. This Strategy aims to provide recommendations which balance the concerns and needs of various stakeholder groups in a manner which secures long-term benefits to the entire region.

For best results, management processes should aim to minimise the potential for negative flow-on effects to local communities, operators and the environment, commit to protecting commercial investments of operators, and secure positive visitor engagement processes which allow dispersal of economic benefits throughout Fraser Coast communities.

It is recognised that the caravan and RV sector is a leading part of the region's visitor economy - initiatives also need to focus on the areas of support necessary to grow profitability and competitiveness among commercial providers – supporting the sector to better cater for evolving RV and caravanning requirements.

### Purpose of the Strategy

- Identify challenges and opportunities for RVs on the Fraser Coast;
- Deliver a sustainable RV presence on the Fraser Coast focused on tourism and industry development;
- Respond and adapt to shifting demand patterns and changing industry trends, catering for all users providing an accessible destination;
- Determine the feasibility of establishing a consultative model in developing local laws, policies and procedures for caravan and camping the Region; and
- Provide an Action Plan of short, medium and long term actions (including marketing, promotions and programs).

## Guiding Principles for the Strategy

The Strategy is supported by a series of guiding principles, as follows:-

### 1. Supporting and Growing the Visitor Economy

Camping options need to maximise impact on the visitor economy and facilitate memorable experiences throughout the Fraser Coast Region. Visitors' whole experience influences their perception of the region and can determine if they choose to return in the future. Proactive marketing is required if the Fraser Coast's natural advantages are to fully capitalised on and economic benefits delivered.

### 2. Balancing Commercial and Consumer Needs to Secure Maximum Benefits for the Region

The strategy recognises that there are a diverse range of camping and RV user groups, and that a range of options are required to meet market needs including commercial sites and low cost options. The reality is that a significant proportion of the RV visitor market actively seeks out free or low cost parking and camping opportunities rather than utilising commercial sites. If the region does not provide appropriately located sites which meets demand from this sector, visitors will either park in illegal/inappropriate locations, generating an enforcement onus for Council, or they will travel on to a more welcoming destination, with the region losing the economic benefits from spending in local businesses.

### 3. Safe Place to Stay, Safe Road Users

Sites must be safe for those staying overnight and should appeal to users. The sites should be maintained regularly so that the site manifests itself as a clean, safe and welcoming environment

### 4. Environmental Protection

Sites should be managed and maintained in order to protect their environmental and cultural assets and values. Overnight locations should be managed in a way that ensures the health and wellbeing of the people staying in them while ensuring environmental values are not compromised. Healthy environments will facilitate long-term sustainable use of the sites for all to enjoy.

### 5. Transparency in Decision Making

Site management and procedures must be clearly outlined and policies must be implemented to ensure transparency in all decision-making moving forward. Items to be addressed include site assessment, site compliance, and overflow management

### 6. Diversity of Options

The overnight sites available to the public need to provide a diverse range of options to meet travellers' needs and expectations. The options must also be of a quality standard and be well maintained. The variety of options will create a diversity of experiences to RV travellers on the Fraser Coast Region.

### 7. Managing Quality and Standards

Offering quality camping experiences to a variety of markets and ensuring site rules are enforced is vital to Council's approach to RVs being well-received by users. Overnight sites should support and sustain a sense of community in each place. The aim is for Fraser Coast Region to be known for high quality camping options experiences.

Appropriate signage is an important aspect in achieving this ambition; as clearly marked and consistent signage across the region will enhance visitor experience and minimise disturbance to residents by easily directing traffic and outlining terms of use and penalties for misuse. Having this information mirrored on Council's website and through other distribution channels is also a critical factor in communicating camping options to visitors.



## Camping and RVs: Planning for a Diverse Market

The camping market is a diverse one, however it can be categorised into three principal groupings:-

### COMMERCIAL CAMPERS

These travellers, either due to preference or a lack of amenity in their private vehicles, prefer to pay for amenities found at commercial caravan and camping sites. Some are seeking a safe harbour for their vehicles or a level of luxury not found on the road.

### FREE (OR “LOW COST”) CAMPERS

Free campers, either due to preference or an abundance of amenity in their private vehicles, prefer to avoid commercial sites and generally only require occasional use of amenities, dump points or powered sites.

### BUSH CAMPERS

Bush campers are normally adequately self-sufficient and tend to avoid populated areas including commercial sites or low-cost areas. They may occasionally require access to dump points or amenities after a long period away from available amenities.

While displaying distinct behaviour, it is also widely accepted that factors such as weather, length of time spent on the road and income do play a role in encouraging cross-use of commercial sites between market segments.

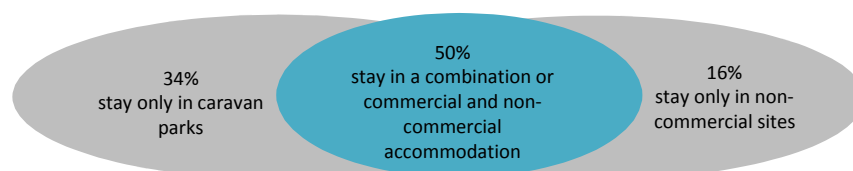


Figure 1: Visitor accommodation types<sup>1</sup>

### Those surveyed<sup>2</sup> in commercial caravan sites tend to:-

- Spend the majority (**85%**) of their nights in commercial accommodation or camping grounds
- Stay **4 nights or longer** (49% of campers) with 34% staying 2-3 nights and only 17% staying 1 night
- Spend approximately \$576 at each location (excluding accommodation) or **\$73/day**.

### Those in non-commercial<sup>3</sup> camping sites tend to:-

- Spend most of their nights (**71%**) in non-commercial accommodation or camping grounds
- **Also stay at commercial sites** (30% of the time), but an equal number (30%) try to avoid staying at commercial sites
- **Stay 3 nights or less** (74%) in each location, of which 34% are for 1 night
- Spend approximately \$213 at each location (excluding accommodation) or **\$53/day**
- Be retired (only 12% still employed full time).

<sup>1</sup> (Central West Outback Queensland Visitor Survey 2011)

<sup>2</sup> BDO, 2013

<sup>3</sup> ibid

# Camping and Caravanning Trends: National and Queensland Markets

## Commercial Caravan Parks

Commercial caravan parks received 6.8 million visitors throughout Australia, while Queensland received 1.2 million visitors (YE Dec 2017). Commercial caravan park visitation saw the lowest increase when compared with growth for non-commercial camping locations and national parks, noting a 2% increase per annum in both Australia and 3% in Queensland from 2013-2017.

## Non-Commercial Camping Locations

Non-commercial sites received 2.9 million visitors throughout Australia and 1.4 million visitors in Queensland (YE Dec 2017). Non-commercial camping locations increased by 18% per annum in Australia and 11% in Queensland from 2013-2017.

## Caravan Ownership in Australia and Queensland

Caravan ownership within Australia is experiencing consistent growth, with a 4.5% growth between 2016 and 2017. In Queensland, campervan ownership has grown by 21% since 2012, indicating a growing market preference for self-contained camping and caravanning activities.

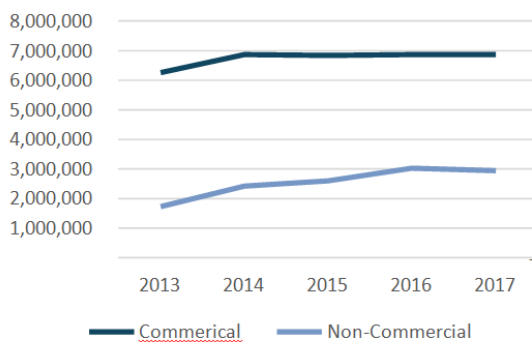


Figure 2: Visitors to Australia by type of Camping

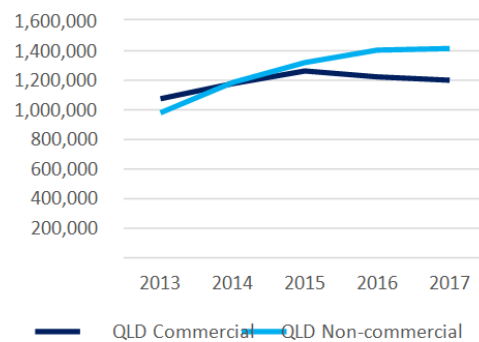


Figure 3: Visitors to Queensland by type of Camping

- Australia experienced a 18% per annum increase in visitors to non-commercial caravan parks while commercial caravan parks experienced 2% per annum increase.
- Queensland experienced a 11% per annum increase in visitors to non-commercial caravan parks while commercial caravan parks experienced an average 3% per annum increase between 2013-2017



## Market Trends: Implications for the Strategy

### Sector Performance

Sector performance in Queensland remains strong, with visitor numbers participating in camping continuing to grow. Analysis of the Tourism Research Australia data, suggests the most significant change in the market between 2013 and 2017 is a significant growth in popularity of National Parks as camping locations.

- National Parks: +52,000
- Commercial camp sites: +78,000
- Non-commercial sites: +61,000

Caravan Industry Association of Australia data suggests that unit occupancy is greatest in cabins, followed by powered and unpowered tourist sites. Performance is reasonably consistent all year, with the exception of powered tourist sites which show strong seasonality peaking in the July to Sept and Oct to Dec periods.

Figure 4: Queensland Camping Visitors 2013-2017

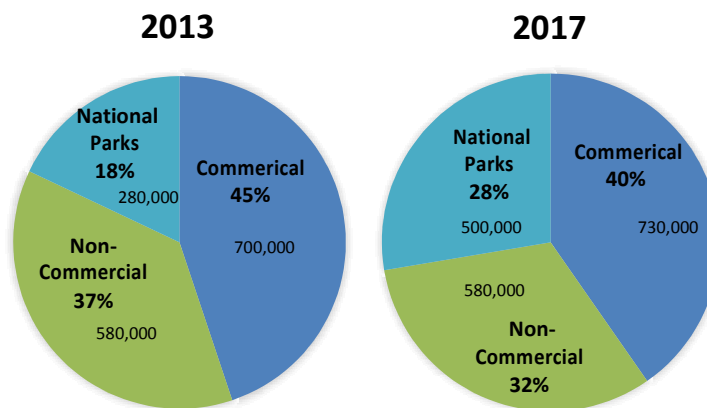


Figure 5: Cabin, Powered/Unpowered sites occupancy rates (Queensland)

Queensland	Jan to March	April to June	July to Sept	Oct to Dec
Cabins	55%	53%	64%	54%
Powered Tourist Sites	20%	28%	50%	46%
Unpowered Tourist Sites	12%	10%	11%	16%

Source: CIAA State of the Industry Report 2017

## IMPLICATIONS FOR THE STRATEGY

### Continued Growth for the Overall Caravan and Camping Market

Overall RV and camping visitation trends show continued growth, despite Queensland visitation experiencing some falls from peaks in 2015. Campervan ownership also is continuing to rise.

### Continued Growth in Demand for Free/Low Cost Camping Options

Visitors using non-commercial sites account for approximately 54% of the overall Queensland RV and camping visitor market.

### The emergence of three markets

The future of camping appears to have three segments that need to be considered:-

- A market looking for greater comfort and facilities that provide for their needs, including a growing family market;
- A market looking to keep it simple and keep the cost down; and
- A market looking for the 'experience' of camping in the bush.

It is essential that the Region continues to provide options which cater for a diverse range of traveller needs – both commercial and low cost options are required if economic opportunities are to be fully captured.

At the low cost/ free end of the market, many visitors are looking for a straightforward set of facilities:

- A dump point (with toilets if possible) and a tap to refill freshwater tanks;
- A welcome and an appreciation of their business;
- Good tourism information that clearly shows all attractions and facilities;
- Short-term parking close to the general shopping area; and
- Somewhere to park and stay longer term that is safe and quiet but slightly away from the main population.



## RV and Camping Trends in the Fraser Coast Region

### Camping in the Fraser Coast Region



Average Length of Stay is **5 nights (domestic)**



**94,529** visitors to Commercial Caravan Parks and Camping Grounds in 2017



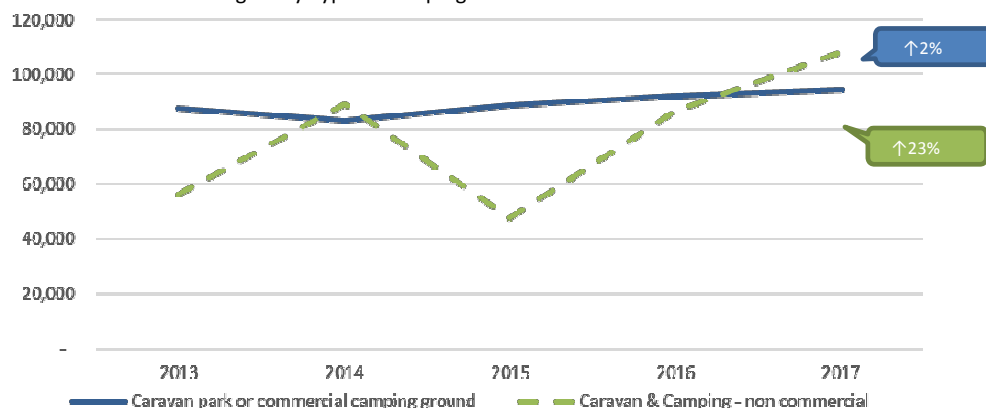
**108,101** visitors to Non-Commercial Locations in 2017

Over the past decade, Commercial Caravan Parks and Camping Grounds have attracted a strong visitation base. In 2017, this market had a 11.5% share of all overnight visitors to the Fraser Coast Region (3 year average, 12.1%)

Visitation to non-commercial sites has experienced greater fluctuations since 2013, and accounted for 13.1% of all visitors in 2017. The three year average for non-commercial RV, camping and caravanning use is 10.5%

Combined domestic and international visitation, usage of commercial campsites increased by 2% since 2013, while non-commercial site usage increased by 23% during the same time period.

Figure 6: Visitors to Fraser Coast Region by Type of Camping Accommodation



#### Implications for the Strategy

Analysis of tourism data since 2013 shows strong growth in the popularity of non-commercial camping accommodation. While visitor numbers have fluctuated year on year, clearly facility provision needs to provide for visitors who are seeking both commercial and non-commercial options.

## Economic Value of the RV and Camping Sector for Fraser Coast in 2017

### Value of Commercial Camping

Best available industry information<sup>4</sup> suggests that in 2017 commercial campers spend approximately \$79.50 per day. Based on this, commercial RV, caravan and camping in 2017 is estimated to have generated **\$37 million in visitor expenditure** to the local economy. This equates to approximately 567 direct jobs within the region.

### Value of Non-commercial Camping

Non-commercial camping and caravanning represents a significant element of the Fraser Coast camping and caravanning market.

Failing to provide a spectrum of options to suit a range of travellers and varied budgets has a significant flow-on effects for the local economy.

Providing for low cost camping options generates approximately **\$31 million in visitor expenditure** to the local economy. As non-commercial visitor spending excludes accommodation costs to a significant extent (which typically account for approximately 25% of visitor spending), economic benefits are mainly felt in via visitor spending in local retail, entertainment, transport and related supplier industries.

**In total, visitor expenditure from the RV, caravan and camping sector supports the equivalent of 1038 direct FTEs in the Fraser Coast region during 2017.**

Sector	Estimated Value	Estimated FTEs supported
Commercial Camping	\$37.6 million	567 Direct
Non-commercial Camping	\$31.2 million	471 Direct
TOTAL	\$68.8 million	1038 Direct

Figure 7: Visitor Expenditure Generated By Fraser Coast Caravan and Camping Visitors in 2018

### Forecast Growth in Visitor Numbers and Expenditure

If the region follows the current Tourism Forecasting Panel (TFP) forecast, by 2023 this potentially means an **additional 20,513 commercial campers and over 20,300 non-commercial campers**. This projection is based on high level state forecasts so should be treated with a degree of caution, however it is indicative of what is anticipated to be a growing visitor market.

If these numbers are generated, the **commercial and non-commercial camping sectors would generate \$86.6 million by 2023, a growth of \$17.7 million**. Based on Tourism Satellite Account calculations for regional Queensland where every \$66,345 of visitor expenditure (domestic) supports the equivalent of 1 FTE, which means that by 2023, RV and camping visitation in the region will support 1,305 direct FTEs.

<sup>4</sup> Adapted from CRVA Economic Benefit Report (2013)



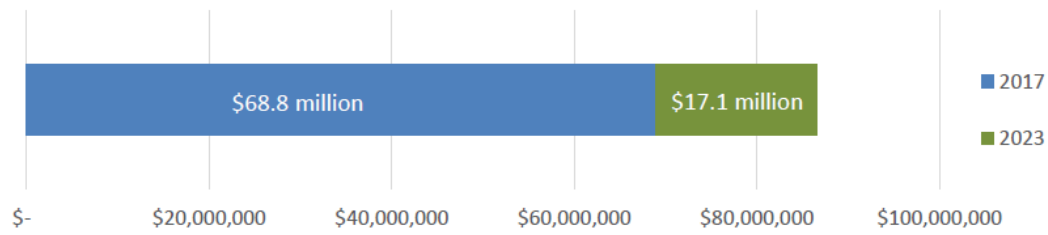


Figure 8: Forecast Visitor Expenditure Generated By Fraser Coast Caravan and Camping Visitors in 2023

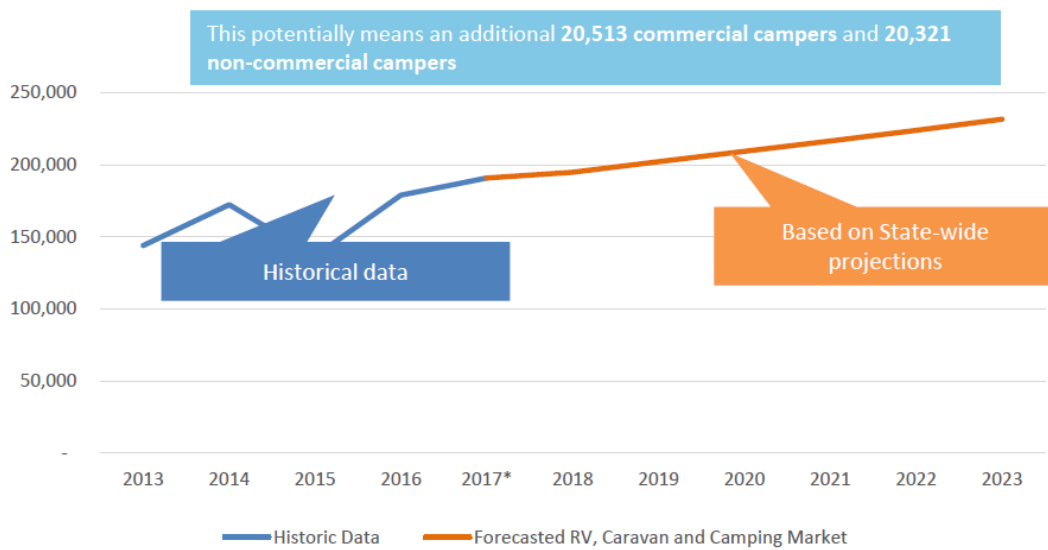


Figure 9: Projections of Camping Visitation to Fraser Coast (2013-2023)

## Growth Potential of the RV and Camping Sector in Fraser Coast in 2023

### Growing Caravan and Camping Visitation Above Trend

The TFP forecast growth referred to earlier is sometimes described as *business as normal* i.e. growing with the market. However if Fraser Coast is successful in its ambition to position itself as a premier RV, camping and caravanning destination, then it is realistic to expect that additional visitors and expenditure can be generated.

At present **the region captures 7.3%\* of Queensland's RV, caravan and camping visitors**. If, by 2023 this is grown to **7.8%** of the state's RV, caravan and camping visitors, then alongside the natural overall market growth that will occur during this time, the sector will then generate:-

- 118,000 commercial and 121,500 non-commercial visitors
- \$51 million in visitor expenditure from the commercial sector
- \$38.3 million in visitor expenditure from the non-commercial sector
- This total expenditure will support the equivalent of 1,348 direct FTEs (using 2016/17 RTSA calculations)

If this higher market share target is achieved, it **equates to 7,700 visitors and \$2.8 million in visitor expenditure above the TFP forecasts by 2023**.

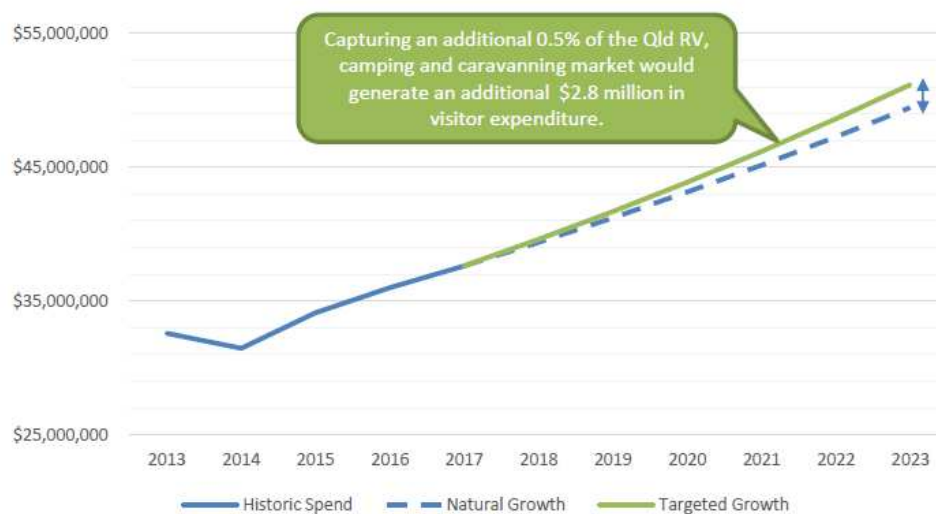


Figure 10: Sector Growth by 2023 if Fraser Coast Grows its Market Share of Regional Queensland RV, Caravan and Camping Visitation



## Positioning Destinations as being RV and Camping-Friendly

### The Importance of Being Responsive to Visitor Demand

The caravan, motorhome and camping industry continues to be the fastest growing domestic tourism sector in Australia, according to research by the Caravan Industry Association of Australia (CIAA). Consumer preferences are influencing the industry with caravan and holiday parks enhancing the quality of accommodation and facilities provided. In 2016 alone, demand for longer towable recreational vehicles (for accommodating increased living space) experienced a 5% growth.

The RV and camping sector is not exempt from the ever increasing service and experience expectations of visitors - being responsive to customer expectations is essential for individual businesses and the destination as a whole. This can include; facilities, standards of service and welcome, flexibility in opening hours and arrival. Level of facilities and service in many larger parks is now high, in keeping with the expectations of resorts. However innovation can be found in parks of all levels, with commercial park operators increasingly recognising the needs of discrete market segments by incorporating provision of a low cost option as part of their sites. In an increasingly segmented and diverse market, one size does not fit all.

### The Importance of Positioning and Marketing

The majority of Australia's regional tourism destinations rely to varying extents on touring visitors as a key part of their overall visitor markets, with camping options being an important aspect in servicing and appealing to this market. The sector is competitive, and the nature of touring trips means that visitors often have options on where they choose to stay, whether it's a one night stop or a longer stay. As such, effective and impactful marketing to raise profile of a destination is essential, alongside clear information which makes it as easy as possible for visitors is essential.

Marketing and communication activities can range from dedicated promotional initiatives to opportunities such as: trade engagement, signposting and wayfinding, social media, partnerships with neighbouring regions and caravan sector specialists, and RV-friendly designations. Social media and dedicated forums play an increasingly important role in influencing the RV community - social media provides the opportunity to reach out to these audiences quickly and directly, however it also provides the means for visitors to easily share experiences (good and bad).

It should also be noted that while dedicated marketing initiatives for the RV and camping sector have clear merit, most benefit in terms of generating trade for the sector as a whole (commercial and non-commercial sites) is likely to be achieved through lifting overall awareness and appeal of the destination as a place visit - in practical terms this can mean creating new reasons to visit (events, experiences or new places to visit) and well as initiatives which focus on lifting overall destination preference and awareness. These issues are particularly important in shoulder and off-peak periods.

### Marketing – The Current Situation

In addition to the marketing investments of individual operators, action and initiatives include:-

- Council's website (in the community section) provides practical information on available facilities including, details of bush and basic non-commercial camping grounds, dump points and contact details for reporting illegal camping. Council's website is not intended as a consumer platform, therefore links are provided to a dedicated website for its beachfront parks, to [www.visitfrasercoast.com](http://www.visitfrasercoast.com), and via the 'camping and caravan' guide to the journeys landing page of [www.visitfrasercoast.com](http://www.visitfrasercoast.com).
- Fraser Coast Tourism and Events are the lead agency for promotion of the region as a whole, including the caravan and camping sector. Lead activities include:-
  - Promotion of caravan and camping options from the region's four accredited Visitor Information Centres located at Hervey Bay, Maryborough, Tiara and the Hervey Bay Airport.
  - Inclusion of a dedicated section on the Fraser Coast Official Holiday Planner publication
  - Representation of the sector in tourism-trade activities
  - The 'stay' search function of the website which allows searches for caravan and camping options - the listing focuses on available commercial options, but not free or low cost options
  - The 'Journeys' section of the website provides a range of touring itinerary options which include some camping options

At present, analysis indicates that sector marketing of the sector is largely passive - clicking on the "caravan and camping guide" link on Council's website currently takes visitors to the journeys landing page of [www.visitfrasercoast.com](http://www.visitfrasercoast.com), not a dedicated camping page. While information is clear and factual on Council and FCTE's websites, there is not currently the breadth or specificity of content which matches with the aspiration to be a premier RV and camping destination.

A review of current marketing activity suggests that there is scope for further dedicated and more proactive activity to support the region's aspirations for growing the sector and becoming a premier RV and camping destination.

### **RV Designations**

The RV market has been recognised by National and State organisations through the establishment of two programs that help communities identify themselves as welcoming to RVs. When visitors see the signs erected in town, they are reassured that specific amenities and provisions are available to them.

These programs are managed by Caravanning Queensland and the Campervan & Motorhome Club of Australia. Only Maryborough currently has an 'RV friendly' designation.

#### Community Welcomes Recreational Vehicles

This initiative was launched by Caravanning Queensland to offer Local Government Areas the opportunity to positively promote their communities as welcoming to RV visitors.

This scheme is in practice across Australia and New Zealand with the purpose of recognising a community as being welcoming to RV visitors even though they may not have 'RV Friendly' status from Campervan & Motorhome Club of Australia.

The 'Community Welcomes Recreational Vehicles' campaign was adopted by Caravanning Queensland to promote communities that embrace recreational vehicles, serving as a positive promotion scheme.

Essential provisions of 'Community Welcomes Recreational Vehicles' communities include:-

- Easily accessible towns, or plans to make the town centre easily accessible for RVs (parking and signage);
- Visitor Information Centres, or directional signage to local information;
- Commercial caravan park in town; and
- No free camping locations in town centre.

#### RV Friendly

The RV Friendly program is offered by the Campervan & Motorhome Club of Australia to assist those travelling throughout the country in recreational vehicles. Locations are clearly identified with signage. The following two designations have been developed to provide business owners the opportunity to capture these visitors:

RV Friendly Town <sup>TM</sup> (<https://members.cmca.net.au/content/rvftgov>)

An RV Friendly Town <sup>TM</sup> is one that has met a set of guidelines to ensure they provide a certain amount of amenities and a certain level of services for the travellers. Essential provisions of RV Friendly Towns <sup>TM</sup> include:-

- Appropriate parking within the town centre, with access to a general shopping area for groceries and fresh produce;
- Short term, low-cost overnight parking (24/48 hours) for self-contained RVs;
- Access to potable water; and
- Access to a free dump point at an appropriate location.

RV Friendly Destination (<https://members.cmca.net.au/content/rvftgov>)

The RV Friendly Destination program is a CMCA initiative aimed to assist small towns that are not able to meet the criteria of the CMCA RV Friendly Town <sup>TM</sup> program. Local Government/Councils, Progress Associations and businesses, can participate by selecting a suitable site within the town to become the RV Friendly Destination. Essential provisions of RV Friendly Destinations include:

- Provision of short term, low-cost overnight parking (24/48 hours) for self-contained RVs;
- The parking area needs to be on a solid, level surface; and
- There must be enough room for large vehicles to manoeuvre.



### Implications for the Strategy

At present, marketing of the sector is largely passive. A review of current marketing activity suggests that there is scope for further dedicated and more proactive activity to support the region's aspirations for growing the sector and becoming a premier RV and camping destination. Specific opportunities may be available in the form of:-

- Proactive marketing of the region's camping options and positioning as a premier camping/RV destination to be guided by a concise marketing action plan
- Further integration of camping options into itineraries and journeys as part of FCTE's marketing program. Development of the Discover Fraser Coast initiative – a federally funded regional wayfinding partnership between Fraser Coast Regional Council and Fraser Coast Tourism & Events and led by Council.
- Engagement of camping business in initiatives – awareness of business opportunities.
- Seeking RV-friendly designations for the region's towns.
- Proactive PR and social media program to engage directly with caravan and RV user groups.
- Active participation in caravan and RV trade events to raise the destination's profile.
- Building awareness of low cost options by ensuring that key sites are registered on the Australian Tourism Data Warehouse (ATDW).
- In the short term, investigating the merit of a dedicated RV, caravan and camping landing page on [www.visitfrasercoast.com](http://www.visitfrasercoast.com).
- Investigate the opportunity for cooperative campaigns with players such as Jayco, Jucy, Apollo, Britz Maui etc to educate customers on the do's and don'ts at free/low cost sites.
- Ensuring caravan and camping businesses are aware of up to date sector intelligence and product/experience information for the whole Fraser Coast region.
- Ensuring high quality visitor information is available at all sites, as a means of raising awareness of experiences, contributing to growing average length of stay.

## Current Campsite and RV Site Provision

A comprehensive audit of existing sites was carried out as part of the Strategy's preparation. At the time of the preparation of the Strategy, the region had:-

- 25 commercial sites;
- 6 Council owned and managed camping sites;
- 4 Council owned and managed RV sites; and
- 4 Council owned caravan sites.

Clusters of commercial providers are located in Hervey Bay and surrounds, Maryborough, Burrum Heads and along the Great Sandy Strait. Council managed sites primarily serve the region's smaller towns and hinterland where commercial site options are not currently in place.

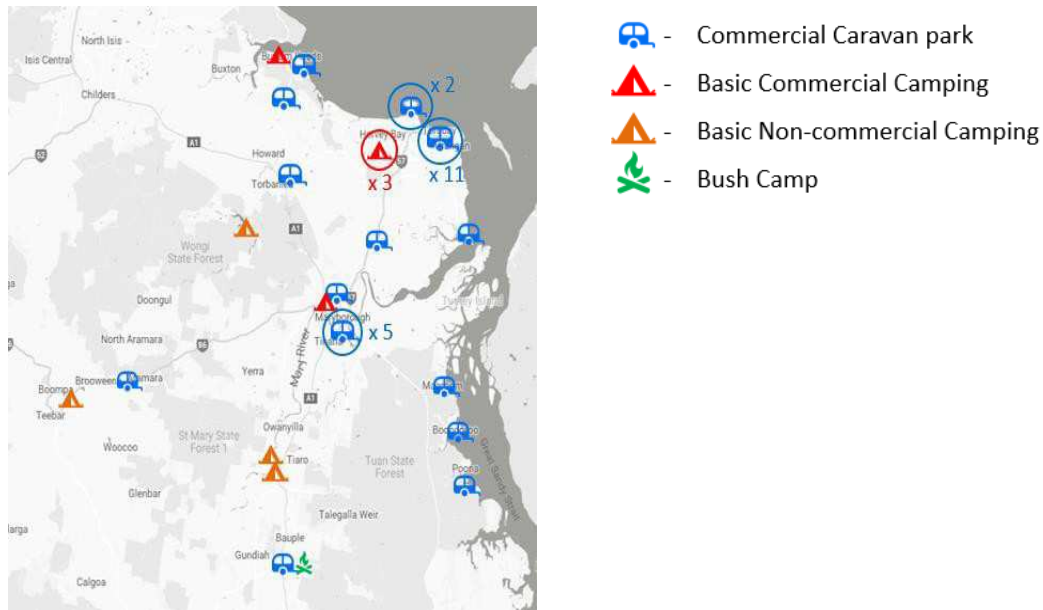
Appendix C contains a comprehensive summary of the audit conducted on the region's commercial sites and parks.

Figure 11: RV and Camping Sites in the Fraser Coast Region

Council camping sites	
Bauple Drive	Rossendale Park
Lake Lenthall	Teebar Sports Ground
Petrie Park	Tiaro Memorial Park
Council RV Sites	
Alan & June Brown Car park	Hervey Bay Visitor Information Centre
Burrum District Community Centre	Maryborough Showgrounds and Equestrian Park
Council owned caravan sites	
Burrum Heads Caravan Park	Scarness Beachfront Tourist Park
Pialba Caravan Park	Torquay Caravan Park
Privately Owned or Managed Commercial sites	
Australian Adventure Park	Huntsville Caravan Park
Big 4 Point Vernon Holiday Park	Ingenia Holidays Hervey Bay
Boonooroo Caravan Park	Lazy Acres Caravan Park
Burrum River Caravan Park	Maaroom Caravan Park
Cheery Nomad RV Park and Farmstay	Maryborough Caravan Park
Discovery Parks - Fraser Coast	Poona Caravan Park
Discovery Parks – Hervey Bay	Shelley Beach Caravan Park
Doon Villa Self-Contained RV Park	Sunlodge Oceanfront Tourist Park
Fraser Coast RV Park, River Heads	Susan River Homestead
Fraser Coast Top Tourist Park	The Palms – Hervey Bay
Harbour View Caravan Park	Wallace Motel and Caravan Park
Hervey Bay Caravan Park	Windmill Caravan Park
Hillcrest Holiday Park	



Figure 12: Map of Current RV Sites



### Implications for the Strategy

Council-owned Caravan Parks are located in the region's principal tourism hubs. All sites are long-standing assets, and are delivered by providers who have been contracted through formal procurement/tendering processes. At the time of preparation of this Strategy Council was in the process of undertaking a master planning process for these parks.

Council-owned RV sites: With the exception of Lake Lenthall site, sites are currently free of charge. In line with the principal of competitive neutrality, a consideration for Council is applying fees to these sites, in line with market demand – making them 'low cost' to the consumer rather free. In terms of managing reputational risk, Council may also wish to give consideration to the cleanliness and upkeep of sites, and the application of fair and consistent enforcement action.

Time limits for visitor usage of the sites vary from location to location, reflecting market demand and location-specific circumstances. Site usage rules should be reviewed on an annual basis to ensure the sites continue to meet with market demand and 'fair use' principles.

Considerable negative feedback has been received on the Hervey Bay VIC location which is viewed as unsuitable. While respecting commercial stakeholder perspectives on low cost provision in principal tourism hubs, there is an identified need to seek an appropriate new location.

## Context Provided by Queensland Government Guidance

The implementation of an RV Strategy in Fraser Coast Region should build on State Government guidance and extant legislative and policy frameworks.

### Legal Basis for Camping in Queensland

To camp in Queensland is defined under the *Recreation Areas Management Act 2006* as including 'to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure'. The *Local Government Act 2009* does not specifically define or legislate around camping. It requires local governments to develop and adhere to a planning scheme for all lands they manage. Section 26-38B allows each local government to pass a local law to enforce camping guidelines. The Queensland Caravan Park Policy (PUX/901/102) allows land to be classified as a 'reserve for recreation'. This allows for camping with limited facilities for a maximum of 3 nights. Local governments wishing to pursue this must create a local law to authorise the activity. The Secondary Use of Trust Land (PUX/901/209) allows for the use of trust land for other purposes as long as the use does not diminish the purpose of the trust land or adversely affect any local licensed caravan and/or tourist park owners. Stays may be limited to no more than 3 nights.

### Queensland Planning Regulation

The Queensland Planning Regulation (QPR) is a state planning instrument under the *Planning Act 2016* and provides a consistent form for the preparation of planning schemes across Queensland. The QPR prevails over all other guidelines and includes the following definitions:

#### Nature-based Tourism

Nature-based tourism means the use of premises for a tourism activity, including accommodation for tourists, for the appreciation, conservation or interpretation of an area of environmental, cultural or heritage value; a local ecosystem; or the natural environment. Examples of nature-based tourism are noted as including — environmentally responsible accommodation facilities such as cabins, huts, lodges and tents.

#### Tourist Accommodation

Tourist accommodation means the use of premises for providing accommodation of less than 3 consecutive months to tourists or travellers.

#### Short-term Accommodation

Short-term accommodation means the use of premises for— providing accommodation of less than 3 consecutive months to tourists or travellers.

#### Tourist Activity

Tourist activity means:-

- (a) nature-based tourism; or
- (b) a resort complex; or
- (c) a tourist attraction; or
- (d) a tourist park; or
- (e) tourist accommodation, or accommodation for employees, that is ancillary to a use stated in paragraphs (a) to (d); or
- (f) a commercial use that is ancillary to a use stated in paragraphs (a) to (d).

#### Tourist Park

Tourist park means the use of premises for:-

- (a) holiday accommodation in caravans, self-contained cabins, tents or other similar structures; or
- (b) amenity facilities, a food and drink outlet, a manager's residence, offices, recreation facilities for the use of occupants and their visitors, or staff accommodation, if the use is ancillary to the use in paragraph (a).



Resort Complex

Resort complex means the use of premises for:-

- (a) tourist and visitor accommodation that includes integrated leisure facilities (examples of integrated leisure facilities include bars, meeting and function facilities, restaurants, sporting and fitness facilities) ; or
- (b) staff accommodation that is ancillary to the use in paragraph (a); or
- (c) transport facilities for the premises, including, for example, a ferry terminal or air service.

Tourist Activity

Tourist Park means the use of premises for:-

- (a) holiday accommodation in caravans, self-contained cabins, tents or other similar structures; or
- (b) amenity facilities, a food and drink outlet, a manager's residence, offices, recreation facilities for the use of occupants and their visitors, or staff accommodation, if the use is ancillary to the use in paragraph a.

**Rest Areas Policy & Best Practice (DTMR)**

Over 700 rest areas are provided through Queensland as part of the State's commitment to road safety and fatigue management. Sites are located in the road reserve and are either managed by the Department of Transport and Main Roads or managed by local government on behalf of the State. Sites typically have a 20 hour limit for fatigue stops, are located less than 80km apart with clear signage, basic facilities (shelter, and non- potable water) and vegetation cover to allow drivers to rest away from noise and glare. A Best Practice guide for roadside rest areas in Queensland was released in 2014 which encourages sites to be 'fit for purpose' as opposed to 'one size fits all'. Where sites are designed for visitors they should include toilets and where they are for RV users a dump point is also desirable. Availability of Wi-Fi is also a consideration.

**Implications for the Strategy**

Fraser Coast Council has been at the forefront of Queensland Councils in implementing best practice with regard to reflecting the Queensland Government's planning policy and guidance for managing camping, caravans and RVs.

The local planning framework has been amended to reflect Queensland Government advice on tourism definitions. New RV sites, located within existing tourist parks and certain planning zones, are positioned with the Fraser Coast Planning Scheme as self assessable developments.

The Queensland Camping Options Toolkit (2015) provides the current best-practice guidance for local governments, the camping and caravanning industry and communities.

The toolkit outlines a clear structure for developing a range of options for travellers which are suitable to local contexts and acceptable to local industry and communities. This Strategy adheres to these processes and reflects the three stage process (outlined below).

The opportunity in re-applying these best practice management processes to the Fraser Coast Region is provided through a comprehensive health-check of the current situation – Stage 1 as shown in Figure 1 below. Results of the health check will enable Council to respond to stakeholder feedback and evolved market circumstances, ensuring that outcomes and processes fulfil the goal of providing for a range of travellers in a manner which is appropriate for the local community and supporting commercial providers.

Acknowledging the roles and functions of established RV and camping site throughout the region, Stages 2 and 3 of the toolkit process provide for a range of management solutions, which will be applied as appropriate to Fraser Coast's circumstances.

This approach is intended to provide a solution to any situation where need or suitability of sites may have changed since the current Fraser Coast Camping Options Strategy was published, and provides an opportunity to review and adapt management processes and site designations to new and emerging situations across the Fraser Coast Region.

An updated version of Camping Options Toolkit is currently being prepared by the Queensland Government. The updated guidance was not published at the time of this document's preparation, therefore, content and recommendations is based on the 2015 Toolkit. It is recommended that the Strategy is updated to reflect the revised State Government guidance when it is formally published.

Figure 13: Queensland Camping Options Toolkit – Management Approach





## Fraser Coast Policy Content

Fraser Coast Regional Council has provided for regulation of camping and caravanning activities within the Fraser Coast Planning Scheme 2014 (version 10), and in Local Laws No.1 and No. 4, and Subordinate Local Law No.1.

### Fraser Coast Planning Scheme 2014

The Fraser Coast Planning Scheme 2014 (Version 10) includes definitions and strategic directions which are relevant to this Strategy as noted in the following section of the report. It is also noted the planning scheme was reviewed and amended in 2016 to encourage the development of commercial and non-commercial RV grounds in the region.

#### ***Self-contained recreational vehicle ground***

Land designated and managed for the purpose of short term lodging in self-contained recreational vehicles (RVs), motorhomes and campervans. The use does not include camping, cabins, or constructed guest facilities such as sports courts, swimming pools or kiosk.

#### ***Nature-based tourism***

Use of premises for a tourism activity, including accommodation for tourists, for the appreciation, conservation or interpretation of an area of environmental, cultural or heritage value, or; a local ecosystem or; the natural environment. Examples include environmentally responsible accommodation facilities including cabins, huts, lodges and tented camps.

#### ***Tourist Park***

Use of premises for holiday, accommodation in caravans, self-contained cabins, tents or other similar structures; or amenity facilities when ancillary to holiday accommodation. Also referenced as camping ground, caravan park or holiday cabins.

### **Section 3.4.2.4 (Tourism)**

The Strategic Framework of the Planning Scheme notes:-

- a) A diverse range of tourism activities contributing to the economic growth of the Fraser Coast are supported in a manner that capitalises on, and at the same time protects, the natural and heritage assets and key character and lifestyle attributes of the FraserCoast.
- b) Established tourist-servicing nodes, including those that are focused along the Hervey Bay Esplanade at Pialba, Scarness, Torquay and Urangan, are consolidated and provide for a range of well-designed and high-quality visitor accommodation, tourist services and public spaces to meet the various needs and budgets of tourists and visitors to the FraserCoast.
- c) In environmentally sensitive areas and high scenic amenity areas, nature-based and eco-friendly tourist infrastructure and facilities are established where they demonstrate integration with the natural and cultural values of the site and context and setting.
- d) Visitor accommodation and tourist attractions and facilities are located in areas that contribute to the wide range of tourism experiences on offer throughout the region including urban, coastal and hinterland locations.
- e) Nature-based and eco-based tourist activities are sensitively located and carried out to ensure the natural values that underpin the regional tourism product are sustained.
- f) Rural and agri-tourism experiences build upon the 'clean and green' identity of the region and do not prejudice the ongoing productive use of rural land.

### **Section 3.4.2.1 (Diverse Business and Industry) also states:**

Development on the Fraser Coast supports and promotes the continued growth of diverse and strong business and industry sectors, including forestry, rural enterprises and production, extractive industries, manufacturing and industry, tourism, health and education related uses, aviation related uses, marine based industry, construction and government related services.

### Fraser Coast Regional Council Local Law No. 1 (Administration), 2011, and Subordinate Local Law No. 1 (Administration), 2011

Local and Subordinate Local Law No. 1 note caravan parks as prescribed activities. The operation of caravan parks means to operate, on a commercial basis, a place for parking and residing in caravans, including a place that provides also for complementary accommodation.

Schedule 12 Operation of Caravan Parks in Subordinate Local Law No.1 provides comprehensive guidance, covering:-

- Documents and materials that must accompany applications for approval
- Additional criteria for the granting of approval
- Conditions that will ordinarily be imposed on approvals
- Term of approval
- Term of renewal of approval

#### **Fraser Coast Regional Council Subordinate Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011**

Purpose of this law:-

To supplement *Local Law No. 4 (Local Government Controlled Areas, Facilities and Roads) 2011* in order to protect the health and safety of person using local government controlled land, facilities, infrastructure and roads and preserve features of the natural and built environment and other aspects of the amenity of local government controlled land, facilities, infrastructure and roads.

#### **Provisions:**

- a) The regulation of access to local government controlled areas; and
- b) The prohibition or restriction of particular activities in local government controlled areas or roads; and
- c) The applicable minimum standards where owners are required to fence land adjoining a road.

#### **Prohibited activities in parks and reserves include:**

- a) Failing to comply with an authorised person's direction to remove an object that, in the opinion of the authorised person, may endanger the safety of others or cause damage to the park or reserve
- b) Failing to comply with an authorised person's direction to cease an activity that, in the opinion of the authorised person, is likely to injure, endanger or unduly obstruct another person
- c) Acting in a manner that may cause offence of negatively affect the enjoyment of the park or reserve by other persons
- d) Failing to comply with an authorised person's direction to stop or reduce the volume of noise emanating from the playing of a musical device including a radio, stereo or musical instrument

#### **Camping or sleeping overnight is a restricted activity permitted only:**

- a) In a tourist park which has all requisite development approvals; or
- b) Where a sign indicates that camping or sleeping overnight is allowed; or
- c) Where the place is located on the Queensland Heritage Trails Network; or
- d) Where authorised by an authorized person.

#### **Amendments to Local Laws**

Council has established a progressive policy framework that seeks to support the development and management of parks and sites that meet demand from visitors who seek commercial and non-commercial/low options. Meeting demand from both of these market sectors is essential if economic benefits for the whole of the region are to be maximised. Council has, in-part, become engaged in provision of low cost RV and caravan parks as the commercial market has not been in a position in every case to provide facilities which meet with demand from this distinct visitor market who do not use commercial sites.

Amendments were made to the Local Laws in 2016 which, in line with emerging Queensland Government guidance, removed a significant proportion of the prescriptive service provision requirements for caravan and RV park provision (e.g. number of toilets etc.), providing greater flexibility for all operators. Council has also reduced Local Law and infrastructure fees for low cost RV site provision <https://www.frasercoast.qld.gov.au/council-fees-charges> as part of its commitment to supporting growth in the visitor economy. However, a priority is also to ensure that the fees and charges regime supports businesses in all sectors of the caravan and RV sector, and supports the aim of growing the value of the visitor economy as a whole.



## Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction

It is recommended that, where supported by customer demand, Fraser Coast Regional Council seeks to embed cost recovery principles where it currently invests in camping and RV site provision. This approach is based on the need:-

- To support Council in offsetting capital and operational costs; and
- Supporting the principle of competitive neutrality in the context of commercial providers already in the marketplace.

There is a toolbox of cost-recovery tools available to Council to support cost-recovery. Different tools should be used where appropriate to the site;

- Honesty Box
- Voucher from VIC or other suitable location
- Dedicated Council Officer, or authorised delegate, collection
- Community Partnership

### **Honesty Box**

An honesty box on site is the least resource intensive method of collecting fees from site users; but inherently relies on the honesty of visitors and poses a risk for theft if not regularly collected by Council.

### **Voucher**

Site users can collect and pay for a site use voucher from the Visitor Information Centre, or another local service provider (post office, council office, local hotel etc). With regard to the VIC, this also creates footfall - providing the opportunity to provide other information to visitors. While this option is generally limited to during daylight or business hours, visitors can procure the vouchers for the preceding evening the next day, if they arrive outside of business hours.

### **Dedicated Council Officer (or authorised delegate)**

Council can take a hands-on approach to site management and cost recovery by direct collection of fees. While this is a labour intensive option, this has the advantage of Council directly being across the situation on the ground. It is an option to consider at busier sites.

### **Community Partnership**

A contract or service level agreement with local community groups, where a camp host collects fees, empties the honesty box, and keeps note of the condition of the site.

This option works well where a local progress association or community group is established in a community, and is formed as a legal entity. An option to consider in this type of arrangement is revenue sharing or ring fencing of revenue raised for local community investment.

Council already has clear tendering and procurement mechanisms in place for outsourcing relating to commercial management of sites. It is recommended that:-

Council's tendering and procurement arrangements for outsourcing management of sites should be in accordance with its Procurement Policy and the *Local Government Act 2009* and regulations.

While tendering and procurement processes are promoted openly, as part of its communication with existing commercial operators, Council may wish to consider including direct notification to this group of stakeholders.

If a commercial outsourcing model is used, it is suggested that the approval conditions for the selected site promote a strict adherence to the amenities defined for the selected camping option (supported by revisions to definitions in local law).

If a community group is successful during the tender process and a community partnership results, the site will remain as a non-commercial entity.

Partnership options for low-cost campgrounds include:-

**Community Partnerships & Council Owned Campgrounds**

Council working with community groups to manage Council owned campgrounds collecting a nominal fee. Outsourcing site governance and fee collection to community groups will reduce costs to Council and increase community ownership of the site, enabling re-investment of the fees directly into the community.

**Campground Management Option: Not For Profit Community Partnerships**

A site classified as a Council Campground can be managed by a community group collecting a nominal fee for cost recovery as determined through a tender process. These sites should offer, at minimum, the “basic” facilities defined as the agreed upon local minimum standard, as guided by the Toolkit.

**Campground Management Option: Commercially Outsourced**

A basic site classified as a Commercial Campground can charge a fee and be managed by an entity selected through a tender process. These sites should offer common amenities such as water and toilets as well as one emergency power outlet.

**Commercial/Outsourced Campgrounds**

All sites categorised as Commercial/Outsourced Campgrounds need to be put to market through a tender process.



## Legal & Policy Framework

Amendments to the planning scheme and Local Laws have already gone a long way towards ensuring that Council's policy framework supports a competitive caravan and RV sector (commercial and non-commercial providers) which contributes towards a healthy Fraser Coast visitor economy. However there are a small number of areas where Council may wish to give consideration to additional amendments, in-keeping with responding to evolving market circumstances:-

### **Incentivising Provision of Low Cost sites for Self-Contains Caravans and RVs**

As part of providing a balanced support regime for commercial and non commercial providers and incentivising site development that meets with market demand, provision of low cost camping options within existing commercial operations could be encouraged. A consideration for Council is incentivising this type of provision by offering a rebate to existing commercial providers prescribed fees and charges.

### **Providing for Appropriate Levels of Facility Provision in Low Cost Sites for Self-Contained Vehicles**

Local Law 4 and amended Local Law 1 currently provide an effective regulatory basis for providing for new, and managing existing camp sites. Council has shown a commitment to providing for an appropriate balance of facilitating good quality caravan and camp site provision alongside a fair and equitable competitive environment. As demonstrated in the market review, a challenge is providing for self-contained RVs who do not wish to use commercial sites – by definition these visitors are travelling in self-contained vehicles and require safe and secure locations for short stays, with minimal levels of other amenities. Building on the content contained in Local Laws 1 and 4, an amendment to Subordinate Local Law 1 could be considered, in future rounds of local law amendment processes, which provides for establishment of sites with these lower levels of facility and amenity provision.

Related to the previous point, in order to protect the interests and viability of private commercial operators in the region, and to protect competitive neutrality, it is recommended that the agreed locally acceptable minimum levels of facility provision for low cost sites or those aimed at self-contained RV visitors are also complemented with a ceiling, or locally acceptable maximum facility provision. The aim in Council or a community partner providing these sites is to provide an appropriately located low cost/basic option that ensures that economic value from visitors who use non-commercial sites is captured.

### **Register of Camping Locations**

It is recommended that the development of a Register of Camping Sites operated by Council be created and published on Council's and Fraser Coast Tourism & Event's websites.

### **Definitions**

While the Fraser Coast Planning Scheme has been updated with tourism definitions which fully align with the Queensland Planning Regulation, the Government's Camping Options Toolkits recognises that there are also a series of industry and visitor recognised designations and descriptions for caravan and RV sites. Where appropriate, these definitions could be considered for inclusion in relevant Local Laws, during future rounds of local law amendment processes (see figure 21 for examples).

Figure 21: Hierarchy of Governance: Fraser Coast Region Camping Options Spectrum

 <b>CAMPING OPTION</b>	 <b>LENGTH OF STAY</b>	 <b>FEATURES</b>	 <b>COST</b>	 <b>GOVERNANCE</b>
<b>FATIGUE MANAGEMENT</b>	20 hours	<ul style="list-style-type: none"> <li>• Signage</li> </ul>	Free	<ul style="list-style-type: none"> <li>• Local Laws</li> <li>• State Legislation</li> </ul>
<b>BUSH CAMP</b>	Define locally acceptable stay (to be defined by FCTE, FCRC)	<ul style="list-style-type: none"> <li>• Signage</li> <li>• Water</li> <li>• Outside of residential areas</li> </ul>	Free	<ul style="list-style-type: none"> <li>• Local Laws</li> <li>• Planning Scheme</li> </ul>
<b>NON-COMMERCIAL BASIC CAMPGROUND</b>	Define locally acceptable stay (to be defined by FCTE, FCRC)	<ul style="list-style-type: none"> <li>• Signage</li> <li>• Water</li> <li>• Bins</li> </ul>	Nominal Fee	<ul style="list-style-type: none"> <li>• Local Laws</li> <li>• Planning Scheme</li> </ul>
<b>COMMERCIAL / OUTSOURCED BASIC CAMPGROUND</b>	Define locally acceptable stay (to be defined by FCTE, FCRC)	<ul style="list-style-type: none"> <li>• Signage</li> <li>• Water</li> <li>• Bins</li> <li>• Toilets</li> <li>• Emergency Power Point</li> </ul>	As Per the Operator, within a cost-recovery scope	<ul style="list-style-type: none"> <li>• Local Laws</li> <li>• Planning Scheme</li> <li>• Expression of Interest</li> <li>• Annual Review</li> </ul>
<b>COMMERCIAL CARAVAN PARK</b>	As Per the Operator	As Per the Operator	As Per the Operator	<ul style="list-style-type: none"> <li>• Local Laws</li> <li>• Planning Scheme</li> <li>• State Legislation</li> </ul>



## Stakeholder Perspectives

### Need for options:-

Providing options for different types of camping/ RV visitors was recognised as a contentious issue, however all stakeholder groups acknowledged the existence of many visitor segments with various preferences. Issues included:

- Concerns were raised that if a spectrum of camping options within the region was not provided, visitors would begin to bypass the region;
- Stakeholders are seeking clearer policies and decision-making process in regards to free or low costs sites, particularly in relation to competitive neutrality within the high-visitation areas of Hervey Bay and Maryborough. It was also acknowledged by all stakeholder groups that free or low-cost sites were important for outlying areas, but it was perhaps not appropriate to provide facilities in competition with commercial operators in high- visitation areas.

Members of the community, caravanning and related service industries, and Fraser Coast Regional Council participated in a stakeholder consultation program, the results of which have been instrumental in informing development of the Draft Strategy.

Full details of Stakeholder Perspectives are attached in the Appendices. Key issues raised are outlined below:-

#### Implications for the Strategy

Provision of low cost site provision in hinterland locations in particular, is essential if the economic benefits of tourism are to be captured.

### Facilities and Signage:-

Commentary on the level and quality of facilities and signage was common across all stakeholder groups, albeit with differing perspectives:-

- A number of stakeholders considered that there was a lack of facilities at free sites for travellers which are not self-contained, while others raised the concept of the “slippery slope”; in terms of the point at which, facility provision begins to compete against commercial operators;
- Bins and toilets were considered to be a minimum for some stakeholders;
- Accessibility of facilities such as dump points was questioned. The dump point at Hervey Bay was considered to be in a position which would affect guest amenity, while the locking of the Maryborough dump point was considered inconvenient to travellers; and
- Signage was nominated across most stakeholder groups as an issue. As the Fraser Coast region is promoted as the RV capital of Australia, wayfinding signage and RV Friendly signage was considered to be insufficient.

#### Implications for the Strategy

Despite the desire to provide the best facilities possible, clarity is required in terms of the facilities required to service the RV market i.e. self-contained visitors. ‘Facility-creep’ has the potential to infringe on competitive neutrality principles.

### Economic Opportunity:-

Free or low costs sites were largely considered to be a fantastic opportunity for outlying areas which do not experience the visitation levels of Hervey Bay and Maryborough.

Stakeholders considered that there is economic opportunity at every level; local residents could benefit from opening private lands to free or low cost campers (AirBnb of camping), while on a larger scale, seeking collaborative partnerships with RV residential developments was seen as an opportunity for marketing and promotion.

Others highlighted an opportunity which lies within the services in the Fraser Coast region which could be leveraged to create an RV education centre – one-stop-shop where caravan owners can be educated as well as seek mechanical upgrades.

Some stakeholders also acknowledged that a number of commercial parks do not have adequate space to accommodate large RV’s. Similarly, some commercial parks have permanent tenants in place which act as deterrents to potential visitors.

**Implications for the Strategy**

Despite the strongly polarised views regarding free or low cost camping, there is recognition across all stakeholder groups that a spectrum of camping options is required to meet the needs of the market and secure economic benefits for the region.

**Enforcement and Operational Aspects:-**

Delivery of enforcement policies which are fair and consistent was considered to be a recurring issue across all stakeholder groups. The challenges were seen to be: application of a consistent approach to enforcement; communication of regulations to consumers; and development of policy which achieves an appropriate balance of consumer-friendliness and rigour in ensuring that regulations are adhered to.

**Implications for the Strategy**

A need to establish a revised set of enforcement guidelines and protocols.

**Visitor Experience:-**

All stakeholders are aware of the importance of providing high quality visitor experiences. This includes the location of some of the free and low cost sites, and related to policing. Stakeholders questioned the quality of some free or low costs sites - they believed that the purpose of these sites is to encourage visitor spend, which cannot be achieved if the sites are not within walking distance to shops. In relation to enforcement, there was also potential to negatively impact visitor experience at these sites through poor sanitation and poor behaviour of non-self-contained vehicle visitors.

**Implications for the Strategy**

Future policy and delivery should seek to deliver an appropriate balance of service provision for visitors, but not resulting in unnecessary facility creep/ cost burden for Council.

**Competitive Neutrality:-**

Stakeholder feedback across all stakeholder groups that Council should not be intervening in the market in a manner that undermines the viability of commercial operators. Provision of free/low cost sites, and enforcement action allows visitors to use the sites intended for fully self contained vehicles were considerations in this regard.

**Implications for the Strategy**

Competitive neutrality should be an underpinning principle for the Strategy.



## Recommendations

The current Fraser Coast Camping Options Study is a comparatively recent document (2015), with many of its recommendations remaining entirely valid. Market circumstances have evolved to a degree, however the Queensland Government's guidance to LGAs has remained consistent with 2015.

The following policy and operational recommendations are intended to seek a balance between various stakeholder issues while re- applying the advice outlined in the Queensland Camping Options Toolkit.

Figure15: Recommendations Summary

Recommendation	Scope
<b>Positioning and Marketing the Region as a Premier RV, Caravan and Camping Destination</b>	Guided by a caravan and camping marketing action plan, develop and deliver a marketing program which raises awareness of the region's caravan and camping options, and drives new businesses.
	Promote engagement and packaging opportunities for the region's caravan and camping businesses, focusing on shoulder and off-season opportunities to drive new business.
	Review marketing platforms and collateral with the purpose of growing market awareness of the region's camping options and positioning as a premier RV and camping destination, including;
	Investigating the potential to create a new engaging and accessible tourism industry-led RV website/portal;
	As a short term action, review Council's caravan and camping website page with a view towards including all commercial and non-commercial camping options;
	As a short term action, investigate the feasibility of establishing a dedicated caravan and camping landing page on FCTE's consumer website;
	Identify options to further integrate camping options where appropriate into itineraries and journeys as part of FCTE's marketing program and the Discover Fraser Coast project;
	Continue to identify partnership opportunities such as those with Australia's Nature Coast to promote touring options.
	Review signage at all camping locations as part of a strategic wayfinding plan.
	Maintain and build positive relationships with sector trade bodies via a proactive program of networking and engagement.
	Instigate a proactive PR and social media program to engage directly with caravan and RV user groups.
	Instigation of a program which build towards 100% participation on commercial and non commercial camp sites on Australian Tourism Data Warehouse (ATDW) – an essential step in building consumer awareness.
	Investigate the opportunity for cooperative campaigns with industry players such as Jayco, Jucy, Apollo, Britz Maui etc.

Recommendation	Scope
<b>Business Development which grows overall destination competitiveness</b>	Instigate a region-wide RV and camping evaluation program designed to provide customer insight on facilities and experiences (commercial and non-commercial sites).
	Share benchmarking results from the evaluation program, and available new sector intelligence with businesses and industry partners to support business and experience development and investment.
	Prepare annual briefings for caravan and camping businesses to build awareness of up to date sector intelligence and product/experience information for all of the Fraser Coast region.
	Review communications with sector businesses to build awareness of experiences, products and events which will drive business opportunities.
	Investigate opportunities for the Region to host sector conferences and events, growing its reputation as a premier RV and camping destination.
<b>Infrastructure Investment and Management which creates an RV and Caravan and Camping Friendly Environment</b>	As a means of growing awareness of the region's towns and destinations in target markets, seek RV-friendly designations for towns where opportunities are available, accompanied by investment in new infrastructure where required.
	In consultation with local RV businesses, establish Maryborough as a RV education and maintenance hub – taking advantage of the strategic location on the Bruce Highway and the existing cluster of automotive maintenance, manufacturing and small tourism businesses.
	Investigate options to create designated long vehicle parking spaces throughout the region (including Hervey Bay Esplanade) with supporting signposting and website-based information.
	Review signage requirements at commercial and non commercial sites.
	Assess the priority for improved infrastructure at council managed sites in line with the policy framework contained in Subordinate Law No.1. and implement accordingly.
<b>Establishing a transparent policy framework as the basis for decision-making</b>	<b>Incentives for Commercial Operators to offer low cost camping options</b> As part of providing a balanced support regime for commercial and non-commercial providers and incentivizing sites that meet with market demand, provision of low cost camping options within existing commercial operations should be encouraged. A consideration for Council is incentivizing this type of provision by offering a rebate to existing commercial providers on prescribed fees and charges.
	<b>Providing for Appropriate Levels of Facility Provision in Low Cost Sites for Self- Contained Vehicles</b> In the drafting and making amendments to its local laws, Council has shown a commitment to providing for an appropriate balance of facilitating good quality caravan and camp site provision alongside a fair and equitable competitive environment. As demonstrated in the market review, a challenge is providing for self-contained RVs who do not wish to use commercial sites – by definition these visitors are travelling in self-contained vehicles and require safe and secure locations for short stays, with minimal levels of other amenities. Building on the content contained in Local Laws 1 and 4, an amendment to Subordinate Local Law 1 could be undertaken as part of future local law amendment processes, which provides additional clarity for sites with these lower levels of facility and amenity provision. With regard to ensuring a balance between good quality site provision and ensuring competitive neutrality, consider adding a clause to the Local Law which provides for a maximum level of facility provision as well as specifying a minimum for these categories of sites.



Recommendation	Scope
<b>Establishing a transparent policy framework as the basis for decision-making (Contd)</b>	<p><b>Register of Camping Locations</b> Development of a Register of Camping Sites operated by Council to be published on Council's and Fraser Coast Tourism &amp; Events websites.</p>
	<p><b>Definitions</b> While the Fraser Coast Planning Scheme has been updated with tourism definitions which fully align with the Queensland Planning Regulation, the Government's Camping Options Toolkits recognises that there are also a series of industry and visitor recognised designations and descriptions for caravan and RV sites. Where appropriate, these definitions should be reflected as appropriate in relevant Local Laws within the context of formal planning development definitions, as part of future local law amendments.</p>
	<p><b>Site Designations</b> Implement a formal review of site designations for FCRC managed camping and RV sites, in line with Queensland Government best practice guidance.</p>
<b>Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction</b>	<p><b>Low Cost Site Provision</b> This report finds that as a whole, the current number of low and no cost sites is appropriate for the short to medium term (2022). With specific regard to the Hervey Bay VIC location, this site has been identified as not being fit for purpose, with a new and more appropriate site being necessary. Needs Assessments should be taken annually to review the performance and demand for non-commercial sites within the Fraser Coast Region. Formal site needs analysis should be conducted when considering any new site, or reviewing existing site provision (template attached in Appendices).</p>
	<p><b>Embedding Cost Recovery Principles</b> Fraser Coast Regional Council should explore options to embed cost recovery principles into low cost and commercial sites where feasible, reflecting this framework in Council Local Laws as appropriate.</p>
	<p><b>Enforcement Practice and Protocols</b> Review processes and protocols to guide consistent application of enforcement actions, balancing the need for a customer-friendly approach with appropriate enforcement action.</p>
	<p><b>Dump Points</b> If required, new dump points should not be installed away from existing pump-out locations, and should always be connected to the sewer to offset ongoing maintenance costs. Outside of sewer areas, there is a presumption against dump point provision unless a suitable bespoke solution can be established.</p>
	<p><b>Site Plans</b> Site Plans for Council Managed sites (new and existing) should be developed and publicised to allow consistency in non-commercial free/low-cost sites across the local government area.</p>
	<p><b>Emergency Management Plans</b> Emergency Management Plans for Council Managed sites should be developed and implemented for free and low cost site as required.</p>
	<p><b>Tendering Documentation</b> Council's tendering processes should be undertaken in accordance with its Procurement Policy and the <i>Local Government Act 2009</i> and Regulations.</p>
	<p><b>"Leave No Trace" Policy</b> A "Leave No Trace" Policy should be designed to support environmental stewardship and align with codes of conduct promoted by the CMCA.</p>

Recommendation	Scope
<b>Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction (Contd)</b>	<b>Site Operating Hours</b> Conduct a review of site operating hours for Council-managed sites on an annual basis, in line with customer feedback and community input.
	<b>Site Fees</b> Conduct a review of site fees for Council-managed sites on an annual basis, in line with customer feedback and commercial site fees and charges.
	<b>Design and Management Guide</b> To ensure consistency in the design and management of campgrounds. It is recommended that Council prepare a guide which includes case studies/examples to assist proponents, and Council's Planning department, in better assessing proposed sites, designing Council managed sites and managing contracts with third party providers.
	<b>Monitoring of Council's Management and Enforcement.</b> Successfully growing the number of caravan, camping and RV visitors by definition will generate a growing management workload for council officers. Monitoring of workload should be established as part of the performance monitoring/KPI framework for the strategy.
<b>Building awareness of the benefits of the RV and Caravan and Camping sectors</b>	Proactively disseminate information on the value of the sector on an annual basis, including number of businesses, value of visitor expenditure, supply chain businesses, as a means of growing awareness and understanding of the sector's value.



## Site Definitions, Categorisation & Infrastructure Recommendations

Figure 16: Suggested designation and infrastructure requirement for Council owned/managed sites

SITE	PROPOSED DESIGNATION	INFRASTRUCTURE NEEDED	EXISTING AND NEARBY FACILITIES/COMMUNITY BENEFIT
Teebar Sports Ground	Basic non-commercial camping	Signage required leading to and at the site.	Toilets, showers, unformed parking.
Lake Lenthall	Basic non-commercial camping	No additional infrastructure required.	Bins, toilets, cold showers, BBQ's
Rossendale Park	Bush camping	Additional signage leading to the site should be considered. No additional infrastructure required.	Shelters, unformed parking, wet area licence in place, generators permitted, camp fires permitted.
Petrie Park	Basic non-commercial camping	Additional signage leading to the site should be considered. No additional infrastructure required.	Shelters, toilets, unformed parking, wet area licence in place, generators permitted, camp fires permitted.
Tiaro Memorial Park	Basic non-commercial camping	Additional signage on the Bruce Highway both north and south bound should be considered. Install bollards, monitor site and review designation if use increases.	Bins, toilets, showers, BBQ's shelters, unformed parking, wet area licence in place, generators permitted.  Situated in the town of Tiaro – providing walking access to numerous local businesses including cafés, butchers, grocery stores, pub and bottle store, etc.
Hervey Bay Visitor Information Centre	Stop and shop	Bollards to manage capacity, restrict non-RV/self-contained vehicle access	Dump point.  Hervey Bay Information Centre open 7 days, featuring free W-Fi, free coffee/tea station and toilets.
Alan & June Brown Car Park	Stop and shop	Bollards to manage capacity, restrict non-RV/self-contained vehicle access	Close access to the Maryborough Visitor Information Centre, close proximity to toilets and numerous shops and local businesses within the Maryborough CBD.

SITE	PROPOSED DESIGNATION	INFRASTRUCTURE NEEDED	EXISTING AND NEARBY FACILITIES/COMMUNITY BENEFIT
Burrum District Community Centre	Stop and shop	Bollards to manage capacity, restrict non-RV/self-contained vehicle access	Leash free dog walking area, close proximity to toilets and numerous shops and local businesses such as cafés, grocery stores and pub/restaurants.
Maryborough Showgrounds and Equestrian Park	Commercial	Additional signage on the Bruce Highway both north and south bound should be considered. Additional signage required at site.	Toilets and showers, picnic areas, shelters, power, water access, 2 x dump points. 5km drive to the Maryborough CBD.
Pialba Caravan Park	Commercial	No additional infrastructure required	Dump point, Free BBQ's, toilets and showers, camp kitchens, laundry facilities, boat ramp nearby, picnic areas, tour desk, disabled facilities, TV Room, Wi- fi.  Cafés, restaurants and the Wetside Water Park all within a short walking distance to the park.
Torquay Caravan Park	Commercial	No additional infrastructure required	Dump point, Free BBQ's, toilets and showers, camp kitchen, laundry facilities, boat ramp nearby, picnic areas, tour desk, disabled facilities, Wi-fi.  Significant number of cafés, restaurants and other local businesses within a short walking distance.
Scarness Beachfront Tourist Park	Commercial	No additional infrastructure required	Dump point, Free BBQ's, toilets and showers, camp kitchens, laundry facilities, boat ramp nearby, picnic areas, tour desk, disabled facilities, TV Room, Wi- fi.  Significant number of cafés, restaurants and other local businesses within a short walking distance.
Burrum Heads Caravan Park	Commercial	No additional infrastructure required	Dump point, Free BBQ's, toilets and showers, camp kitchen, laundry facilities, boat ramp nearby, picnic areas, tour desk, disabled facilities.  A number of nearby shops and local businesses including cafés and restaurants.









**Fraser Coast Regional Council**  
**Recreational Vehicle Strategy**  
*Appendices*



March 2019



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## Action Plan – Marketing & Communication

Effective promotion of Fraser Coast Regional Council's Camping Options is critical to the success in attracting and retaining RV visitors to the region. The provision of complete and accurate site information will help visitors plan their journey.

Figure 1: Action Plan for Marketing & Communication Recommendations

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
Guided by a caravan and camping marketing action plan, develop and deliver a marketing program which raises awareness of the region's caravan and camping options, and drives new businesses.	FCRC, FCTE	2019
Promote engagement and packaging opportunities for the region's caravan and camping businesses, focusing on shoulder and off-season opportunities to drive new business.	FCRC, FCTE	Ongoing
Review marketing platforms and collateral with the purpose of growing market awareness of the region's camping options and positioning as a premier RV and camping destination, including; <ul style="list-style-type: none"> <li>Creation of a new engaging and accessible tourism industry- led RV website/portal</li> <li>In the short term, review Council's caravan and camping website page with a view towards including all commercial and non-commercial camping options</li> <li>Identify options to further integrate camping options where appropriate into itineraries and journeys as part of FCTE's marketing program</li> <li>Continue to identify partnership opportunities such as those with Australia's Nature Coast to promote touring options.</li> </ul>	FCTE, FCRC	2019
Review signage at all camping locations as part of a strategic wayfinding plan.	FCRC	2019
Maintain and build positive relationships with sector trade bodies via a proactive program of networking and engagement.	FCRC, FCTE	Ongoing
Instigate a proactive PR and social media program to engage directly with caravan and RV user groups.	FCRC, FCTE	Ongoing
Instigation of a program which build towards 100% participation on commercial and non-commercial camp sites on Australian Tourism Data Warehouse (ATDW) – an essential step in building consumer awareness.	FCRC, FCTE	Ongoing
Investigate the opportunity for cooperative campaigns with industry players such as Jayco, Jucy, Apollo, Britz Maui etc.	FCRC, FCTE	Ongoing



## Action Plan – Business Development which Grows overall Destination Competitiveness

Tourism is a fast-moving sector of the economy, where market expectations and customers' adoption of new technologies require businesses and public sector stakeholder to evolve quickly. If Fraser Coast is to establish itself as premier RV and caravan/camping destination it, businesses and partners need to be aware of, and respond to changes in visitor demand.

Figure 2: Action Plan for Business Development Recommendations

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
Instigate a region-wide RV and camping evaluation program designed to provide customer insight on facilities and experiences (commercial and non-commercial sites).	FCRC, FCTE	2019, and then Ongoing
Share benchmarking results from the evaluation program, and available new sector intelligence with businesses and industry partners to support business and experience development and investment.	FCRC, FCTE	Ongoing
Prepare annual briefings for caravan and camping businesses to build awareness of up to date sector intelligence and product/experience information for all of the Fraser Coast region.	FCRC, FCTE	Ongoing
Review communications with sector businesses to build awareness of experiences, products and events which will drive business opportunities.	FCRC, FCTE	Ongoing
Investigate opportunities for the region to host sector conferences and events, growing its reputation as a premier RV and camping destination.	FCRC, FCTE	Ongoing

## Action Plan - Infrastructure Investment and Management which creates an RV and Caravan and Camping Friendly Environment

Responding directly to visitor demand and market expectations, targeted investment in new infrastructure can play an important role in building the appeal of Fraser Coast as a premier RV and caravan/camping destination.

With regard to low cost or free sites, consideration needs to be given to a range of factors regarding infrastructure investment, including:-

- Meeting market and customer demand and expectations
- The opportunity to recover Council's investment costs
- Competitive neutrality – not investing to a level that results in competition with commercial providers

Figure 3: Action Plan for Infrastructure and Investment Recommendations

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
As a means of growing awareness of the region's towns and destinations in target markets, seek RV-friendly designations for towns where opportunities are available, accompanied by investment in new infrastructure where required.	FCRC	Ongoing
In consultation with local RV businesses, establish Maryborough as a RV education and maintenance hub – taking advantage of the strategic location on the Bruce Highway and the existing cluster of automotive maintenance, manufacturing and small tourism businesses.	FCRC, local businesses	2019
Investigate options to create designated long vehicle parking spaces throughout the region (including Hervey Bay Esplanade) with supporting signposting and website-based information.	FCRC	Ongoing
Review signage requirements at commercial and non commercial sites.	FCRC	2019



## Action Plan – Establishing a Transparent Policy Framework

Consistent application of policy is key to providing a clear approach to RV site management across the Fraser Coast. Council is already adopting a best practice approach in many areas of RV/camping policy and practice. As such, recommendations focus on tightening up policy, practice and communication with stakeholders in a number of areas.

### 1. Providing Site Definitions and Categorisation

It is recommended that Council adhere to suggestions within the Camping Options Toolkit regarding site categorisation and associated levels of amenity provision. Providing guidance on a minimum level of facility provision for each designation should also be considered.

In order to address the concerns of stakeholders and to safeguard competitive neutrality in the event of outsourced management, it is recommended that the locally acceptable minimum standards of facility provision is accompanied by a ceiling which outlines the maximum level of facility provision for each site categorisation. This should be below the level of facility provision of facilities offered by commercial operators.

### 2. Incentivising Commercial Operators to Offer Low Cost Camping Options

As part of providing a balanced support regime for commercial and non commercial providers and incentivising sites that meets with market demand, encouragement of low cost camping options within existing commercial operations should be encouraged. A consideration for Council is incentivising this type of provision by offering a rebate to existing commercial providers on local laws and infrastructure fees and charges

### 3. Formalising the Management Approach in Local Laws

It is recommended that Council formalise these definitions and requirements within the planning scheme and Local Laws, where appropriate. This will ensure transparency in decision making and provide clarity in amenity provision, while protecting commercial operators.

### 4. A Presumption Towards Low Cost Provision

It recommended that Council distinguishes between “free” and “low cost” site provision within relevant policy, aligning with site designation and amenity provision. The principle of embedding cost recovery should be adopted as a pillar of Council’s approach to site and park management. Cost-recovery processes for sites with limited amenity should strike a balance between remaining affordable/ providing good value for visitors, and assisting Council in recouping its investment in site provision and operations.

### 5. Consistent Application of Fair and Reasonable Enforcement Mechanisms

It is recommended that enforcement processes are established which achieve a fair and equitable balance between being customer-friendly and ensuring sites are used appropriately.

There are number of camping options outlined in the Queensland camping options toolkit which are not adequately defined in Fraser Coast Regional Council’s legal and policy framework at present:-

#### Rest Areas / Fatigue Management Sites

Rest Areas are sites designed for fatigue management and should follow the best practice guidelines provided by the State with minimal facilities for travellers to take a break from the road to get some rest. These sites are located adjacent to a main road and should have a maximum stay of 20 hours. Signage at the site identifying the location as a rest stop is the only necessary feature for this category.

#### Bush Camps

A site classified as a Bush Camp is generally located in a rural area away from any main travel routes. They have minimal features and serve to provide a safe place to enjoy a wilderness setting. These sites should be a minimum distance of 15km from the nearest Caravan Park. Bush Camps are free of charge and should provide access to water. Water can be either potable or simple rain water, so long as it is appropriately signed.

Bush Camp sites are intended for longer stays, depending on the needs of the user. Each site should be clearly signed the locally acceptable time limit.

### Basic Campgrounds

A campground is a site designed to provide a 'National Park' style camping experience with basic facilities for travellers seeking an overnight stay (up to the locally acceptable maximum). They offer more facilities than a Bush Camp and can be located closer to commercial caravan parks (where need has been established), but offer fewer facilities than a commercial caravan park. Fees can be charged and sites can be managed by Council or a third party on behalf of Council.

### Campground Management Option: Not For Profit Community Partnerships

A site classified as a Council Campground can operate either free of charge or be managed by a community group collecting a nominal fee for cost recovery as determined through a tender process. These sites should offer, at minimum, the "basic" facilities defined as the agreed upon local minimum standard, as guided by the Planner's Guide to Caravanning, Camping and RVs.

### Campground Management Option: Commercially Outsourced

A basic site classified as a Commercial Campground can charge a fee and are managed by an entity selected through a tender process. These sites should offer common amenities such as water and toilets as well as one emergency power outlet.



Figure 4: Spectrum of Camping Options

Figure 5: Action Plan for Governance & Management Recommendations

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
<b>Incentivising Commercial Operators to Offer Low Cost Camping Options</b>  As part of providing a balanced support regime for commercial and non commercial providers and incentivising sites that meets with market demand, encouragement of low cost camping options within existing commercial operations should be encouraged. A consideration for Council is incentivising this type of provision by offering a rebate to existing commercial providers on local laws and infrastructure fees and charges.	FCRC	December 2019
<b>Register of Camping Sites</b>  Development of a Register of Camping Sites operated by Council should be published on Council's and Fraser Coast Tourism & Events Websites.	FCRC, FCTE	December 2019



## Action Plan - Effective Site Management and Development as a driver of Stakeholder and Customer Satisfaction

In regard to management of sites across Fraser Coast Region should also consider the following management options:-

Figure 6: Action Plan for Site Management

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
<b>Providing for Appropriate Levels of Facility Provision in Low Cost Sites for Self-Contained Vehicles</b> In the drafting and making amendments to its local laws, Council has shown a commitment to providing for an appropriate balance of facilitating good quality caravan and camp site provision alongside a fair and equitable competitive environment. As demonstrated in the market review, a challenge is providing for self-contained RVs who do not wish to use commercial sites – by definition these visitors are travelling in self-contained vehicles and require safe and secure locations for short stays, with minimal levels of other amenities. Building on the content contained in Local Laws 1 and 4, an amendment to Subordinate Local Law 1, could be considered, which provides additional clarity for sites with these lower levels of facility and amenity provision. With regard to ensuring a balance between good quality site provision and ensuring competitive neutrality, consider adding a clause to the Local Law which provides for a maximum level of facility provision as well as specifying a minimum for these category of sites	FCRC	Incorporate into Local Law Review – timing to be confirmed
<b>Definitions</b> While the Fraser Coast Planning Scheme has been updated with tourism definitions which fully align with the Queensland Planning Regulation, the Government's Camping Options Toolkits recognises that that there are also a series of industry and visitor recognised designations and descriptions for caravan and RV sites. Where appropriate, these definitions should be reflected as appropriate in relevant Local Laws (see figure 21 for examples), within the context of formal planning development definitions.	FCRC	Incorporate into Local Law Review – timing to be confirmed
<b>Site Designations</b> Implement a formal review of site designations for FCRC managed camping and RV sites, in line with Queensland Government best practice guidance.	FCRC	December 2019

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
<b>Assessment of Need for New Low Cost Sites</b> Assessment of Need for New Low Cost Sites: Will be undertaken utilising the Template Form for Site Assessment as included in Appendix F.	FCRC	December 2019
<b>Enforcement Practice and Protocols</b> Establish a new set of policy, processes and protocols to guide consistent application of enforcement actions, balancing the need for a customer-friendly approach with appropriate enforcement action.	FCRC	December 2019
<b>Dump Points</b> If required, new dump points should not be installed away from existing pump-out locations, and should always be connected to the sewer to offset ongoing maintenance costs. Outside of sewered areas, there is a presumption against dump point provision unless a suitable bespoke solution can be established.	FCRC	Ongoing
<b>Site Plans</b> Site Plans for Council Managed sites (new and existing) should be developed and publicised to allow consistency in non-commercial/ free/low-cost sites across the local government area.	FCRC	Ongoing
<b>Emergency Management Plans</b> Emergency Management Plans for Council managed sites should be developed and implemented for free and low cost site as required.	FCRC	Ongoing
<b>Needs Assessments</b> Needs Assessments should be taken annually to review the performance and demand for non-commercial sites within the Fraser Coast Region. Formal site needs analyses should be conducted when considering any new site, or reviewing existing site provision.	FCRC	Ongoing
<b>Tendering Documentation</b> Council's tendering and procurement processes for outsourcing management of sites should be in accordance with the Local Government Act 2009 and regulations.	FCRC	Ongoing
<b>"Leave No Trace" Policy</b> A "Leave No Trace" Policy should be designed to support environmental stewardship and align with codes of conduct promoted by the CMCA.	FCRC	Ongoing
<b>Site Operating Hours</b> Conduct a review of site operating hours for Council-managed sites on an annual basis, in line with customer feedback and community input.	FCRC	Ongoing
<b>Site Fees</b> Conduct a review of site fees for Council-managed sites on an annual basis, in line with customer feedback and commercial site fees and charges.	FCRC	Ongoing



ACTION ITEM	RESPONSIBILITY	COMPLETION BY
<b>Low Cost Site Provision</b> Needs Assessments should be taken annually to review the performance and demand for non-commercial sites within the Fraser Coast Region. Formal site needs analyses should be conducted when considering any new site, or reviewing existing site provision (appendix E).	FCRC	Ongoing
<b>Embedding Cost Recovery Principles</b> Fraser Coast Regional Council to explore options to embed cost recovery principles into low cost and commercial sites where feasible.	FCRC	Ongoing
<b>Design and Management Guide</b> To ensure consistency in the design and management of campgrounds. It is recommended that Council prepare a guide which includes case studies/ examples to assist proponents, and Council's Planning department, in better assessing proposed sites, designing Council managed sites and managing contracts with third party providers.	FCRC	2019
<b>Monitoring Council's Management and Enforcement Program</b> Successfully growing the number of caravan, camping and RV visitors by definition will generate a growing management workload for council officers. Monitoring of workload should be established as part of the performance monitoring/KPI framework for the strategy.	FCRC	2019

## Action Plan - Building awareness of the benefits of the RV and Caravan and Camping sectors

An important element in ensuring satisfied industry, community and public sector stakeholders is a clear understand of the benefits of the RV and caravan/camping sectors to the local economy.

Figure 7: Action Plan for Awareness Building

ACTION ITEM	RESPONSIBILITY	COMPLETION BY
Share results of the site evaluation program with stakeholder groups	FCRC	Ongoing
Proactively disseminate information on the value of the sector on an annual basis, including number of businesses, value of visitor expenditure, supply chain businesses, as a means of growing awareness and understanding of the sector's value.	FCRC	Ongoing



## Stakeholder Group Perspectives

### Workshop 1: Community Groups

Overall, the attendees to this workshop demonstrated strong support for either free or low-cost RV sites. They understand the economic benefits that these sites are able to generate and also provided verbal and written evidence of strong levels of visitor expenditure from sites within Maryborough, specifically the Allan and June Brown Carpark and the Doon Villa RV site.

Some of the key issues/topics raised and discussed included the following:

#### **Facilities/Signage:**

- Lack of facilities (particularly toilets) at free sites to cater for travellers/vehicles that are not fully self-contained. A lack of facilities at key locations, particularly the Hervey Bay VIC is resulting in large amounts of rubbish and waste found in close proximity to buildings which is having a detrimental impact on the overall visitor experience;
- Signage throughout the region promoting the destination as an RV friendly region is lacking and needs to be addressed. This was raised in relation to the branding of the region as the RV capital of Australia – if this is the aim, wayfinding signage should be easier to find and more informative.
- Hervey Bay RV site has a dump point which is located right next to where RVs are expected to park – this is not appealing. This was raised as a recurring issue.

#### **Economic Opportunity:**

- Free/low cost RV sites provide a fantastic opportunity for outlying Fraser Coast communities that do not experience the visitation levels of Hervey Bay and Maryborough. Sites in these destinations should be explored to encourage visitor spend in these communities;
- Would Council consider a policy whereby local residents (particularly in smaller towns) can accommodate for self-contained RV's on private property? May be a way for residents to generate additional income;
- Any policies introduced need to consider local community needs and the region's economic development plan;
- Why aren't we working with local RV residential developments such as Latitude 25 and the Maryborough RV park to promote the destination as the RV capital of Australia? These developments are investing a combined \$300 million into the Fraser Coast;
- We could create a hub for maintenance, repairs etc;
- Could Glenwood be considered as a site? Conveniently placed on the Bruce Highway at the most southern tip of the Fraser Coast;
- What is Council planning with the sportsgrounds that are due to be vacated when the sport precinct is up and running? Could these be used as RV sites?
- Bauple was raised as a town which previously benefited from low cost RV tourism – and which has experienced economic decline since the closure of the site.

#### **Need for range of options:**

- Some commercial parks do not have adequate space to accommodate for large RV's. Similarly, some commercial parks have permanent tenants in place which can act as a deterrent to potential visitors;
- Community groups understand that commercial park operators are not in favour of 'free' sites – however it needs to be communicated to them that there are a number of market segments within the RV, caravanning and camping segment – i.e. there are a large portion of travellers (particularly younger families) that prefer the security and facilities provided by commercial parks, as opposed to free sites;
- Is there a scope for a policy to be introduced by Council around how decisions (such as free vs low cost) are made? Seems like in the past decisions have been made purely based on listening to the vocal minority;
- Should Hervey Bay focus purely on commercial caravan and RV options, and not offer free sites? Free/low cost options may be better suited to smaller FraserCoast communities;
- Towns or council should investigate RV Friendly status

**Policing and Operational Aspects:**

- Policing/compliance is a key issue. Either policing is not existent which can lead to cleanliness issues (impacting the visitor experience), or policing and signage is too harsh and not welcoming (impacting the visitor experience). Need to find a positive balance;
- If 'free' is changed to 'low cost', what policy or processes can be introduced to control/ensure the collection of revenue? Can there be a policy introduced to allow for volunteers/caretakers to reside on site?
- Why don't we use an online method to allow guests to Council free sites to obtain permits (permits are required from either the Maryborough or Hervey Bay VIC for those staying in either the Allan and June Brown Carpark or Hervey Bay VIC site)?

**Visitor Experience:**

- A consistency of the 'experience' provided at Council sites is very important (currently lacking) – Council needs to create 'places'
- Free sites need to be within walking distance to either shops/facilities or public transport. This is not the case for the Hervey Bay VIC site.

**WORKSHOP 2: COMMERCIAL PARK OPERATORS**

This group was opposed to any free sites being offered throughout the Fraser Coast. They were however not opposed to Council providing 'low cost' options within the region – particularly in outlying areas as they understand the economic benefit these sites can provide to small towns and their businesses. They are however opposed to Council low cost sites being made available in both Hervey Bay and Maryborough.

**Competitive Neutrality:**

It needs to be a level playing field. Commercial parks feel that they just can't compete with Council owned free/low cost sites as fees, charges and rates do not impact these council sites;

- Why should Council be intervening in a commercial market?
- If Council persists in intervening, the fees and related costs of doing business incurred by commercial operators need to be fair;
- Sites should NOT be free. Operators are content for even a nominal fee (\$10?) to be charged;
- Customer feedback is overwhelmingly positive for the majority of commercial parks – why are Council intervening in the marketplace?
- The example of Gympie was quoted – the region had 7 commercial park operators. Council introduced free sites and now there is only one commercial park left.

**Visitor Experience:**

Then importance of consistency, and maintaining a positive experience at sites was again raised. Some free sites actually give guests negative experiences.

**The need for a range of options:**

Reinforced the fact that there are many segments within the overall RV/caravanning/camping segment – felt that the 35 – 55 year age group was the biggest segment. Suggested that regardless of what Council decides policy wise, they must not alienate certain segments.

**Facilities/Signage:**

There needs to be more facilities provided for guests who choose to stay at free/low cost sites. At the very least bins and toilets should be provided.

**Policing and Operational Aspects:**

Policing again is a major issue at free sites – Hervey Bay VIC is a prime example. Meant for fully self-contained vehicles but it attracts a significant number of vehicles that do not have any facilities on board.

Free camp at Maryborough is being used by non-self-contained vehicles who have access to facilities for \$10/night instead of using commercial parks for the same facilities – this is not being policed, and is undercutting local operators.

**Marketing and Promotion:**

Seems to be a lack of marketing and promotion on the caravanning/RV/camping credentials of the Fraser Coast. This segment provides a great opportunity to smaller townships and the wider Great Sandy Strait.

Can we investigate the opportunity of cooperative campaigns with players such as Jayco, Jucy, Apollo, Britz Maui?

**WORKSHOP 3: INDUSTRY SUPPLIERS**

Very small group who suggested that their main issue was the lack of policing and compliance at key sites, particularly the Hervey Bay VIC. One of these businesses is located next door to the Hervey Bay VIC.

Key issues/topics raised and discussed included the following:

**Marketing/Promotion:**

There is a fantastic opportunity for the region to position itself as the RV capital of Australia, not just from a stay perspective, but also from a maintenance, equipment and education perspective.

There seems to be a lack of promotional opportunities for services/suppliers for these segments. Can Council/FCTE work on something to rectify this?

**Economic Opportunity:**

- The Fraser Coast, particularly Hervey Bay has a significant number of services for this segment which are affordable in comparison to other towns/cities. Anecdotal evidence of customer travelling to Hervey Bay from Mt Isa and Brisbane specifically to get modifications/installs made to RV's, caravans etc;
- Opportunity to create an RV education centre, a one stop shop where caravan owners can have their vehicles assessed, modified if needed and they can also be taught to tow and reverse caravans correctly (A significant number of accidents happen due to inexperienced drivers or incorrect tow loads);
- Maryborough is perfectly positioned for a centre of this nature – on the Bruce Highway and half way between Brisbane and Rockhampton;
- How do we leverage the investment being made by developments such as Latitude 25 and the Maryborough RV Park?

**The need for a range of options:**

If the region does not offer some free sites we will be bypassed by bigger RVs.

**Policing/Operational Aspects:**

Policing remains a key issue at free/low cost sites. There is also a lack of facilities at these sites. Hervey Bay VIC site has no toilets or shade.

**WORKSHOP 4: COUNCILLORS**

Key issues/topics raised and discussed included the following:

**Economic Opportunity:**

- The Doon Villa model (Council works with the Doon Villa Football club to offer low cost RV sites) works well. There is perhaps an opportunity for Council to partner with no for profit organisations such as sporting clubs so they can reinvest into subsidising community costs such as sport club registration fees;
- Can residents offer private land to RV travellers that assist in generating additional income?
- It's a shame that the Stop and Shop initiative was ceased as it provided real data;
- We need to encourage visitors to stay longer and relocate to the region as residents;
- We need to leverage the investment being made by large players in this segment such as Latitude 25 and the Maryborough RV Park;

**Visitor Experience:**

We need to offer value to free/low cost sites by introducing experiences to these sites;

**The Need for a Range of Options:**

A large portion of the market prefer 'off the beaten track' overnight stay options. They don't want to stay in commercial parks (particularly those with permanent tenants) and this segment needs to be accommodated;



**Facilities/Signage:**

Why are the dump points at the Hervey Bay VIC locked?

**Being Sensitive to Local Needs:**

Some outlying communities might not want RV sites (such as Munna Creek). Further consultation would be necessary before installing any sites in outlying communities;

**Other:**

The Draft strategy should go to industry for further feedback before it is finalised.

**WORKSHOP 5: COUNCIL AND FRASER COAST TOURISM AND EVENTS STAFF**

Key issues/topics raised and discussed included the following:

**Enforcement/Operational Aspects:**

60 day no return period at low cost sites such as Doon Villa is an issue. Why can't they return sooner if they want to?

Caretakers and volunteers to manage free or low-cost sites – is there scope for this type of model?

There needs to be more governance and a better policing/compliance system in place for free/low cost sites;

Doon Villa is already making a lot of requests to council to change permit conditions – asking for caretakers, extended stays etc. These expectations also need to be managed.

**Economic Opportunity:**

Can private land be offered to RV/caravan travellers? It could be the Air BnB of RVs! Low cost is maybe a better option than free?

**Facilities/Signage:**

The Hervey Bay VIC dump point needed to be locked because people were placing objects such as shoes in the system;

Big RVs have a big impact on facilities and assets, including roads;

The Maryborough showgrounds do offer some facilities/services in terms of tyre and vehicle assessments, lessons etc. Could be built on and communicated better;

Expectations need to be managed in terms of facilities. Facilities added to free sites now will likely result in increased demands further down the track, costing Council (and the rate payers) money;

**Data Collection:**

What portion of RVs/caravans are fully self-contained? Is there a way to find this out?

What model can we look at to assist in collecting raw data? If we didn't offer free sites and offered low cost instead, would a large portion of RV travellers really bypass the region?

# MARKET REVIEW

## Characteristics of Fraser Coast’s Overall Visitor Market



The largest proportion of visitors are the 55+ age group (35%), followed by the 25-29 age group (12%)



Estimated spend per night: \$118 (domestic visitors)



52% of visitors are Visiting Friends and Family



33% of visitors are travelling as an adult couple



Camping and caravan visitors are exclusively on Holiday



Approximately 200,000 camping visitors annually

### Changing Demographics Among RV and Caravanning Markets

#### Baby Boomers

Queensland is experiencing a generational shift in its visitors (see Figure 10). The Baby Boomers (born 1946-1964) are taking up the place of the War Babies (1924-1945) as the predominant touring market.

Emerging are the Generation X family market (1965-1984) and the Millennials (1985-2004) in the youth market.

The market that have travelled north in the winter since the early 1990's is changing. The Baby Boomers have become the predominate market 'touring' in Queensland and they have a different travel pattern. Taking shorter more frequent trips, these Baby Boomers or 'light grey' nomads are using a greater mix of accommodation types on each trip. Different to the traditional 'grey nomads' ('War Babies'), these light grey nomads have previous experience in international travel and tend to be more financially fit than their predecessors. They are seeking adventure and are more about visiting than staying a long time in one place. The ABS predicts that by 2050 the number of Australians aged 55 years and over will more than double. Moreover, there will be a proportionate increase in demand for tourism product. This presents a tremendous opportunity for Queensland.

#### Families

Research by KPMG indicates that while the 55+ segment will continue to grow, for commercial camping providers the key market will be families.

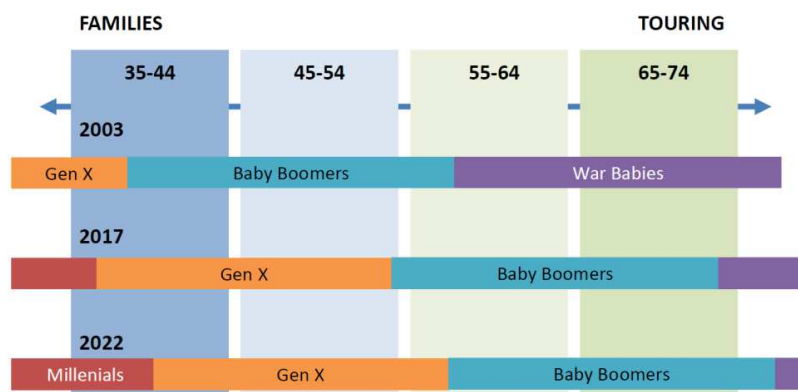
#### The Generation X (1965 – 1984)

Gen x families are fastest growing segment, and this segment is predicted to grow by 46% from 2012 to 2050. Less experienced in 'family camping' than the previous generation they are increasingly using camper trailers and looking for cost-effective accommodation options as well as some creature comforts.

#### Youth Market

According to Tourism Australia, the youth segment is made up of people aged 18–30 years, now referred to as 'Millennials'. Born in the era of the home computer (1985 – 2004) they are fast emerging as the largest travel segment globally. Looking for authentic experiences, Millennials are exploring the mix of Queensland's landscapes including islands and beaches, while enjoying the laidback lifestyle and nature-based adventures. In addition to our domestic Millennials, Australia attracts global Millennials. In 2017, about 840,700 international travellers aged 15–29 years visited Queensland, making it the third most popular Australian destination for this group after New South Wales and Victoria.

Figure 10: Generational change in camping visitors (EarthCheck Consulting, 2017)





The RV market has been experiencing strong growth. According to the Caravan Industry Association of Australia ([www.caravanindustry.com.au](http://www.caravanindustry.com.au)):-

- **85%** of the Australian population has **had a caravanning or camping experience** at least once in their lifetime and **88%** of campers say it something that **every child should experience**;
- **73%** of people purchasing caravans and motorhomes cited the **desire to see more of Australia** as sparking their original interest in caravanning and camping;
- There were **647,319** caravans and motorhomes registered in 2017(a **16% increase** from 2014), 26% of which were in QLD, 23% in NSW and 25% in Victoria
- There were **22,381 units manufactured in Australia** in 2014 (a **5% increase** on 2014 production);
- Over **70%** of the RVs purchased in Australia were **made in Australia**. The wholesale value of Australian manufactured RVs is **\$940 million** annually;
- **Caravans (or towable products) make up 89%** of registered RVs in Australia and **Motorhomes (or motorised products) make up the remaining 11%** (where RV represents all types of RVs);
- **74%** of all RV vehicles registered are **between 1,500 and 5,000 kilograms**;
- **43%** of recent RV purchases were made by people looking to use their caravanning and camping product **5-10 times per year**;
- **57 million nights** were spent caravanning and camping in 2017;

Caravanning and camping visitors spend approximately **\$8.6 billion** when travelling in Australia;-

- The Australian caravanning and camping industry makes an annual contribution to the Australian economy of **\$20.4 billion**;
- **For every \$100** of revenue received by a caravan park **\$138 of direct economic benefit** flows through the local economy;
- International caravanning and camping visitors in 2011 spent on average **\$7,507 per trip** and an average of **71 visitor nights**;
- The caravanning and camping sector in Australia employs over **21,000 direct employees**;
- There are **170,000 powered and unpowered sites** available nightly in Australia; The sector makes up **10% of all visitor nights** in Australia;
- **91%** of caravanning and camping activity is undertaken by Australian **domestic travellers**;
- **90%** of all visitor nights in the sector are spent in **regional Australia**, making the sector a large economic contributor to regional Australia;
- Primary market is **35-49 year olds** accounting for approximately **47%** of all travel in the sector; The secondary market is the **55-70 years age** group, making up approximately **44%**;

Over the last decade, the technology adopted in the manufacturing of caravans and RVs has expanded to accommodate a growing number of campers seeking levels of sophistication and comfort.

Caravan and RV manufacturers have adapted to the market designing units which are classed as 'self-contained', The CMCA defines self-contained as "a recreational vehicle specifically built for the purpose that along with built in sink, on-board cooking and sleeping facilities, carries a supply of fresh water and can retain 'all grey and black waste water'" (CMCA 2017). Key to the new designs is a growth in unit length. For example, industry statistics for 2016 reflect some 37% of caravans are manufactured at 6 metres in length or more (CIAA 2016), with 19% of Pop-Tops manufactured with 6 metre length or more. Caravans and RVs of 7, 8, and 9 metres in length are now available, offering the largest array of amenities, for those with the relevant licence. These trends have significant implications for pitch size as well as overall site orientation.

Water use is another service for which technology and innovation has received attention in new caravan and RV designs. From drinking water stored on-board to the management of both grey water and black water, water management needs are changing. Growing popularity of amenities such as washing machines are leading to an increasing requirement for disposal of grey and blackwater

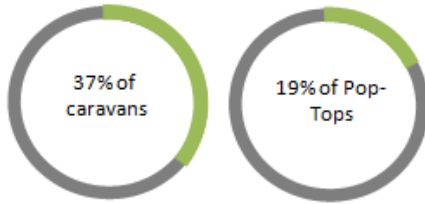


Figure 11: Length of RVs

- Are available in 6m lengths or greater;
- Caravans and RVs of 7, 8, 9m in length are now available, offering the largest array of amenities for those with the relevant licence.

## Site Audit

Figure 12: Council Camping Sites

Site	Location	Cost	Is there a commercial park within 5km?	Nearest Caravan Park	Nearest Commercial sites with unpowered sites?	Commercial cost below \$25	Dump Point	Pets
Teebar Sports Ground	Teebar, Teebar Hall Road	FREE	No	53km (Wallace Motel and Caravan	Yes	Yes (\$24)	No	Yes
Bauple Drive	Bauple, Bauple Drive – opposite the Bauple Musuem	FREE	No	15.6km (Gundy Pub and Caravan Park)	Yes	Yes	No	Yes, on a lead.
Lake Lenthall	Duckinwilla	PEAK: \$12.50 per person per night (\$50 per family)  OFF PEAK: \$10.50 per	No	27km (Wallace Motel and Caravan park)	Yes	Yes (\$24)	No	No
Rosendale Park	Bauple	FREE	No	15.6km (Gundy Pub and Caravan	Yes	Yes	No	Yes, on a lead.
Petrie Park	Tiaro	FREE	No	15.9km (Gundy Pub and Caravan	Yes	Yes	No	Yes, on a lead.
Tiaro Memorial Park	Tiaro	FREE	No	13.8km (Gundy Pub and Caravan	Yes	Yes	No	Yes, on a lead.



Figure 13 Council-Owned RV Sites

Site	Where?	Cost	Commercial Park within 5km?	Nearest Caravan Park	Commercial park have unpowered sites?	Commercial costs of less than \$25?	Dump Point?	Pets
Hervey Bay Visitor Information Centre	Hervey Bay, 227 Maryborough /Hervey Bay Road	FREE	No	5.3km (Discovery Parks – Hervey Bay)	No	No	Yes	Yes, on a lead.
Alan & June Brown Car Park	Maryborough, Kent Street	FREE	Yes	1.8km (Wallace Motel and Caravan Park)	Yes	Yes (\$24)	No	Yes, on a lead.
Burrum District Community Centre	Howard, 56 Steley Street	FREE	Yes	2.6km (Burrum River Caravan Park)	Yes	No	No	Yes, on a lead.
Maryborough Showgrounds and Equestrian Park	Maryborough, Bruce Highway, Maryborough West	\$20 per night	No	6.4km (Wallace Motel and Caravan Park)	Yes	Yes (\$24)	Yes (2)	Yes, on a lead.

Figure 14 Council-Owned Parks

Site	Where?	Cost	Commercial Park within 5km?	Nearest Caravan park	Commercial parks have unpowered sites?	Commercial costs of less than \$25	Dump Point?	Pets
Pialba Caravan Park	Hervey Bay	\$34 - \$39 per night (unpowered)	Yes	2.9km (Discovery Parks – Hervey Bay)	No	No	Yes	No
Torquay Caravan Park	Hervey Bay	\$34 - \$39 per night (unpowered)	Yes	600m (The Palms Hervey Bay)	No	No	Yes	No
Scarness Beachfront Tourist Park	Hervey Bay	\$34 - \$39 per night (unpowered) sites.	Yes	800m (Fraser Coast Top Tourist Park)	Yes	No	Yes	No
Burrum Heads Caravan Park	Burrum Heads	\$34 - \$39 per night (unpowered)	Yes	600m (Hillcrest Holiday Park)	No	No	Yes	No

Figure 15: Summary of Current Fraser Coast Regional Council: Non-Commercial Site Locations

SITE	CURRENT TIME LIMIT	NEAREST CARAVAN PARK	PETS ALLOWED?	DUMP POINT?
Teebar Sports Ground	7 days	53km	Yes	No
Bauple Drive	48 hours	15.6km	Yes	No
Lake Lenthall	48 hours	27km	No	No
Rosendale Park	48 hours	15.6km	Yes	No
Petrie Park	48 hours	15.9km	Yes	No
Tiaro Memorial Park	48 hours	13.8km	Yes	No
Hervey Bay Visitor Information Centre	48 hours	5.3km	Yes	Yes
Alex & June Brown Car Park	48 hours	1.8km	Yes	No
Burrum District Community Centre	20 hours	2.6km	Yes	No

Council currently provides a number of options for camping and caravanning travellers which are outlined in Figure 16. These sites currently are not assigned site-type designations such as those outlined in the Camping Options Toolkit.

Figure 16: Summary of Current Fraser Coast Region Council Overnight Non-Commercial Locations

Site	Where	Management Arrangement	Cost
<b>Council camping sites</b>			
Teebar Sports Ground	Teebar	Direct Management	FREE
Bauple Drive	Bauple	Direct Management	FREE
Lake Lenthall	Duckinwilla	Direct Management	PEAK: \$12.50 per person per night (\$50 per family) OFF PEAK: \$10.50 per person per night (\$40 per family)
Rosendale Park	Bauple	Direct Management	FREE
Petrie Park	Tiaro	Direct Management	FREE
Tiaro Memorial Park	Tiaro	Direct Management	FREE
<b>Council RV sites</b>			
Hervey Bay Visitor Information Centre	Hervey Bay	Direct Management	FREE
Alan & June Brown Car Park	Maryborough	Direct Management	FREE
Burrum District Community Centre	Burrum Heads	Direct Management	FREE
Maryborough Showgrounds and Equestrian Park	Maryborough	Direct Management	\$20 per night
<b>Council owned caravan sites</b>			
Pialba Caravan Park	Hervey Bay	Tender - secured management partner	\$34 - \$39 per night (unpowered)
Torquay Caravan Park	Hervey Bay	Tender - secured management partner	\$34 - \$39 per night (unpowered)
Scarness Beachfront Tourist Park	Hervey Bay	Tender - secured management partner	\$34 - \$39 per night (unpowered) sites.
Burrum Heads Caravan Park	Burrum Heads	Tender - secured management partner	\$34 - \$39 per night (unpowered)

Other RV sites (managed by community partner)			
Self Contained RV Park	Maryborough	Tender - secured management partner	\$10 per night

Figure 17: Privately Owned/ Managed Commercial Parks

SITE	TYPES OF SITES AVAILABLE	FACILITIES AVAILABLE	DUMP POINT	PETS ALLOWED	NEARBY OFFSITE FACILITIES
<b>Australian Adventure Park</b> 805 Burrum Heads Rd, Burrum River	10 x Glamping tents 9 x Powered sites 80 x unpowered sites	On site shop, amenities block, swimming dams, catch and release fishing, kayak hire/tours, mountain bike track, archery, abseiling, obstacle course, campfires allowed.	No	Yes	11km from Burrum Heads
<b>Susan River Homestead</b> Lot 56, Noble Rd, Susan River	16 x motel style rooms 20 x powered sites Unlimited unpowered sites	Swimming pool, tennis courts, horse riding, private lake for fishing and boating, media room, tour desk, games room, trampoline and on-site restaurant and bar.	No	Yes	14km from the Maryborough CBD
<b>Cheery Nomad RV Park and Farmstay</b> 113 Lawson St, St Helens	2 x Cabins 16 x powered sites 50 x unpowered sites	Camp kitchen with gas burners, sinks, television, table tennis and dart board, Social area with bar, television and pool table, Amenities block with disabled facilities, hot showers and laundry, Communal fire pit with camp oven cooking, Wood fired oven, and Swimming pool.	Yes	Yes	6km from the Maryborough CBD.
<b>Huntsville Caravan Park</b> 23 Gympie Rd, Maryborough	8 cabins 4 ensuite powered sites 15 powered sites 3 unpowered sites	Amenities, disabled amenities, Free Wi-Fi, sheltered camp kitchen, Picnic tables, seating, bar fridge, running hot and cold water to sink, Swimming Pool, courtesy bus service and Laundry.	Yes	Yes	Short walking distance to shopping complex featuring cafés, takeaway restaurants and grocery store.
<b>Maryborough Caravan Park</b> 209 Gympie Road, Maryborough	9 Cabins 18 Powered sites 10 Unpowered Sites	Camp kitchen, BBQ facilities, swimming pool, games room, laundry, amenities, tour desk.	Yes	Yes	Short walking distance to shopping complex featuring cafés, takeaway restaurants and grocery store.



Figure 17: Privately Owned/ Managed Commercial Parks (Contd)

SITE	TYPES OF SITES AVAILABLE	FACILITIES AVAILABLE	DUMP POINT	PETS ALLOWED	NEARBY OFFSITE FACILITIES
<b>Wallace Motel and Caravan Park</b> <b>22 Ferry Street Maryborough</b>	31 x Cabins 10 x Motel rooms 4 x Ensuted powered sites 57 x powered sites Unlimited unpowered sites	Free Wi-Fi, swimming pool and BBQ area, drive through caravan sites, amenity block, disabled toilets, large camp kitchen, picnic tables, laundry facilities	Yes (x 2)	Yes	Closest caravan park to the city centre, short walk to shopping centre and short walk to Maryborough markets.
<b>Boonooroo Caravan Park</b> <b>18 Oak St, Boonooroo</b>	10 Powered sites Unlimited Unpowered sites	On site shop, BBQ facilities, amenity block.	No	Yes	Walking distance to bowls club and short drive to golf club
<b>Maaroom Caravan Park 32</b> <b>Granville Rd, Maaroom</b>	3 Cabins 40 Powered sites	Double concrete slabs, Fire Pits, onsite shop (Groceries, Bait, Ice), BBQ, Public Phone, Inground Pool, Laundry, tour desk, amenities.	Yes	Yes	Courtesy bus takes guests from the park to the Boonooroo Bowls Club on Friday and Saturday nights. No other facilities/service s within walking distance.
<b>Poona Palms Caravan Park</b> <b>103 Boronia Dr, Poona</b>	10 x Cabins 59 x Powered sites	Shop & Convenience store, Digital Free-to-Air TV transmission to ALL sites, Pool with water slide, Kayak hire, Kids pedal bike hire.	Yes (all sites)	Yes	Maryborough CBD.
<b>Burrum River Caravan Park</b> <b>141 Old Bruce Hwy, Burrum Town</b>	4 Cabins 30 Powered sites 8 Unpowered sites	Camp kitchen and BBQ, amenities, swimming pool, on site dog wash, laundry facilities, fishing pontoon.	Yes	Yes	3.2km from Howard, and 3.8km from Torbanlea.
<b>Hillcrest Holiday Park</b> <b>1 Howard St, Burrum Heads</b>	17 Cabins 40 Powered sites	Amenities Blocks, Swimming Pool, Wading Pool, Playground, LPG Gas available, Laundry/Dryer, Tour desk and BBQ Area.	Yes	Yes	Short walk from a number of cafés, restaurants and other facilities in Burrum Heads.

Figure 17: Privately Owned/ Managed Commercial Parks (Contd)

SITE	TYPES OF SITES AVAILABLE	FACILITIES AVAILABLE	DUMP POINT	PETS ALLOWED	NEARBY OFFSITE FACILITIES
<b>Discovery Parks – Fraser Coast 20 Fraser St, Torquay</b>	30 Cabins 60 Ensuted powered sites 48 Powered sites 3 Unpowered sites	Activity Room, TV room and games room with table tennis and pool table, BBQ, bouncing pillow, Camp kitchen, Family bathroom, Hire equipment, Laundry, Playground, Sports facilities, Swimming pool, Tour Desk and Wi-Fi.	Yes	Yes	Significant number of cafés, restaurants and other local businesses within a short walk's distance.
<b>Big 4 Point Vernon Holiday Park 26 Corser St, Point Vernon</b>	11 Cabins 70 Powered sites	Modern covered camp kitchen and BBQ's, Large Saltwater Swimming Pool, TV room/ Games room equipped with PlayStation 4's, Amenities, Tour desk, laundry.	Yes	Yes	Short distance to Hervey Bay CBD, or other shops, cafés and restaurants.
<b>Discovery Parks – Hervey Bay 295 Boat Dr, Scarness, Hervey Bay</b>	20 Cabins 9 Ensuted powered sites 39 Powered sites	Activity Room, Games Room, Movie Room, BBQ, Camp kitchen, Kiosk/Store, Laundry, Swimming pool, amenities.	Yes	Yes	Close proximity to the Hervey Bay CBD, main street and the Hervey Bay Esplanade.
<b>Fraser Coast Top Tourist Park 21 Denmans Camp Rd, Scarness</b>	14 x Cabins 41 x Powered sites	Therapeutic Health Pool & Spa, Laundry Facilities, Refurbished Clean Amenities, Extra Large games room with Pool table & LCD TV DVD, BBQ & Camp Kitchen featuring Pizza Oven, FREE Wi-Fi, FREE DVD hire, FREE Book Exchange, FREE Tour Booking Service, on-site takeaway and convenience store.	Yes	Yes	Short walking distance to the Hervey Bay Esplanade, featuring a large variety of shops, cafés and restaurants.
<b>Harbour View Caravan Park 1 Jetty St, Urangan</b>	7 Cabins 75 Powered sites 5 Unpowered sites	Camp kitchen with free BBQ and TV, Swimming pool, on-site shop with groceries, ice, souvenirs, LPG and phone, amenities, Laundry and tour desk.	Yes	Yes	Short walk to the Urangan Boat Harbour featuring the Hervey Bay Boat Club, tourism operators and a number of cafés, restaurants and other shops.

Figure 17: Privately Owned/ Managed Commercial Parks (Contd)

SITE	TYPES OF SITES AVAILABLE	FACILITIES AVAILABLE	DUMP POINT	PETS ALLOWED	NEARBY OFFSITE FACILITIES
<b>Hervey Bay Caravan Park 85 Margaret St, Hervey Bay</b>	6 Cabins 57 Powered sites	Amenities, covered BBQ area and kitchen, saltwater swimming pool with children's wading pool, mini kiosk & library at reception, Wi-Fi, laundry and tour desk.	Yes	Yes	Short walking distance to a Health Club/Sports Centre (squash, gym, tennis & indoor pool). Courtesy bus pickups to the Boat Club & RSL Club are available. Short walk to the Botanic Gardens and nearby shopping centre
<b>Ingenia Holidays Hervey Bay 105 Truro St, Torquay</b>	28 Cabins 60 ensuite Powered sites 35 Powered sites 3 Unpowered sites	Swimming pool, playground, games room, Wi-Fi, BBQ facilities and camp kitchen, on-site kiosk, laundry facilities and tour desk.	Yes	No	Short walk to the Hervey Bay Esplanade, featuring a large number of shops, cafés and restaurants.
<b>Lazy Acres Caravan Park 91 Exeter St, Torquay</b>	10 Cabins 16 Ensuted powered sites 8 Powered sites 2 Unpowered sites	Saltwater swimming pool, BBQ facilities and fully equipped camp kitchen, amenities block, tour desk, playground and laundry.	Yes	Yes	Short walk to the Hervey Bay Esplanade, featuring a large number of shops, cafés and restaurants.
<b>Shelley Beach Caravan Park 61 Ocean St, Torquay</b>	9 Cabins 80 Powered sites	Camp Kitchen and BBQ facilities, swimming pool, amenities, laundry, fish cleaning area.	Yes	No	Short walk to the Hervey Bay Esplanade, featuring a large number of shops, cafés and restaurants.
<b>Sunlodge Oceanfront Tourist Park 26 Mant St, Point Vernon</b>	10 Cabins 12 Ensuted powered sites	Swimming pool, BBQ facilities, laundry, picnic tables, daily lorikeet feeding.	No	Yes	Close proximity to the Hervey Bay CBD, main street and the Hervey Bay Esplanade.



Figure 17: Privately Owned/ Managed Commercial Parks (Contd)

SITE	TYPES OF SITES AVAILABLE	FACILITIES AVAILABLE	DUMP POINT	PETS ALLOWED	NEARBY OFFSITE FACILITIES
<b>The Palms – Hervey Bay</b> <b>67 Truro St, Torquay</b>	12 Cabins 28 Powered sites	Amenities, laundry, dog wash, camp kitchen, swimming pool, Free Wi-Fi and tour desk.	Yes	Yes	Short walk to the Hervey Bay Esplanade, featuring a large number of shops, cafés and restaurants.
<b>Windmill Caravan Park 17 Elizabeth St, Urangan</b>	11 Cabins 35 Powered sites	Swimming pool, dog wash, laundry, games room, amenities, camp kitchen, Wi- Fi, on-site kiosk, free movie hire and board games and tour desk.	Yes	Yes	Short walk to the Hervey Bay Esplanade, featuring a large number of shops, cafés and restaurants.
<b>Gundy Pub and Caravan Park Main Street, Gundiah QLD 4655</b>	11 powered sites 50 unpowered sites 6 cabins	On site pub and restaurant, amenities, laundry	No	Yes	On site pub and restaurant
<b>Pier Caravan Park</b>	87 Powered sites	Swimming Pool, BBQ area, camp kitchen, laundry, amenities, games room,	Yes	Yes	Close proximity to the Urangan Pier and a large variety of restaurants, cafes and shops.
<b>Doon Villa Self Contained RV Park, 297 Lennox St, Maryborough</b>	Unpowered sites	Toilets, Showers and Water.	Yes	Yes	Attractions of Maryborough nearby
<b>Mary-borough Marina RV Parking, 71 Wharf St, Maryborough</b>	Powered sites Unpowered sites	Powered/unpowered sites, marina shops and services	TBC	TBC	Marina environment, Maryborough attraction
<b>Fraser Coast RV Park 54 Bengston Road, River Heads</b>	Pitches for self-sufficient vehicles, lodge under construction	camp kitchen, lodge under construction	No	Yes	Access to Fraser Island, coastline and beaches, attractions of Hervey Bay, whale watching, fishing, shops

## Best Practice Basis for Management Options

### Queensland Camping Options Toolkit

The Queensland Camping Options Toolkit provides a best practice guidance framework to consider its RV and camp site management options. The Toolkit was designed by the Queensland Government in response to the Queensland Drive Tourism Strategy 2013-2015 to provide a best practice guideline for local governments and the private sector when developing camping options. The spectrum of camping options (see Figure 18 below) is designed to provide a framework for local governments and communities to adapt to the changing needs of travelers.

The overarching principle driving this document is the goal to increase drive tourism in Queensland through the development and promotion of a wide variety of camping options. The Toolkit sets out the following definitions for local government consideration for use in the categorisation of camping options. These are designed to set a minimum standard for each type to ensure health and safety. These can be altered to suit each local government area, providing that competitive neutrality is maintained. When working with commercial operators to provide options, local government are encouraged to adopt a less prescriptive approach to allow the private sector to meet the needs where market demand is seasonal.

**Please note that the Queensland Government is in the process of updating its best practice caravan and camping guidance, with publication of refreshed documentation expected during 2018.**

Definitions incorporated within the Toolkit include:-

#### Camp

Under the *Recreation Areas Management Act 2006*, to “camp” refers to “to pitch, place or erect a tent, caravan or another structure that may be used for camping for the purpose of staying overnight by using the tent, caravan or structure.

#### Basic Camping Ground

According to the Toolkit a basic campground should be defined within the local planning scheme to be, at a minimum, located in an area remote from other development (including caravan parks and camping grounds that are licensed), and allows for toilets, water and a dump point; no more than one powered site; and should not include kiosks or communal facilities”. Bathing facilities are not considered suitable.

#### Commercial Camping

Commercial camping includes a variety of facilities run by independent operators or by local government where commercial or cost recovering fees are charged. Stay restrictions, fees and facilities available are determined by the owner and local planning regulations.

#### Non-commercial camping

Non-commercial camping is camping that occurs on the side of the road, in a national park, on Local Government, State land or on private property (usually unpaid or low-cost fees for cost recovery by not-for-profit entities).

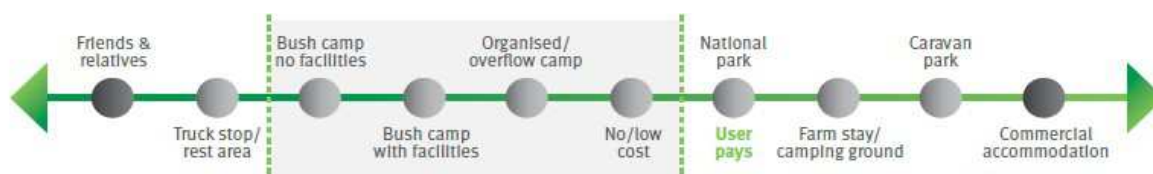


Figure 18: Spectrum of Camping Options

### Self-Contained Vehicle

A self-contained unit is defined in the Fraser Coast Planning Scheme, based on the stipulations included in the Residential Tenancies and Rooming Accommodation Act 2008. However, at present there is not an Australian standard to provide a clear definition of self-contained vehicles. As such, the Guide focuses on behaviour management with passing acknowledgment of related technology. The “self-containment” technology available today has evolved significantly including more vehicles holding fresh water, greywater and/or black water and many vehicles having on-board cooking and sleeping facilities. How those vehicles operate is as much a function of the attitudes of the users as it is a function of on-board technology.

### Recreational Vehicle (RV)

According to the Australian Bureau of Statistics definition which is used in the Guide, an RV is a towable and/or motorised vehicle. Motorised vehicles include motorhomes and campervans, as defined by the Australian Bureau of Statistics, which are self-propelled motor vehicles containing an area primarily used for accommodation. Towable vehicles include caravans, pop-tops, camper trailers, tent trailers, 5<sup>th</sup> wheelers and slide-on campers that provide an area primarily used for accommodation and are a subset of the trailer category. The Toolkit defines a series of best practice foundations for determining camping options, including:

- Open consultation process; and
- Working with existing businesses and existing facilities before considering new sites.

As part of developing camping and caravanning related strategies, it is recommended that local governments should review their local laws in relation to the enforcement of illegal camping, and the provisions for new caravanning and camping developments. This is to ensure that a transparent approach is taken and to seek the support of appropriate enforcement powers and resources. Additionally, the Guide promotes a Needs Analysis to be undertaken as a primary action for regional camping stakeholders, which encompasses:-

- Market needs; and
- Infrastructure needs.

### Full-Cost Disclosure

This is the process in which local governments use the same model of costing a site as if they were a commercial enterprise (including allocation of costs for administration, infrastructure, compliance, workplace health and safety, staffing, rates, electricity and interest) in communicating the real cost of operating a site per night.

### Competitive Neutrality

To ensure competitive neutrality, public sector business activities that are in competition with the private sector should not have competitive advantages or disadvantages simply by virtue of their government ownership or control.

### Additional Tools

In addition to definitions, the Guide advocates tools that Local Governments can use to provide transparency, support road safety and ensure the natural and cultural assets of the state are preserved, these include: **Needs Assessment** (see page 52 for an example of a needs assessment) to assess the costs and benefits of identified camping options; Community **Reference Groups** to engage stakeholders in the process early; and process of **managing overflow camping**.

There are three principal site management options available to Councils under the Guide:

### Overflow Camping Considerations

- For camping arrangements only – no recreational facilities, cabins or self-sufficient temporary accommodation
- Suitable site to be pre-determined
- Trigger mechanism with threshold approved through consultation.



**Non-Commercial Site Considerations**

- Based on Needs Analysis
- Site selection on lands controlled by local government
- Amenities to be determined by local government
- Cost recovery or permit based system as determined by local government
- Monitored by Council officers.

**New Low-Cost Commercial Site Considerations**

- Low-or-no-frills options on existing private land
- Basic or minimal facilities offered such as water and dump point
- Low-cost or cost recovery charge.

The operation of sites on a cost-recovery basis may require the outsourcing of operational aspects. Outsourcing options include:-

- Seasonal Camp host
- Seasonally outsourced model whereby a tender is opened to local community or commercial organisations to manage the site for a set period of time
- Year-round outsourced model whereby a tender is opened to local community or commercial organisations to manage the site for a set period of time

These would need to be managed through a standard set of outsourcing guidelines developed by Council.

## Managed Overflow Policy

### Part A

This section relates to the establishment and operation of a recreational vehicles (RV) emergency overflow facility within Fraser Coast Regional Council:-

- For the purposes of this policy, an RV is a vehicle that combines transportation and temporary living quarters for travel, recreation and camping.
- Council may establish an overflow area for RVs only when there are no vacancies for vehicles of this nature available at any caravan park within the relevant town. A camper is permitted to book into the overflow only if it is believed that there are no available spaces in the caravan parks.
- Council may close the overflow area for camping for the purposes of significant community events.
- Primary-use activities at the overflow area will take precedence at all times.
- The maximum stay at any RV overflow camping facility could be a maximum of 7 consecutive days or at the determination of Fraser Coast Regional Council. Authorised camping ground hosts may stay longer than the maximum period.
- Camping by participants at community events may be exempt from some or all of the conditions in this policy as determined by Council from time to time.
- Unless otherwise determined, camping by participants of community events is deemed to be authorised by the Council approval to conduct the event and no further charges shall apply.
- Bona-fide grey nomad program volunteers who are actively involved in a grey nomad project within the community may continue to camp at the overflow area beyond the 7-day limit (only during the time that they are working on that project).
- During the utilisation of the overflow sites, the Council's ranger or authorised delegate is to resolve any unforeseen problems arising except where a camping ground host has been appointed, in which case the camping ground host is responsible for day-to-day supervision and management of the facility. A camping ground host will have delegated authority over the site.
- Fees for camping at overflow facilities shall be determined in accordance with Council's annual schedule of fees and charges.
- The maximum number of vehicles allowed in a RV overflow facility area will be determined based on allocated spacing between vehicles, size of vehicles (whether they have trailers), turning circles, and usable space in the allocated area.
- Dogs and other pets are permitted in this overflow camping area but must be held on a leash and/or under the control of a responsible person at all times.

### Part B

This section relates to the Fraser Coast Regional Council overflow camping grounds:-

- Where there are no vacancies available at all existing caravan parks within Council areas, including approved overflow sites within the licensed caravan parks, Council may authorise the operation of overflow camping grounds at the following locations:
  - (a) Site to be confirmed
- Council does not favour the use of the overflow sites over privately operated caravan parks in the area and will actively promote private parks as an alternative camping option to the overflow sites through:-
  - (a) the relevant Visitor Information Centre
  - (b) signage at the overflow site
  - (c) information provided from phone enquiries to Council's administration office.

- The maximum stay at Council emergency overflow camping facilities is to be 7 consecutive days. Authorised camping ground hosts may stay longer than the maximum period. A camper is permitted to book for up to 7 consecutive days at the overflow only if it is confirmed by Council that there are no available spaces in the caravan parks in the Council area.
- Fees for camping at the above facilities shall be determined in accordance with Council's annual schedule of fees and charges.
- Dogs and other pets are permitted in the above overflow camping areas but must be held on a leash and be under the control of a responsible person at all times.



## Fraser Coast RV Strategy 2015, Recommendations Review

Figure 19: Review of Current Strategy Recommendations and Actions

Recommendations	Still Relevant
Dump Points: Investigate sites within Hervey Bay where public dump points may be installed and seek funding from CMCA for installation	Yes
Undertake an audit of existing sites to identify facility requirements/upgrades to meet the camping options matrix definition and expectation of travellers	Actioned
Review signage to ensure adequate advice of camping options and dump point locations	Ongoing
Council as part of its review of Local Laws and Planning Scheme in conjunction with the Commercial Caravan Park Operators to review the number of public amenities and other facilities required per site	Actioned
That the use of generators be permitted in bush and basic camping areas subject to the following conditions: <ul style="list-style-type: none"> <li>• Use is limited to between the hours of 9am and 8pm</li> <li>• Generators are required to be small low dB generators (up to 2.0kva)</li> <li>• Generators are to be located in an area clear of fuels, dry grass or other combustible objects Users are to ensure that extension cords do not cross access tracks and are rated for external use</li> <li>• Users are to ensure that manufacturer's guidelines are followed for safe operation of the generator</li> <li>• Users are to ensure that the camper is present whenever the generator is operating</li> </ul> Generators are not permitted on days of local fire ban	To be confirmed
Camp Fires: Opportunities for self-contained safe fires within basic and bush camping areas be provided where possible	To be confirmed
Road Quality: Continue to advocate to the State and Federal Government for upgrades of the Bruce Highway and other significant tourist routes	Ongoing
Caravan Operators to review provision of infrastructure and facilities to meet consumer expectations and camping options	Ongoing
Retaining Petrie Park as a designated Bush Camping site	Actioned
Expanding the existing RV site at Bauple by moving of bollards to provide easier access to the site and extra landscape buffering of the site	To be confirmed
Investigate the provision of an additional RV parking area within the township of Glenwood	To be confirmed
Priority of funds collected from the proposed regional camping permit be utilised 1st Priority - Embellishments for the RV Parking area located within Tiaro Memorial Park, Tiaro	To be confirmed

## Site Assessment Template

### Assessing Proposed Locations

Assessing proposed locations for non-commercial camping options is one of the first steps to be undertaken. The following template can be used to complete an initial site assessment:-

<b>Proposed Location:</b> _____					
<b>Reviewed By:</b> (Camping Reference Group)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Nearest Commercial Park:</b>	_____		<b>Distance from Proposed Site:</b>	_____ km	
<b>Do any of these sites classify as a Basic Campground?</b>	<input type="checkbox"/> Yes		<input type="checkbox"/> No		
<b>Do these sites charge less than \$20.00?</b>	<input type="checkbox"/> Yes		<input type="checkbox"/> No		
<b>Infrastructure Currently on Site:</b>	<input type="checkbox"/> BBQ	<input type="checkbox"/> Power	<input type="checkbox"/> Water	<input type="checkbox"/>	Toilets
	<input type="checkbox"/> Table	<input type="checkbox"/> Shelter	<input type="checkbox"/> Bins	<input type="checkbox"/>	None
<b>Proposed Infrastructure for the Site:</b>	<input type="checkbox"/> BBQ	<input type="checkbox"/> Power	<input type="checkbox"/> Water	<input type="checkbox"/>	Toilets
	<input type="checkbox"/> Table	<input type="checkbox"/> Shelter	<input type="checkbox"/> Bins	<input type="checkbox"/>	None
<b>Are there any issues with the site?</b>	_____ _____ _____				
<b>Proposed Designation:</b>	<input type="checkbox"/> Bush Camp	<input type="checkbox"/> Non-commercial/ community Partnership	<input type="checkbox"/> Basic Campground	<input type="checkbox"/> Commercial Outsourced	
<b>Is there a Need for this Proposed Location?</b>	<input type="checkbox"/> Yes		<input type="checkbox"/> No		

## Case Study Examples of Good Practice

A wide range of good practice in terms of policy and practice, and in commercial and non-commercial provision exists in the market place. This section of the report provides a series of examples.

### **New facilities which add value and drive overall visitor expenditure: CASE STUDY: Hinchinbrook Shire Council, Chamber of Commerce and the CMCA**

In an effort to build economic activity, the Council recognised the value of the RV and drive market across the region and decided to set up a free six-month, RV trial site in the Tyto Wetlands Precinct – complementing an existing visitor hub/ attraction with a new camping asset.

Existing campground operators expressed their concern about diluting the market, but working with the local Chamber of Commerce, the Council was able to quantify the economic benefits to the area. For example, in a Chamber run survey, 85% of respondents indicated they would not have stopped in the shire had the trial site not been available. Not only bringing additional tourism activity, these visitors brought approximately \$100 per night additional spend to the shire, as confirmed by local retailers, hospitality outlets and service providers. Recognising the potential value from the sector, one local publican has added an overnight stay area in their grounds.

Since the completion of the trial site, a leased site has now been set up by the CMCA. The set up costs were close to \$115,000. The site is open between April and October with July and August the busiest months.

Not only is the new site bringing additional visitors, but it is linked to increased employment in the Shire, as well as providing opportunities for passionate camping volunteers to help man the site. The site is receiving good feedback from local business, and from users.

### **Transparent Processes in Considering Low Cost Camping Provision: CASE STUDY: Yeppoon Showgrounds**

The Yeppoon District Show Society was looking to expand the camping options in Yeppoon through opening up low-cost camping at the Showgrounds.

The concept was considered by Livingstone Shire Council through application of the Local Area Planning guidelines, with the result being an approved proposal for a limited area of the showground for caravan sites.

The Council's conditional approval would have seen a maximum of 15 sites take up almost 7% of the showgrounds with a requirement that a percentage of the approved area would remain available for the regular Saturday Community Markets car park. In this instance, the Show Society however have chosen not to proceed, as the cost of providing a legally compliant low-cost camping ground was too great.

### **Responding to Consumer Needs: CASE STUDY: Harding's Paddock Campground**

Ipswich City Council developed Hardings Paddock Campground, offering eight secluded camping sites as a low-cost camping option with a range of basic facilities. Their facilities include toilets, camp-shower cubicles, kitchen, barbecues, tables and a holding yard for horses. Their key market is families, but they also cater for outdoor recreation enthusiasts such as horse riders, mountain bike riders and bushwalkers.

The campground was planned with a clear understanding of the target audience, delivering good sized sites, unsealed roads and basic camp facilities. Council have since listened to guest feedback and have continued to improve the facilities.



**Managing Overflow: CASE STUDY: Caravan park overflow facilities, Charters Towers (Qld)**

Charters Towers is a popular caravan, camping and RV stop along the Overlander's Way between Townsville and the NT. During winter, the three caravan parks in town had been experiencing peak demand and the Showgrounds was being managed as an overflow facility. The process was not working for the parties and so a solution had to be found. Using the 2014 Camping Options Toolkit, Charters Towers Regional Council encouraged the caravan parks to collaborate to better manage the process.

The Council now have an agreement in place with the three caravan parks in the town of Charters Towers to manage overflow use of the town Showground during seasonal peaks. When a visitor is booking a camping site, if the park they call is full that Caravan Park calls the other two parks in town and if all parks are full then those visitors can access the Showground.

This outsource model reduces the burden on the Council and ensures the Caravan Parks are managing the process. This system managed over 600 campers in just 2 months, showing its value.

**Spotting a business opportunity: CASE STUDY: Emerald Tourist Park**

The Emerald Tourist Park are always thinking about the best model for their business. The site owners worked with Central Highlands Regional Council to expand their unpowered sites as part of a 'low-cost' camping option to meet visitor need. This new provision also reduced the need for campers to stay in unmanaged elsewhere in the destination.

**Consistent enforcement action alongside camping options: CASE STUDY: Cairns Regional Council**

Illegal camping in the Cairns CBD and Esplanade has been a growing trend in the region, raising concerns from residents. Cairns Regional Council has taken action against illegal campers, with \$220 on-the-spot fines issued to those attempting to camp overnight in public places. This crackdown came in full force with over 60 fines being issued in 2 weeks during early morning patrols, with the majority issued on the Esplanade.

However, this firm enforcement action has not been enacted for the purpose of deterring camping visitors – the focus is on curbing a trend that reduces overall destination appeal for visitors and residents.

**A strategic approach to engaging with camping businesses and stakeholders: CASE STUDY: Toowoomba Regional Council Camping Options**

Toowoomba Regional Council's RV Strategy recommended the formation of Local Camping Reference Groups to be convened when new parks or locations were being considered, as well as infrastructure upgrades to support well managed low-cost and no-cost camping.

One example was Bowenville Reserve which is managed by Council as a no-cost campsite. Offering an ideal low-cost camping option, but with limited management, the site was being degraded by misuse. Council is in discussions with a Community Group to take on management of the site as a low-cost, managed site during the busy tourist season.

**Generating Increased yield from non commercial camping and RV Visitor: CASE STUDY: McKinlay Shire, Council**

McKinlay Shire has taken a proactive approach to offering managed camping options near the township of Julia Creek. To better manage the site, the McKinlay Shire Council put in place initiatives including a camp host program. To lift the economic contribution of campers they were offered free use of bikes to get into town.

The community responded positively to the opportunity to become camp hosts. In return for the time commitment, camp hosts are offered a range of extra benefits such as free use of a council generator and fuel, free once-a-week bush dinner meals, access to a laundry, as well as a fee-free extended stay.

**Collaboration with existing assets: CASE STUDY: Maroochydore and Buddina State School - school- holiday camping**

In response to the high demand for low-cost caravanning, camping and RV accommodation during peak holiday periods Maroochydore and Buddina State Schools have been offering their school ovals and facilities during the busy school holiday periods – the initiative has helped Buddina State School and Maroochydore State School raised funds and help reduce the issue of illegal camping in public spaces in the exceptional busy school holiday period.

This case study provides an excellent example of local authorities working together to develop a local solution. It should be noted, however, that the use of school grounds as temporary facilities is not considered as an “automatic right” to seasonal overflow use for camping purposes. Their use is at the absolute discretion of the Department of Education and Training, the individual school and school Principal as to whether or not to permit camping on a particular school site.







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**ITEM NO: ORD 10.3.2**

**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 15/17**

**WEDNESDAY, 8 NOVEMBER, 2018**

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**SUBJECT: OUTCOMES OF CONSULTATION – INDEPENDENT REPORT  
- RV SITE OPPORTUNITIES AT BAUPLE**

**DIRECTORATE: DEVELOPMENT AND COMMUNITY**

**RESPONSIBLE OFFICER: DIRECTOR DEVELOPMENT AND COMMUNITY, Toni Averay**

**AUTHOR: MANAGER STRATEGIC ECONOMIC PROJECTS, Tracey Genrich**

**REVIEWED BY: EXECUTIVE MANAGER ECONOMIC DEVELOPMENT, Louise Knol**

**DOC NO: #3436737**

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**1. PURPOSE**

The purpose of this report is to provide Council with details of outcomes of consultation with Bauple Progress Association Inc in response to the independent report on RV Site Opportunities at Bauple prepared by Balfour Consulting.

**2. BACKGROUND & PREVIOUS COUNCIL CONSIDERATION**

At the Ordinary Meeting of Council of 23 March 2017, Council resolved to commission an independent report on RV Opportunities in Bauple, addressing viability, capacity and site suitability of non-commercial caravan and camping within Bauple to better develop tourism and commerce with funding to be allocated from the Discretionary Fund Account for Division 2.

The report prepared by Balfour Consulting entitled RV Opportunities in Bauple, and dated 14 August, 2017, was tabled at Council Meeting 27 September, 2017, at which time Council resolved that the report be deferred to enable detailed consultation with the Bauple community on the consultant's findings and recommendations. A copy of the Council Report tabled at the September meeting and the attached RV Opportunities in Bauple consulting report are attached to this report for the information of Councillors.

Consultation has now been undertaken with the Bauple Progress Association Inc and this report includes details and outcomes of that consultation.

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8 NOVEMBER 2017

### 3. PROPOSAL

Council has met on two occasions with representatives of the Bauple Progress Association Inc. during which the a number of items were discussed including the RV Opportunities Report by Balfour Consulting, broader economic development options for Bauple and Council's role etc.

Council has now received a report from the Bauple Progress Association Inc, which has been submitted on behalf of the following Bauple community groups:-

- Bauple Progress Association Inc;
- Bauple Recreation Grounds Inc;
- Bauple Kid's Club;
- Bauple Museum; and
- Bauple Band Hall.

The report provides a response to the Site Opportunities report and confirms that the site recommended in the report, that being located adjacent to the Men's Shed, is not accepted or supported by the community groups based on the following:-

- The cost of development of the site would be prohibitive;
- The current infrastructure would be adversely impacted by increased usage;
- Tank water is the only water available in Bauple and is extremely limited there;
- Water disposal is only through septic or individual reticulated water systems;
- There are two septic absorption trenches under the site;
- The BMX track is located on the site and is used by local children, and in face the annual BMX Gymkhana is held on the Recreation Grounds;
- The vegetation on the south-west corner is a wildlife habitat and cannot be disturbed;
- The current shower/toilet block is a domestic size and would not cater to RV numbers with the water system currently on 100 litres;
- The site is under lease to the Bauple Recreation Ground which only welcomes organized camping;
- The land contains remnant bushland, which under the Bauple Recreation Ground Lease, must be left undisturbed;
- Council the and RV industry do not support dump points that are not connected to reticulated sewage;
- The report quoted Jamie Cockburn's report dated 15 June, 2011, but omits the one page that states the Recreation Ground site is totally unsuitable.

A full copy of the Bauple Progress Association Inc response report is attached hereto for the information of Councillors.

The Bauple Progress Association Inc included in their response report the following recommendations:-

- Large advertising on the Bruce Highway is required, both at the northern and southern entrances to Bauple Drive, such signs to be in consultation with the Bauple Progress Association Inc;
- Rossendale Park should be further cleared to allow more RV's access, with a circular area for ease of entry/exit;
- Rossendale Park should have free BBQ's installed;

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- 
- Rossendale Park should have more picnic shelters and rubbish receptacles provided;
  - Rossendale Park should have a potable water tank provided; and
  - Rossendale Park should have a large weatherproof tourist information structure installed showing a local area map, attractions in Bauple and annual events held.

#### **4. FINANCIAL & RESOURCE IMPLICATIONS**

The Bauple Progress Association Inc response report includes a number of recommendations which would need to be investigated and costed should the Rossendale Park site be progressed as the preferred location for RV Opportunities in Bauple.

#### **5. POLICY & LEGAL IMPLICATIONS**

The Fraser Coast Camping Strategy includes details of the existing Bauple RV facility. It is proposed that this matter would be included in a strategic RV Review scheduled to be brought before Council for consideration in late 2017.

#### **6. CRITICAL DATES & IMPLEMENTATION**

This matter will be implemented as part of the ordinary portfolio operations of the Economic Development team.

#### **7. CONSULTATION**

As advised above consultation occurred with representatives of the Bauple Progress Association Inc. on 29 September, 2017.

#### **8. CONCLUSION**

The report prepared by Balfour Consulting entitled RV Opportunities in Bauple, and dated 14 August, 2017, was tabled at Council Meeting 27 September, 2017, at which time Council resolved that the report be deferred to enable detailed consultation with the Bauple community on the consultant's findings and recommendations. A copy of the Council Report tabled at the September meeting and the attached RV Opportunities in Bauple consulting report is attached to this report for the information of Councillors.

Council has met on 2 occasions with representatives of the Bauple Progress Association Inc. during which the a number of items were discussed including the RV Opportunities Report by Balfour Consulting, broader economic development options for Bauple and Council's role etc. The Association has now submitted a report in response to the RV Opportunities Report which confirms that on behalf of a number of Bauple community groups, the site adjoining the Men's Shed is not accepted.

The Association has included the following recommendations:-

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- 
- Large advertising on the Bruce Highway is required, both at the northern and southern entrances to Bauple Drive, such signs to be in consultation with the Bauple Progress Association Inc;
  - Rossendale Park should be further cleared to allow more RV's access, with a circular area for ease of entry/exit;
  - Rossendale Park should have free BBQ's installed;
  - Rossendale Park should have more picnic shelters and rubbish receptacles provided;
  - Rossendale Park should have a potable water tank provided; and
  - Rossendale Park should have a large weatherproof tourist information structure installed showing a local area map, attractions in Bauple and annual events held.

#### **9. OFFICER'S RECOMMENDATION**

That Council:-

1. Note the RV Opportunities in Bauple Report prepared by Balfour Consulting dated 14 August, 2017;
2. Receive and note the response report submitted by the Bauple Progress Association Inc and received by Council on 16 October, 2017.
3. Continue to engage collaboratively with the Bauple Progress Association Inc to achieve community driven outcomes through a staged process within Council's operational parameters.

#### **ATTACHMENTS:**

1. Council Report – RV Opportunities in Bauple – 27 September, 2017 - #3408718
2. RV Opportunities in Bauple, Balfour Consulting – 14 August, 2017 - #3415203
3. Bauple Progress Association Inc – Response Report to RV Opportunities in Bauple Report - #3437557

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**ITEM NO: ORD 10.3.2**

**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 13/17**

**WEDNESDAY, 27 SEPTEMBER, 2017**

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**SUBJECT: INDEPENDENT REPORT – RV SITE OPPORTUNITIES AT BAUPLE**

**DIRECTORATE: DEVELOPMENT AND COMMUNITY**

**RESPONSIBLE OFFICER: DIRECTOR DEVELOPMENT AND COMMUNITY, Toni Averay**

**AUTHOR: MANAGER PRIORITY PROJECTS, Tracey Genrich**

**DOC NO: #3408718**

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**1. PURPOSE**

The purpose of this report is to submit to Council for consideration the independent report prepared by Balfour Consulting outlining RV Site Opportunities at Bauple.

**2. BACKGROUND & PREVIOUS COUNCIL CONSIDERATION**

At the Ordinary Meeting of Council of 23 March 2017, Council resolved to commission an independent report on RV Opportunities in Bauple, addressing viability, capacity and site suitability of non-commercial caravan and camping within Bauple to better develop tourism and commerce with funding to be allocated from the Discretionary Fund Account for Division 2.

In July 2017 Council commissioned Balfour Consulting to undertake the investigations and prepare the abovementioned report utilizing a two staged approach as follows:

Stage 1

Undertake thorough site evaluation and community consultation to provide:

- Physical evaluation of each potential site as identified by Council and the Bauple Community;
  - Consultation with businesses, community groups and interested individuals within the Bauple community to evaluate community wants and needs and identify possible site issues;
  - Consultation with Council to gain understanding and awareness of any relevant issues that may impact the evaluation process. This would include any planning scheme and local law issues; and
- 

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- Consultation with other relevant individuals or groups;

#### Stage 2

Undertake preparation of the report to Council that will include:

- Analysis of current data on RV tourism to the Fraser Coast region including demand estimates for RV accommodation at Bauple;
- Findings of the consultation process and analysis of these findings;
- Analysis of all identified potential sites with the rationale and recommendations for the preferred site;
- Estimating usage of the recommended site and potential economic and social impacts on the Bauple community;
- Presentation of draft report for comment and approval; and
- Presentation of the final Site Evaluation Report.

Balfour Consulting commenced their investigations in early August 2017.

### **3. PROPOSAL**

On the 4 August 2017, Balfour Consulting attended a meeting in Bauple which was organised by the Bauple Progress Association (BPA) and attended by approximately 30 people. As part of the consultation process discussions were held community members and representatives from Bauple community groups including:

- Bauple Progress Association
- Bauple Recreation Grounds
- Men's Shed
- Bauple Museum
- Bauple Scouts

Following the consultation process, evaluation was undertaken into the suitability of a number of sites including the current site (off Bauple Drive), the Men's Shed lease area, Bauple Recreation Ground, Rosendale Park and two private property sites.

In addition to recommendations, the Site Evaluation Report prepared by Balfour Consulting provides an overview of the RV industry and market status; details of community consultation and Bauple site analyses as follows:

- Existing RV Facility Site

That the existing site would make a good day parking area for RVs visiting due to its central location and easy access to the Museum and likely commercial outlets. However, this is ample space either side of Bauple Drive for this activity. The site has not been embraced by the RV community as an overnight parking area and this is unlikely to change. Council could maintain it as 24-hour day parking and stopover facility, but this should only occur in association with a more suitable longer-term RV park elsewhere in the town.

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- Bauple Recreation Grounds

While the oval is unsuitable as an ongoing RV camping facility, the Bauple State School P&C Committee and the Recreation Ground Association has the opportunity to raise funds during school holidays by offering the oval as an RV Park to RV club chapters on strict conditions including the retention of all waste matter within the vehicles. The Buddina and Maroochydore state schools have been successful in this approach over the Christmas school holidays, raising thousands of dollars while reducing vandalism.

- Adjacent to Men's Shed

This site could be an option providing those groups involved can agree on new leasing arrangements and works on site can be completed at reasonable cost, the site has the potential to be an adequate replacement for the original RV parking area. This site may have the potential to present an option that is generally acceptable to the Bauple community and provide positive economic outcomes for commercial operators.

- Rosendale Park

Rosendale Park is unlikely to generate much economic impact for Bauple, even with signage promoting the Bauple region. That said, it is an acceptable and attractive facility for RV tourists.

Information on assessment of the two private properties is included in the confidential annexure to the Report prepared by Balfour Consulting. Given that the assessments are indicative and preliminary (pre-feasibility), it is not considered appropriate to include the private landholder information in the public report in relation to this matter.

The report also advises that, to arrest the social and economic decline of Bauple, Council should seek to create an economic environment where commercial retail businesses can succeed and local residents have ongoing access to basic goods and services. This can be achieved by attracting additional (visitor) spending from outside of Bauple, as the community currently has limited capacity to drive economic growth from within.

Balfour Consulting recommended the following actions to facilitate RV Opportunities in Bauple:

- Council work with interested groups in the Bauple community to assess the issues involved in developing an RV parking facility on the identified area of land within the recreation ground area behind the Men's Shed as the preferred location and proceed with that development if feasible;
  - Council engage with the Men's Shed to assess their capacity to provide ongoing management of an RV park adjacent to their facility and their interest in working with RV tourists to maximize the social and economic benefits these tourist can provide;
  - Council work with interested private property owners to facilitate the development of additional sites should the Men's Shed site not prove feasible or as additional sites to increase RV visitation;
  - Council consider the feasibility of establishing a public dump point at Bauple;
  - Council review usage of the current RV camping area at Bauple and make this area for day parking only, when an alternative RV parking area has been established;
  - Council develop information packs to provide support to private property owners interested in developing RV facilities on their properties, to ensure they fully understand the issues involved and are making informed decisions on the best options for engaging with RV tourism; and
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- Council install signage at Rosendale Park promoting the Bauple region and ensure the effectiveness of the Rosendale Park facility is included in any future review of RV accommodation in the Fraser Coast region.

The Site Evaluation Report prepared by Balfour Consulting is attached to this report for the consideration of Council.

#### **4. FINANCIAL & RESOURCE IMPLICATIONS**

As outlined in the Site Evaluation Report, the site located adjacent to the Men's Shed would require additional infrastructure including earthworks, fencing, a dump point, signage etc to transform it into an attractive RV site. These works would need to be scoped and costed to obtain an accurate budget estimate for inclusion in Council's budgetary processes. This process would be undertaken in collaboration with Bauple stakeholders.

#### **5. POLICY & LEGAL IMPLICATIONS**

The Fraser Coast Camping Strategy includes details of the existing Bauple RV facility. This strategy would need to be amended should a change to the site be considered by Council. It is proposed that this matter would be included in a strategic RV Review scheduled to be brought before Council for consideration in late 2017.

#### **6. CRITICAL DATES & IMPLEMENTATION**

This matter will be implemented as part of the ordinary portfolio operations of the Economic Development team.

#### **7. CONSULTATION**

As part of the external consultation process discussions were held community members and representatives from Bauple community groups including:

- Bauple Progress Association
- Bauple Recreation Grounds
- Men's Shed
- Bauple Museum
- Bauple Scouts

Internal consultation was undertaken across Council portfolios including Development and Community Services and Infrastructure.

#### **8. CONCLUSION**

Balfour Consulting was commissioned by Council to undertake an independent assessment of RV Opportunities in Bauple.

Discussions were held with representatives of community groups, business owners/operators, members of the community and Council Officers.

The Site Evaluation Report provides advice on potential sites for RV parking in Bauple including including the current site (off Bauple Drive); the site adjacent to Men's Shed lease area; the Bauple Recreation Ground and Rosendale Park.

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The report also advises that to arrest the social and economic decline of Bauple, Council should seek to create an economic environment where commercial retail businesses can succeed and local residents have ongoing access to basic goods and services. This can be achieved by attracting additional (visitor) spending from outside of Bauple, as the community currently has limited capacity to drive economic growth from within.

In relation to site suitability, Balfour Consulting identifies an area of unused land within the Recreation Grounds precinct immediately behind the existing Men's Shed as having the potential to be developed as an RV park for up to 20 RV vehicles. The Men's Shed Committee has expressed an interest in managing the site. This site could be supplemented by the existing RV facility, as a day use facility and Rosendale Park with additional signage.

To progress an increase in RV visitation and visitor spend in Bauple, the following recommendations have been made by Balfour Consulting:

- Council work with interested groups in the Bauple community to assess the issues involved in developing an RV parking facility on the identified area of land within the recreation ground area behind the Men's Shed as the preferred location and proceed with that development if feasible;
- Council engage with the Men's Shed to assess their capacity to provide ongoing management of an RV park adjacent to their facility and their interest in working with RV tourists to maximise the social and economic benefits these tourist can provide;
- Council work with interested private property owners to facilitate the development of additional sites should the Men's Shed site not prove feasible or as additional sites to increase RV visitation;
- Council consider the feasibility of establishing a public dump point at Bauple;
- Council review usage of the current RV camping area at Bauple and make this area for day parking only, when an alternative RV parking area has been established;
- Council develop information packs to provide support to private property owners interested in developing RV facilities on their properties, to ensure they fully understand the issues involved and are making informed decisions on the best options for engaging with RV tourism; and
- Council installs signage at Rosendale Park promoting the Bauple region and ensures the effectiveness of the Rosendale Park facility is included in any future review of RV accommodation in the Fraser Coast region.

## 9. OFFICER'S RECOMMENDATION

That Council resolves to accept the recommendations provided by Balfour Consulting in the *RV Opportunities in Bauple* report of 14 August 2017; and collaborate with Bauple stakeholders to implement the following recommendations through Council operational and budgetary processes:

1. Work with interested groups in the Bauple community to assess the issues involved in developing an RV parking facility on the identified area of land within the recreation ground area behind the Men's Shed as the preferred location and proceed with that development if feasible;

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- 
2. Engage with the Men's Shed to assess their capacity to provide ongoing management of an RV park adjacent to their facility and their interest in working with RV tourists to maximize the social and economic benefits these tourist can provide;
  3. Work with interested private property owners to facilitate the development of additional sites should the Men's Shed site not prove feasible or as additional sites to increase RV visitation;
  4. Consider the feasibility of establishing a public dump point at Bauple;
  5. Review usage of the current RV camping area at Bauple and make this area for day parking only, when an alternative RV parking area has been established;
  6. Develop information packs to provide support to private property owners interested in developing RV facilities on their properties, to ensure they fully understand the issues involved and are making informed decisions on the best options for engaging with RV tourism; and
  7. Install signage at Rosendale Park promoting the Bauple region and ensure the effectiveness of the Rosendale Park facility is included in any future review of RV accommodation in the Fraser Coast region.

**ATTACHMENTS:**

1. RV Opportunities in Bauple, Balfour Consulting – 14 August, 2017 - #3415203

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**ORD 10.3.2 - ATTACHMENT 1**  
**RV Opportunities in Bauple, Balfour Consulting – 14 August, 2017**

# RV Opportunities in Bauple



A Report To

Fraser Coast Regional Council

14 August 2017



27 SEPTEMBER 2017

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## 1 EXECUTIVE SUMMARY

Bauple was engaged with recreational vehicle (RV) tourism through an RV parking area at the recreation ground site and the success of this engagement was recognised by the winning regional tourism award by Macadamia House.

Fraser Coast Regional Council (FCRC) decided to lease the recreation ground area to a local Association which led to closing of the RV camp ground at the recreation ground and the opening of a considerably smaller site on Bauple Drive, immediately adjacent to the school bus drop-off point.

The site was not attractive to RV tourists, too small to maintain sufficient numbers to support the local shop and within a year or so of the opening the existing retail facilities in Bauple had ceased operations.

Australian Bureau of Statistics (ABS) 2016 census figures show Bauple is a town in economic and social decline. Attracting RV tourists, who are travelling the nearby Bruce Highway in substantial numbers, is an opportunity to address this decline.

Past approaches to the analysis and development of RV tourism in the region by FCRC have been more focused on supply issues and site management rather than a market-based, economic development approach.

Balfour Consulting undertook analysis of five identified existing or potential RV tourism accommodation sites, including three under the control of Council.

Balfour Consulting also received feedback from the Bauple community on RV tourism issues through a meeting organised by the Bauple Progress Association (BPA) and additional individual meetings with commercial operators and owners on potential RV accommodation sites.

Balfour Consulting considers the existing RV parking area, accessed off Bauple Drive, an inadequate facility for stimulating RV tourism to the town. The performance of the site supports this.

Balfour Consulting has identified an area of unused land within the Recreation Grounds precinct immediately behind the existing Men's Shed as having the potential to be developed as an RV park for up to 20 vehicles. The Men's Shed Committee has expressed an interest in managing this site.

Balfour Consulting considers the current RV accommodation at Rosendale Park to be an acceptable RV accommodation facility but does not believe it is delivering, or has the potential to deliver, tourism benefits to Bauple.

Balfour Consulting also met with two private property owners to discuss the potential for RV facilities on their properties. Details of assessment of potential of those properties are included in a confidential appendix to this report.

Bauple does not have a public dump point to allow self-contained recreational vehicles to off load grey and black waste water and this is a major inhibiting factor for the development of RV tourism to the region.

Balfour Consulting is advised that it is not a FCRC formal policy position to require a dump point to be connected to reticulated sewerage but that this is Council's preferred option, and was a recommendation adopted as part of the Fraser Coast Camping Options Strategy document. The costs involved in installation and maintenance of a dump point at Bauple should be offset by an amenity fee for RVs camping in the town.

The general store/service station at Bauple, currently closed, has indicated it would reopen if Bauple has the accommodation facilities in place to support up to 20 vehicles a night staying at town. Other business people have indicated an interest in establishing retail facilities but this is unlikely to happen without economic stimulus.

Even with facilities in place, it could take up to 2 years to attract acceptable levels of RV tourism to the Bauple region.

## 1.1 RECOMMENDATIONS

1. That FCRC work with interested groups in the Bauple community to assess the issues involved in developing an RV parking facility on the identified area of land within the recreation ground area behind the Men's Shed as the preferred location and proceed with that development if feasible.
2. That FCRC engage with the Men's Shed to assess their capacity to provide ongoing management of an RV park adjacent to their facility and their interest in working with RV tourists to maximise the social and economic benefits these tourists can provide.
3. That FCRC work with interested private property owners to facilitate the development of additional sites should the Men's Shed site not prove feasible, or as additional sites to increase RV visitation.
4. That FCRC consider the feasibility of establishing a public dump point at Bauple.
5. That FCRC review usage of the current RV camping area at Bauple and make this area for day parking only, when an alternative RV parking area has been established.
6. That FCRC develop information packs to provide support to private property owners interested in developing RV facilities on their properties, to ensure they fully understand the issues involved and are making informed decisions on the best options for engaging with RV tourism.
7. That FCRC install signage at Rosendale Park promoting the Bauple region and ensures the effectiveness of the Rosendale Park facility is included in any future review of RV accommodation in the Fraser Coast region.



## 2 PROJECT SCOPE & OBJECTIVES

Balfour Consulting undertook in-depth evaluation of all identified potential RV accommodation sites in the Bauple area and has analysed these sites within the framework of the RV tourism market to Queensland, growth trends and vehicle trends within that market and the best options for establishing a sustainable facility to serve the long-term requirements of both Council and the Bauple community.

This was undertaken in a two stage process.

### Stage I

- Physical evaluation of each potential site as identified by Council and/or the Bauple community.
- Consultation with businesses, community groups and interested individuals within the Bauple community to evaluate community wants and needs and identify possible site issues.
- Consultation with Fraser Coast Regional Council to gain understanding and awareness of any relevant issues that may impact the evaluation process. This would include any planning scheme or local law issues.
- Consultation with other individuals or groups as advised by Fraser Coast Regional Council.

### Stage II

- Analysis of current data on RV tourism to the Fraser Coast region including demand estimates for RV accommodation at Bauple and the Fraser Coast region.
- Findings of the consultation process and analysis of these findings.
- Analysis of all identified potential sites with the rationale and recommendations for the preferred site.
- Estimating usage of the recommended site and potential economic and social impacts on the Bauple community.
- Presentation of draft report for comment and approval.
- Presentation of the final Site Evaluation Report.

## 2.1 DEFINITIONS

These definitions are for the purposes of this report. While they are generally recognised across the RV traveller community, they are by no means universally recognised and may be challenged by some groups or organisations.

RV	Recreational Vehicle - any towed or self-propelled vehicle specifically built for "in-vehicle" overnight accommodation, including all types of campervans, motorhomes, caravans, camper trailers, slide-ons and 5th wheelers. This category does not include rooftop tents/campers.
Self-contained RV	A recreational vehicle with the capacity to contain all waste matter, including black water, grey water and hard waste, within the vehicle for a minimum of three nights. These vehicles must have a toilet, shower, kitchen sink, freshwater tank, grey water tank and black water tank/cassette plumbed and fitted within the vehicle. The CMCA definition allows for RVs to use external grey water tanks (totes) under specific conditions and use a portable toilet stored in the vehicle.
Commercial/Non-commercial	The Queensland Camping Options Toolkit describes commercial camping as camping that occurs on private land and can be run by an independent operator or local government. Stay restrictions, fees and facilities available are determined by the owner. It describes non-commercial camping as camping that occurs on the side of the road, in a national park, on crown land or on private property. These are extremely broad definitions and do not include that commercial camping is a for-profit exercise (predominately caravan parks) while non-commercial camping is often run by Councils or not-for-profit organisations aimed at attracting tourists to a location, often on a cost neutral or cost reduced basis.
Camping ground	A commercial or non-commercial facility (free or low-cost) targeted to all types of camping, including both RVs and tent camping either free or at a price point under that of commercial caravan parks. Camping grounds usually provide minimal facilities including limited access to showers, toilets and potable water but may also provide barbecue facilities and in some cases, a dump point.

RV Park	A commercial or non-commercial low-cost camping ground specifically targeted to the wants and needs of self-contained RVs. This facility provides access to a dump point for offloading black and grey wastewater, potable water to fill freshwater tanks, rubbish bins for hard waste and an acceptably flat open area for parking. This facility could equally be an open parkland or inner-city parking area
RV Rest Area	An RV parking area, usually non-commercial facilities adjacent to a main highway, primarily targeted to allowing day or overnight parking for RV travellers.



### 3 OVERVIEW

#### 3.1 THE RV INDUSTRY

The following provides a brief overview of the development of Recreational Vehicle (RV) tourism in Australia over the past 20 years. The term “RV” covers all forms of recreational vehicles including caravans, campervans, motorhomes, fifth wheelers and camper trailers. It also includes slide-ons, but these are not separately registered vehicles.

In the mid-1990s, RV manufacturing in Australia was at an all-time low and extended touring in recreational vehicles was dominated by the traditional “grey nomads”, retirees born prior to 1940, travelling mainly in low-cost caravans and living on pensions. While caravan manufacturing had shifted to the use of aluminium frames and sheeting, the overall design of these vehicles had remained basically unchanged for two decades. A sub-segment of this market was motorhomers, whose vehicles were more expensive than the basic caravan with more on-board facilities such as shower, toilet, water tanks and waste water storage. Motorhomers saw themselves as a group apart from the caravan owners, quite antagonistically so in some cases, with both groups forming their own separate clubs and social groups. Founded in 1986, the Campervan and Motorhome Club of Australia (CMCA) still maintains a constitution that bars caravan owners from becoming full members of the club.

From 1995, RV manufacturing in Australia commenced a steady period of growth (*see Fig 1*) accelerated by increasing demand from baby boomers entering retirement, seeking to explore Australia and experience regional and outback locations. This growth was briefly interrupted by the global financial crisis but since 2011 has remained at or around the 22,000 vehicles per year.

The growth in production of Australian RV manufacturing was demand driven and excess demand provided the opportunity for imported vehicles to gain a presence in the Australian market. In the 1990s the number of imported caravans to Australia was small with just 12 vehicles imported in 1996. However, over the next decade this grew to 1056 caravans imported in 2006 and 7263 imported in 2016<sup>1</sup>. Imported vehicles now represent approximately 30% of all RVs sold in Australia.

The impact of imported caravans was their design approach incorporating shower, toilet, water tanks and even laundry within the vehicle. This design approach gave caravans similar facilities to motorhomes, making them attractive to Australian consumers wanting self-containment in their vehicles, with the ability to free camp when they choose and detach the tow vehicle to explore when practical. Australian manufacturing was quick to respond to this challenge and now nearly every

<sup>1</sup> United Nations Commodity Trade Statistics Database

vehicle manufactured in Australia over 15 foot in length has at least water tanks and on-board shower and toilet.

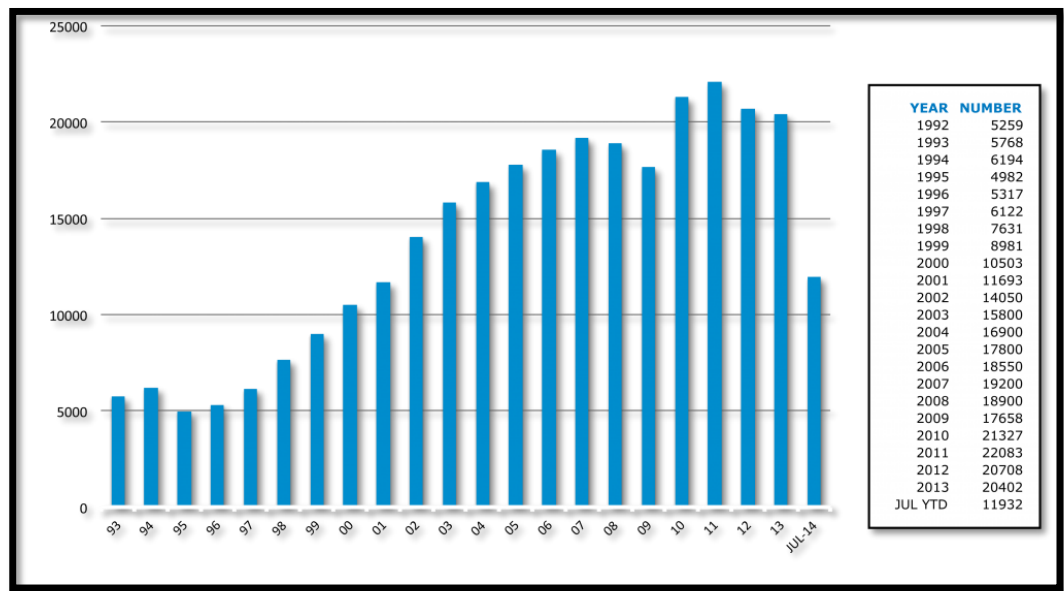


Figure 1 - RV manufacturing in Australia 1992 – 2013 (CRVA)

The growth in self-contained or semi-self-contained vehicles over the past decade has facilitated significant change in demand for RV accommodation. The linkage to the caravan park as the supplier of accommodation services including toilet, sullage, power and water facilities has diminished. RV tourists, particularly retirees undertaking extended touring, are as likely to seek alternative accommodation to caravan parks as they are to use commercial facilities, due to the nature of their vehicles and the options and preferences of these vehicles provide.

*For a detailed understanding of the history of both caravan parks and RV manufacturing in Australia read “Supply-side evolution of caravanning in Australia: an historical analysis of caravan manufacturing and caravan parks” (Rod Caldicott 2011 – Southern Cross University).*

3.2 BAUPLE

The initial impression of Bauple is of a quiet, peaceful country town set in beautiful landscape amongst lush farmland. It does not take long to discover that Bauple is a town with no retail outlets, very little in way of business activity and significant social and economic decline. This is borne out in the latest census figures that show within the Bauple State Suburb area:

- Total population has declined overall by 12% (80 persons) between 2011 and 2016.

- *The current average age of residents in Bauple is 55 years compared to the Queensland average of 37 years.*
- *Number of persons aged 19 years and younger has declined from 159 in 2011 to 107 in 2016, a decline of 34%.*
- *Persons aged 9 years and younger make up 6.3% of the population, half the Queensland average.*
- *Approximately 33 families (with or without children at home) have left Bauple since 2011.*
- *Median family income is \$790, less than half the Queensland median, and median household income is \$702, exactly half Queensland median.*
- *The only age cohort that has increased since 2011 is those aged 60 years and older, who make up 38% of the total population.<sup>2</sup>*

Employment figures for the 2016 census have not been published but in 2011 Bauple had an unemployment rate of 13%, which may not have changed and is amongst the highest in Queensland.

In 2011, Bauple was a successful part of the Fraser Coast tourism industry with Macadamia House offering an interpretive experience based on Macadamia nuts, a product indigenous to the region. The business was focused on RV tourists but also attracted other segments of the drive tourism market, including coach groups. The success of this tourism venture was recognised in 2012 when Macadamia House was awarded a Fraser Coast Regional Tourism Award.

Macadamia House also provided general store facilities including a post office, banking, groceries and fuel, ensuring locals could access basic requirements without having to travel. The decision by Fraser Coast Regional Council (FCRC) in 2011 to support closure of the RV tourism accommodation facility in Bauple located at the Recreation ground and provide a more limited facility in the centre of town had a negative impact on RV tourism to a point where the owners of Macadamia House decided to cease retail activities and focus solely on Macadamia production.

The decision by FCRC to close the RV camping area operating in Bauple in 2011 was first advised by an report to Council (*Item No: Ord 11.6 Fraser Coast Regional Council Ordinary Meeting No. 5, Wednesday 16 March 2011*) titled "*Parks & Reserves - Overnight RV Camping*" with the purpose to "To update council on the current use of parks and reserves for overnight camping as well as to provide a framework to consider future proposed overnight camping". This report analysed then current and potential RV sites in the Fraser Coast region including the sites at Bauple and Rosendale.

A follow-up report was presented to FCRC (*Item No: Ord 11.4 Fraser Coast Regional Council Ordinary Meeting No. 11, Wednesday 15 June 2011*) titled "*Parks and Reserves- BAUPLE Overnight RV Camping*" and provided a more in-depth analysis of the existing RV site at Bauple. It concluded

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<sup>2</sup> ABS – Census 2016



that “the result of detailed review and consultation has resulted in a proposed RV/Caravan stopover in the centre of the township of Bauple that has a high level of public support for the overall concept of a Rest Area suitable for use as a stop over for self contained RV’s and caravans”. The report recommended that:

1. Council endorse the attached Bauple Rest Area including self contained RV/caravan 24hr Camping generally as depicted on the attached plan;
2. until such time as the site is operational, RV’s be allowed to continue to camp at the carpark area of the Bauple Sport and Recreational Grounds;
3. the Chief Executive Officer be authorised to implement recommendations 1 & 2 above; and
4. the Community at Bauple be advised accordingly.

Consequently, the RV camping area at the Recreation Ground was closed and a substantially smaller facility in the centre of town was developed as an alternative facility.

The “Parks and Reserves- BAUPLE Overnight RV Camping” Report provides a thorough assessment of issues relating to land use and infrastructure and describes a community engagement process, but did not address issues including:

- No economic assessment of the existing facility and therefore no analysis of the possible economic impacts that changes to the number of RVs stopping in Bauple may have on local retail businesses or the community in general.
- No analysis of the RV tourism market and therefore incorrect assumptions are made regarding the behaviour of that market. Mainly that self-contained RVs would visit Bauple without the provision the basic facilities this market requires, a dump point and access to potable water. Also, that a 24-hour stopover would achieve the same visitation/spending outcomes as the previous multi-night camping area.
- The assumption that a stopover in the middle of town plus camping at Rosendale would ensure the same quality of tourism experience as the previous RV camping ground at the recreation grounds.

While the decision to close the existing RV camping facility at the Recreation Ground and relocate the RV stop to the centre of town was made based on the Council review and community support, it is difficult to believe that either Council or the community understood the implications of this decision and were aware this decision would result in the loss of all retail facilities in the town and contribute to a continued decline in population in the area, particularly the loss of younger people.

The only fixed accommodation in the Bauple region is a bed-and-breakfast facility so attracting overnight tourists in any numbers requires they bring their own accommodation. Bauple’s proximity to the Bruce Highway, ambience and access by sealed road makes it an ideal location for maximising the tourism benefits RV tourism can deliver.

To arrest the social and economic decline of Bauple, FCRC should seek to support the community to create an economic environment where commercial retail businesses can succeed and local residents have ongoing access to basic goods and services. This can only be achieved by attracting additional (visitor) spending from outside of Bauple, as the community currently has limited capacity to drive economic growth from within.

The first and easiest step is to make Bauple an attractive experience for the RV tourists and ensure the town offers facilities that can attract up to 20 RVs night for a minimum stay of 48 hours. This needs to be achieved with the support of a majority of the local community through the Bauple Progress Association and broader community. Also through engagement with RV tourists themselves, reaching out to their blog sites and member organisations.

It should be noted that even with acceptable facilities in place, it could take up to two years to rebuild Bauple's position as an attractive location for RV tourism visitation.

## 4 THE AUSTRALIAN MARKET

### 4.1 OVERVIEW

#### Key Facts

- Caravan and camping visitors in Australia spent approximately \$8 billion in 2016
- Domestic visitors account for 91% of all caravan and camping visitor nights
- Caravan and camping sector grew by 9% in 2016
- There were 615,301 RVs registered in Australia as of 31 January 2016
- It is estimated there will be over 700,000 RVs registered in Australia by January 2019
- There were 554,344 caravans and 60,957 campervan/motorhomes registered in Australia as of 31 January 2016
- RV registrations have grown at approximately 5% per annum over the past decade
- The largest increase in RV registrations is caravans weighing between 2.1 and 3.1 tonnes
- There are approximately 1570 caravan parks in Australia offering at most 170,000 powered and unpowered sites.
- The number of caravan parks in Australia is declining at approximately one per month and powered and unpowered sites are being converted to fixed accommodation
- There are an estimated 4,000 free and low-cost camping sites across Australia.

Caravan and Camping visitors (includes all forms of camping, not just RVs), domestic and international, spent over \$8 billion in 2016 when travelling around Australia, representing approximately 7% of total tourist spend in Australia<sup>3</sup>. The caravan and camping sector represents approximately 10% of all visitor nights in Australia with 91% of these being domestic visitor nights<sup>4</sup>. The real importance of the sector is that around 90% of the nights are spent in regional locations, making this sector a significant contributor to the economic well-being of regional and outback Australia. In 2016, the caravan and camping sector grew by 9%<sup>5</sup>.

RV tourism as a segment of the caravan and camping market has undergone unprecedented growth in demand over the past decade with registration of these vehicles increasing at approximately 5% per annum. Within the RV tourism market there are key sub-segments based on demographics being families, youth and the touring market (those travelling outside of school holidays and

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<sup>3</sup> Tourism Research Australia

<sup>4</sup> Ibid

<sup>5</sup> Ibid



comprising approximately 80% retirees); vehicle type being caravan, campervan, motorhome, camper trailer, fifth Wheeler, slide on; and vehicle capacity being self-contained and non-self-contained.

The Caravan and Campervan Data Report commissioned by the Caravan Industry Association of Australia (CIAA) quantifies caravan and campervan registrations in Australia and found that at 31 January 2012, there were 502,025 RVs registered in Australia including 449,425 caravans and 52,600 campervans (including motorhomes). By 31 January 2016, this number had increased to 615,301 including 554,344 caravans and 60,957 campervans. This represents an overall growth in caravan and campervan registrations of 25.5% since 2011 and because it is registrations, not sales, it accounts for the loss of vehicles due to registration nonrenewal (accident, age, state of repair etc.).

It should be noted that on current trends, by 31 January 2017 RV registrations will have increased by 30,151 vehicles and by 31 January 2019, the number of RVs registered in Australia will exceed 700,000. It is also important to note that the number of vehicles sold in Australia in 2016 exceeded 32,000 with 22,000 of those (approximately 70%) manufactured in Australia. According to CIAA wholesale value of RV manufacturing is \$940 million annually.

While approximately 60% of caravans registered in Australia weigh between 0.5 and 1.5 tonnes, the main area of growth in registrations for at least the last 5 years has been caravans weighing between 2.1 and 3.0 tonnes<sup>6</sup>. These are generally caravans between 18 feet and 24 feet, vehicles with on-board shower, toilet, solar panels, multiple water tanks and possibly a laundry.

According to a report by economic consulting group IbisWorld<sup>7</sup>, in 2013 Australia had 1590 commercial caravan parks and camping grounds with this number declining by 65 over the five years to 2013/14. CIAA claims there are 170,000 available powered and unpowered, a number which presumably includes sites accommodating permanent and semi-permanent residents.

According to Camps Australiawide, who publish what they claim is *“a comprehensive and authenticated guide to free and low-cost camping as well as unique outback and remote camping sites throughout Australia”*, they have verified over 4000 free and low-cost camping sites across Australia and included these in their latest and ninth edition of the publication. These sites include bush camps, free camps, community campsites, showgrounds, station stays, national and state parks, as well as pet friendly sites.

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<sup>6</sup> Caravan and Campervan Data Reports 2012 - 2016

<sup>7</sup> Caravan Parks and Camping Grounds in Australia – IbisWorld 2013

National parks are another important source of low-cost accommodation for RV tourists. In Queensland, there are 470 national parks of which 74 allow access by RVs. Generally, two people in the vehicle can stay at a national park in Australia for between \$13 and \$24 a night.

Australian RV tourism is facing a situation of rapidly increasing domestic demand along with small but increasing international demand. This is in contrast with an ongoing reduction in commercial RV accommodation facilities and little or no significant growth in non-commercial facilities. Changes in RV design and technology over the last decade have seen changes in accommodation demand by RV tourists, along with continued growth in the number of vehicles with increasingly sophisticated on-board facilities including black, grey and potable water tanks plus shower, toilet, laundry and power generation facilities.

#### **4.1.1 Market Outlook**

The next five years will see continued growth in RV sales with the number of registered RVs set to increase beyond 700,000. The shift towards self-contained vehicles will continue with greater inclusion of grey water tanks as standard equipment on caravans. This will drive the need for local and State governments to more effectively manage this market, with the best option to develop a nationally recognised definition for self-contained RVs and adjust legislation to provide a greater diversity of opportunities to accommodate these vehicles in locations with limited or no facilities, for set periods of time.

Vehicle technology will continue to evolve, increasing self-sufficiency through more efficient on-board power generation and management, more efficient waste management systems, better vehicle safety, more efficient and lightweight vehicle construction and general innovations in technology and design.

Communications technology will impact accommodation provision and facilitate interaction between RV tourists and the businesses in the towns through which they travel. This could lead to a “sharing economy” approach to RV accommodation, like Air B&B and incorporating an Uber styled approach to booking and paying for RV accommodation.

The commercial RV accommodation sector will expand to include low-cost RV accommodation options targeting self-contained vehicles and operated as part of a much broader range of existing, generally tourism/leisure related, commercial enterprises. The impact of technological change on the current commercial RV accommodation sector will continue to see consumer demand move away from accommodation design concepts dating back to the 1960s and towards individualised concepts based on creating differentiated experiences across a broad range of natural, attractive and specialised locations.

There will be a significant shift from free to low-cost camping options as local government develops “user pay” models for managing camping grounds, with free camping only available in areas where local (and State) governments choose to exercise limited or no management control.

## 4.2 QUEENSLAND

On average over the four years from 2013/2016, there were 366,000 domestic overnight visitors annually in Queensland travelling in caravans or motorhomes stopping over in commercial accommodation and 232,000 domestic overnight visitors in caravans or motorhomes stopping over in non-commercial accommodation (on the side of the road or on private property)<sup>8</sup>. These numbers do not include the 410,000 domestic overnight visitors who stopped over in a national park, as national parks visitation does not break down between RVs and tent campers. These figures cover all caravans and motorhomes across Queensland, not just the touring market that dominates RV tourism activities in the North Queensland region.

Trying to determine the size of the domestic market travelling to and through the Fraser Coast region is difficult as the number of responses to the National Visitor Survey (NVS) at a regional level are too low to provide accurate data. Looking at data relating to the total caravan and camping market covering visitor numbers, trips or spend is irrelevant, as this data covers all people staying in caravan parks and all people using non-commercial accommodation including tent campers and the like.

In 2016, there were 34,545 international overnight visitors in Queensland travelling in caravans and motorhomes who stopped over in commercial accommodation and 17,284 overnight visitors who stopped over in non-commercial accommodation<sup>9</sup>. These numbers do not include the 27,026 international visitors who stopped over in a national park, as national parks visitation does not break down between RVs and tent campers. International Visitor Survey (IVS) completes more interviews and therefore generates more accurate results than the NVS.

What these figures show is that approximately 40% of domestic overnight visitors in Queensland travelling in a motorhome or caravan in Queensland stopped overnight in non-commercial accommodation and 33% of international overnight trips involved the same.

There are two key domestic markets in regional Queensland, the family market and the touring market (travelling outside of school holidays and comprising approximately 80% retirees). It is very difficult to get accurate data on the number of touring market RVs travelling around Queensland at

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<sup>8</sup> TRA

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the peak of the season but estimates on the number of vehicles travelling around Australia at any one time vary around 120,000 vehicles. It is estimated that during the peak of the touring market season, April to October, there are up to 60,000 RVs on Queensland roads.

The family market is generally limited in travel to school holidays but may also take their RVs to weekend events or other activities as a family outing. The family market provides approximately 52% of caravan park<sup>10</sup> revenue and many caravan parks specifically cater to this market through the provision of jumping pillows, water slides, mini golf, games rooms and the like. The main impact of the family market in the Fraser Coast region is during the school holidays, particularly Christmas and Easter.

### 4.3 BAUPLE AND THE FRASER COAST REGION

#### 4.3.1 Market Size

The importance of the Fraser Coast region to drive tourism in Queensland is best illustrated in the Drive Queensland map (See *Fig 2*) showing the key touring routes to and within the State. The map shows that Fraser Coast is bisected by Queensland's busiest drive tourism route, the Pacific Touring Route and can also be easily accessed by those travelling along Australia's Country Way.

The figures in the Fraser Coast Camping Options Strategy suggest approximately 45,000 overnight caravan and camping visitors to the Fraser Coast region. To meet a target of 20 vehicles per day, Bauple would need to attract 7% of this market. Considering caravan and camping visitor figures include travellers camping in tents, Bauple would likely need a higher percentage if it were to get all visitation from the existing market.

There are currently less than 300 low-cost, non-commercial camping sites in the Fraser Coast region.<sup>11</sup> Considering approximately 25% of tourists will never or are unlikely to use a commercial caravan park and approximately 40% use a mix of both commercial and non-commercial accommodation, the Fraser Coast region is likely missing out on substantial part of the RV market due to the limited range of accommodation options available. Bauple could attract those RV tourists who are currently offered limited accommodation options in the Fraser Coast region.

<sup>10</sup> Caravan Parks and Camping Grounds in Australia – IbisWorld 2013

<sup>11</sup> Fraser Coast Camping Options Strategy



Figure 2:Queensland Drive Routes

The opportunity for Bauple is to tap into those RV tourists who are less interested in commercial accommodation but offer value as tourists prepared to spend if there are opportunities available to do so. This market will be attracted through good quality, low-cost accommodation matched with an interesting and rewarding tourism experience.

The only regional competition to Bauple is Maryborough, as other sites such as Rosendale and Tiaro are generally used for one-night stopovers and only offer a maximum of 48 hours, not extended stay. Bauple can differentiate itself by offering a range of accommodation options including overnight stay and extended stay up to 7 nights, as well as pairing stay in the town with farm stay in the immediate region.

**If Bauple gets its RV accommodation mix right and supports this with rejuvenated Macadamia nut/agritourism experiences and associated retail outlets, the potential RV market for the town will far exceed the ability of Bauple to accommodate this market.**

#### 4.3.2 Market Value

Based on a conservative average spend figure of \$82 per vehicle per day<sup>12</sup>, 20 vehicles per day could generate \$1640 per day or \$11,480 per week. This depends on there being commercial opportunities for purchasing goods and services. If Macadamia House is reopened and resumes providing the Macadamia nut experience on top of basic supplies, spend could increase. With a second pop-up shop, the possibility of an art gallery opposite the Museum, retail activity at the old Bauple Fairy site and a reopening of the doctor's surgery, this would extend the overall economic benefit beyond \$100 a day. It should be noted that this would be new money to the town and a spend \$500,000 a year would have an economic impact and excess of \$1 million year with the potential to create new jobs.

#### 4.3.3 International RV Tourists

Approximately 14,000 international visitors a year travelling in an RV (usually a motorhome or campervan) visit the Fraser Coast region and use non-commercial accommodation. More than half of these visitors are aged between 15 and 34 years. This indicates there are approximately 7000 international travellers with potential to access to Bauple <sup>13</sup>.

<sup>12</sup> Rest Area Research - Balfour Consulting 2010

<sup>13</sup> IVS 2016



Reaching the international and domestic RV tourism markets will require an ongoing focus of online marketing opportunities including camping apps, caravan and motorhome blogs, Facebook and Instagram.

#### 4.3.4 Fraser Coast Camping Options Strategy

This document does not represent a market-driven approach to the provision of RV accommodation options. While it cites research (page 10) showing 34% of the RV tourism market only uses commercial accommodation, 16% of the market only uses non-commercial accommodation and 40% of the market use a mixture of the two (similar findings have been found in two other studies), there is no attempt to apply these ratios to the provision of RV accommodation in the Fraser Coast.

The CMCA definition of a self-contained vehicle is the definition accepted in the Camping Options Tool Kit, yet the Fraser Coast Camping Options Strategy establishes its own definition of self-contained, a definition that is vague to the point of meaningless. It should be noted that the current, updated CMCA self-contained vehicle policy is based on that of the New Zealand Motor Caravan Association, who were instrumental in developing the New Zealand standard (New Zealand Standard for Self-Containment of Motor Caravans and Caravans, NZS 5465:2001).

The document does not connect the link between self-contained RV accommodation and dump points. Self-contained RVs accessing RV parks fill up with fresh water on arrival and dump grey and black waste water on departure. This is particularly important for caravans, due to weight and balance issues. Seeking to provide bush camps or basic camping options for self-contained vehicles without providing associated access to potable water and a dump point is unlikely to be attractive to the RV tourist and could create waste water disposal issues. Asking RV tourists to travel distances on public roads loaded with waste water is not best practice and should be avoided.

The Strategy recommends as part of the “Policy, Regulations & Legislation” section that dump points only be installed where they can be connected to a reticulated sewer point. While connection to reticulated sewerage will always be the best option, there are other workable options that can be considered to ensure Fraser Coast is delivering best practice RV accommodation at locations where reticulated sewerage is not available.

The Strategy does not address key issues of management and policing. Signage does not guarantee compliance and when establishing bush camps and basic camping grounds FCRC needs mechanisms in place that reassure the community use of these facilities will generally be within the stated regulations. This is a challenge all councils are facing.

Lastly, the Strategy does not address the issue of dumping grey water, an outcome more likely if immediate access to an appropriate disposal point is not available.

## 5 COMMUNITY CONSULTATION

The consultation process was not in-depth but did provide the opportunity for community members from varying community groups to express any issues or queries regarding RV tourism to the Bauple region. Prior to meeting with the community, Balfour Consulting accessed the previous Council reports relating to evaluation and assessment of RV sites and submissions to Council by members of the public.

Community groups whose representatives provided input to the consultation process included:

- Bauple Progress Association
- Bauple Recreation Grounds
- Men's Shed
- Bauple Museum
- Scouts

The Bauple Progress Association (BPA) organised a meeting at the Q 150 building and approximately 30 people attended. At this meeting, Colin Balfour assured the group the approach to evaluating sites would be independent and he would act solely in accordance with the brief provided by Council. The invitation was made to anyone at the meeting who may have a site they wanted evaluated that Balfour Consulting was prepared to undertake such an evaluation.

Feedback from the Recreation Grounds Committee expressed concern at the possible use of the oval adjacent to the school as an ongoing RV camping facility. The Committee made it clear the oval is used by the school as its recreation ground and is also used by other groups for children's activities. This was echoed by the Scouts, who use the oval for their activities.

The Men's Shed expressed an interest in working with RV tourists and indicated that the solar power unit on their Shed could provide powered sites for up to 4 vehicles.

The BPA indicated a strong interest in seeing the issue of RV accommodation positively resolved to benefit of the town and there was a desire by many members to become engaged with RV tourists.

The Bauple Museum indicated that without RV tourism increasing significantly, the long-term future of the Museum was in doubt.

Approaches were also made by two private property owners to discuss RV sites.

## 6.1 CURRENT SITE (OFF BAUPLE DRIVE)

Figure 3: Current Site - Arial

The site (outlined by the marked box) is in the middle of town and is accessed through a sealed, one-way driveway from Bauple Drive to Main St. The boxed area shows later expansion, with the original site just being parking on either side of the driveway. The site is in full view of houses and has no vegetation barriers to provide privacy for either RV campers or residents. The site is generally flat, could accommodate up to 8 vehicles depending on size and type, with vehicles also able to park on the northern side of the driveway. The site could possibly be extended behind the shelter shed.

The drive-through area has long-standing use as a school bus area and changes have created concerns between use of the area by buses and students, and RVs parking in the afternoon.

Even though the site is in the middle of Bauple it operates with no effective mechanisms for management or control, apart from Council signs. One sign indicates it is a 20-hour stopover for “self-contained RVs and Van” and another it is a 48 hour stopover. Balfour Consulting is advised that the site was initially established as a 20 hour “Stop and Shop” site (as per the options of the Fraser Coast Camping Options Strategy) with this later changed by Council to a 48-hour stopover without



any shop and stop requirements. Balfour Consulting understands the 20 hour stopover sign has been covered by Council until such time as a decision is made on RV opportunities in Bauple.



*Figure 4: Main area*

Without any means of management or policing, the site can be used by any RV type looking for an overnight stop over and feedback from the community suggests this has been the case, with use also by tent campers.



*Figure 5: Drive through area*

The nearest toilet facilities are approximately 200 m away at the Museum but these are not open on a 24-hour basis. Unmanaged sites with no toilet facilities are an invite for inappropriate toilet behaviour and community feedback suggests this has been the case at Bauple in the past.

On the day of inspection there were two RVs using the site being a small motorhome whose occupant, a single woman who had detoured off the Bruce Highway to Bauple to view a property on behalf of her son and a caravan that was obviously just stopping over, having parked at Bauple without unhitching.

As the site was initially established to provide accommodation for just 4 to 5 vehicles with a length of stay of only 20 hours, it offered no realistic tourism support to the town. Later amendments, to slightly increase the size of the camping area and increase length of stay to 48 hours, do not seem to have achieved any significant improvements. The site is now more positioned as an overflow for Tiaro than an RV tourism solution for Bauple. Locating this site in an area that has long-standing use as a school bus stop has also created issues for both RV tourists and local community.

Pros	Cons
<ul style="list-style-type: none"><li>▪ Sealed access</li><li>▪ Central location</li><li>▪ Generally flat</li><li>▪ Additional area for expansion</li><li>▪ 48 hour stopover</li></ul>	<ul style="list-style-type: none"><li>▪ Open and exposed</li><li>▪ Very limited size</li><li>▪ No management or policing</li><li>▪ No toilet facilities at or near by</li><li>▪ Unattractive, exposed location</li><li>▪ No dump point</li><li>▪ Exposed to nearby residents</li><li>▪ Conflict with school bus usage</li></ul>

6.1.1 Conclusions

The site would make a good day parking area for RVs visiting due to its central location and easy access to the Museum and likely commercial outlets. However, there is ample space either side of Bauple Drive for this activity. The site has not been embraced by the RV community as an overnight parking area and this is unlikely to change. Council could maintain it as a 24-hour day parking and stopover facility, but this should only occur in association with a more suitable longer-term RV park elsewhere in the town.

## 6.2 BAUPLE RECREATION GROUNDS

The Bauple recreation Grounds is a large area half of which is a sports oval adjacent to the school providing recreational facility for school sporting activities and after-school groups, associated facilities for day-care and Scouts. The area also includes the Q150 Community Hall, a parking area, the Men's Shed, an unused BMX circuit and an area of vegetation (see Fig. 6).



Figure 6: Recreation Ground and School, including proposed RV area

### 6.2.1 The Oval

The sports oval area is unsuitable as an ongoing RV parking area as it is an active recreation area and an inappropriate location for RV accommodation. The Recreation Grounds Committee made it clear it is not interested in managing an RV accommodation facility. Further to that, the likelihood of grey water being dropped on the oval could create an unacceptable health hazard to children playing sport at or near the same location.



Improper disposal greywater is an ongoing problem for RV accommodation across Queensland and although disposing untreated kitchen greywater directly into the environment is against both EPA and Health Department policy, and illegal under the Plumbing Act, most LGA's and many caravan parks allow this practice to occur.

While the oval is unsuitable as an ongoing RV camping facility, the Bauple State School P&C Committee and the Recreation Ground Association has the opportunity to raise funds during school holidays by offering the oval as an RV Park to RV club chapters on strict conditions including the retention of all waste matter within the vehicles. The Buddina and Maroochydore state schools have been successful in this approach over the Christmas school holidays, raising thousands of dollars while reducing vandalism.

### 6.2.2 Men's Shed

There is an opportunity to establish an RV parking area immediately behind the Men's Shed adjacent to MacKellar St, in the area outlined in the box on Figure 6. Part of this area is a BMX track that is not in use with this lack of activity confirmed by Council. The old BMX track area has been levelled but the rest is sloping vegetation that would need to be cleared and levelled to provide an acceptable RV facility.



Figure 7: Looking to proposed site area from carpark



A public dump point would need to be installed for this site to be successful and the best option is likely to be installing a pump out tank and charging campers an amenity fee, that at a minimum, covers all costs incurred in pumping. Balfour Consulting recommends discussing options with Bio Magic who are experienced in RV waste management and disposal.

The Men's Shed has indicated an interest in managing an RV Park for self-contained vehicles in the proposed area. This would include limited powered sites using the installed solar power unit and majority unpowered providing accommodation for up to 20 vehicles, in managed parking. As such, the Men's Shed would be responsible for ensuring the RV Park was accessed by self-contained vehicles only, vehicles park to maximise space usage, there is no dumping of grey water and the collection of an amenity fee to cover the cost of managing the dump point pump out system.

There is a public toilet facility with showers immediately adjacent to the proposed site and access to the showers could be on a metered, user pays basis. The quality of modern RVs is such that many RV tourists prefer to use their own on-board shower and toilet facilities, particularly if they have ready access to waste water disposal.

The availability of public shower and toilet facilities does not remove the issue of wastewater as vehicles without self-containment do not have the capacity to contain this wastewater within the vehicle and will drop kitchen, hand basin and/or laundry waste on the ground. The issue of greywater is why even with toilets available, basic camping grounds should be limited to self-contained vehicles only. The Men's Shed may consider purchasing external grey water tanks (totes) and renting these to caravanners who have black water containment facilities (cassettes) on board but no ability to contain greywater. This would significantly increase the number of vehicles that could use the site.

Over 60% of CMCA members are interested in volunteering when they travel and this facility could provide ongoing volunteer support for the Bauple community from RV visitors if managed correctly. It would provide volunteers to support activities at the Men's Shed and provide a source of revenue to support Men's Shed activities.

Balfour Consulting understands that the Bauple community got together and undertook the work needed to prepare the site for both the Q150 community Hall and the Men's Shed using volunteer labour and equipment. There are indications the community would rally again to see this project happen and reduce costs to Council.

The proposed site is part of the Recreation Ground lease, not the Men's Shed lease (see Appendix 1) and as such both leases would need to be redrafted to include the proposed area in the Men's Shed lease and excise this area from the Recreation Grounds lease. It is assumed that this would need to be done with the approval and support both groups.

Pros	Cons
<ul style="list-style-type: none"> <li>▪ Possible access to 20 vehicles</li> <li>▪ Acceptably close to commercial activities</li> <li>▪ Managed and policed by Men's Shed</li> <li>▪ Additional area for expansion</li> <li>▪ No exposure to local residences</li> <li>▪ Private and sheltered area</li> <li>▪ Toilet and shower are available</li> <li>▪ Relatively secure area to unhitch</li> <li>▪ Option to exit via MacKellar St</li> <li>▪ Fundraising for Men's Shed</li> <li>▪ Source of volunteers for Men's Shed</li> </ul>	<ul style="list-style-type: none"> <li>▪ Site needs clearing and levelling</li> <li>▪ Site needs fencing and landscaping</li> <li>▪ No dump point - need to install</li> <li>▪ May have relatively tight access adjacent to Men's Shed</li> <li>▪ Must be self-contained vehicles only</li> </ul>

### 6.2.3 Conclusions

Providing those groups involved can agree on new leasing arrangements and works on site can be completed at reasonable cost, the site has the potential to be an adequate replacement for the original RV parking area. This site may have the potential to present an option that is generally acceptable to the Bauple community and provide positive economic outcomes for commercial operators.

### 6.3 ROSENDALE PARK (BAUPLE DRIVE)

Rosendale Park is an attractive small parkland area approximately 500 m off the Bruce Highway on Bauple Drive, 6 km south of Bauple. Apart from a small shelter with benches there are no facilities at this camping ground, including signage.



Figure 8: Rosendale Park (box) showing distance from Bruce Highway

Rosendale Park is over 2 ha and could accommodate 8 to 14 vehicles or more, depending on vehicle type. It is a bush camping site that Council has limited to self-contained vehicles only. It is assumed the site is rarely policed and therefore managing vehicle type or gaining revenue would be difficult.

On the morning of inspection there were only three vehicles using this facility despite both the Tiaro Memorial Park and Gympie rest area both being full. All three vehicles were motorhomes and two advised they had only discovered Rosendale Park existed after being asked to move on from Tiaro. They found the site through a listing on Wiki Camps. The site was generally in good condition and did not look like it received heavy usage.

Cost benefit analysis in the Fraser Coast Camping Options Strategy estimates site usage at less than two vehicles per night, which may be optimistic. In considering these visitation numbers, it is unlikely this site accrues any significant social and economic advantages to either Council or the Bauple community. It is primarily a service to RVs using Bruce Highway requiring a place to camp overnight, when all other more preferable RV camping facilities close amenities and services are not available.



Figure 9: Rosendale Park - from entrance

Signage may encourage those vehicles travelling north to continue through Bauple and on the Maryborough but those travelling south are likely leaving the Fraser Coast region.

Pros	Cons
<ul style="list-style-type: none"> <li>▪ Attractive bush location</li> <li>▪ Ample space and easy access</li> <li>▪ Rubbish bin available</li> <li>▪ Immediately adjacent the Bruce Highway</li> <li>▪ On Bauple Drive</li> </ul>	<ul style="list-style-type: none"> <li>▪ Limited facilities - no toilets or dump point</li> <li>▪ Immediately adjacent the Bruce Highway</li> <li>▪ No signage</li> <li>▪ Difficult to manage and police</li> <li>▪ No immediate access to retail facilities</li> </ul>

### 6.3.1 Conclusions


Even with signage promoting the Bauple region, it is unlikely this site would generate much economic impact for Bauple. That said, it is an acceptable and attractive facility for RV tourists.

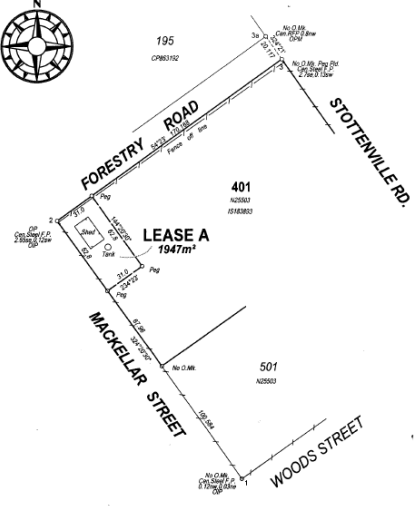


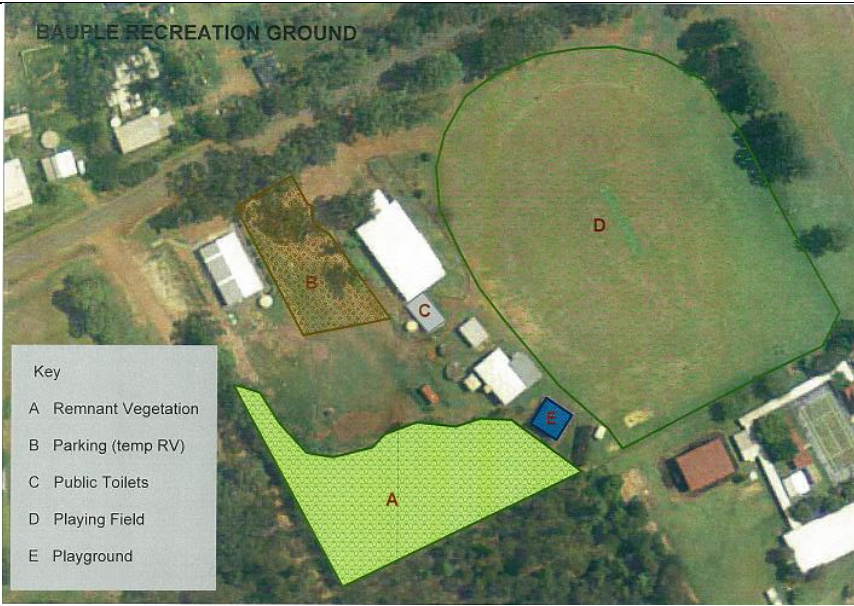
7 APPENDIX

The following is property information provided by Council on the main properties identified.


7.1 PROPERTY SHEET – BAUPLE MEN’S SHED LAND

Property Owner	FCRC – Lease to Bauple Community Shed Inc
Tenure	Reserve – Council Trustee – Bauple Community Shed Lease
Property Description	Lease A in Lot 401 N25503
Property Area (m2)	Lease area – 1947m2
Property Locality	<div></div> <p>Note – this locality map shows the whole parcel of Lot 401 – Bauple Community Shed lease area as depicted “generally” within yellow boundary</p>

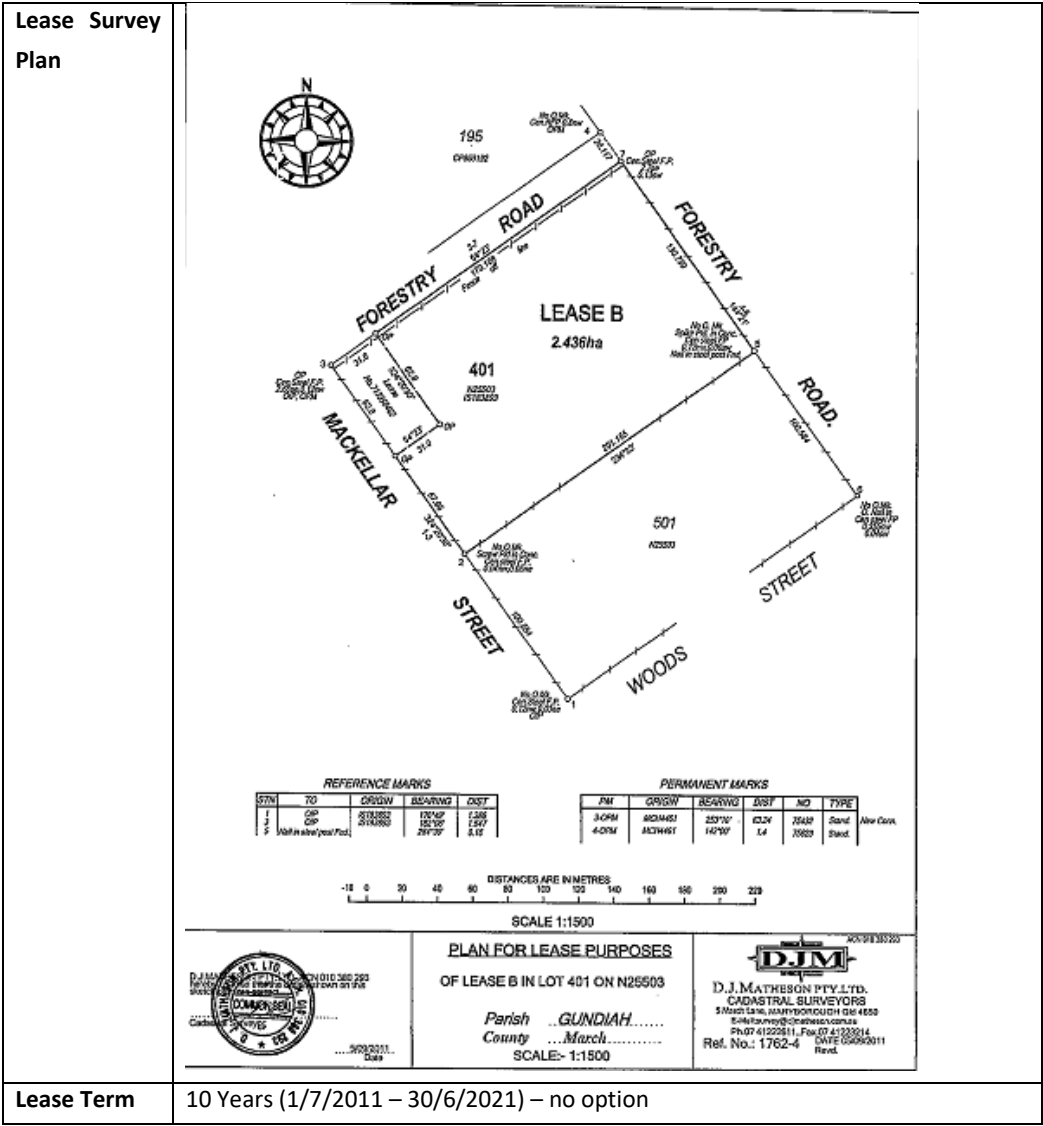
<b>Lease Survey Plan</b>	
<b>Lease Term</b>	20 Years (1/4/2011 – 31/3/2031) – no option
<b>Permitted Lease Use</b>	<p><b>Permitted Use</b> The Permitted Use of the Leased Area is for the purpose of storing equipment and the conduct of meetings and activities conducted on a not for profit basis for the benefit of the community of the Fraser Coast by Bauple Community Shed Inc.</p> <p>The Leased Area must not be used for –</p> <ol style="list-style-type: none"> <li>the financial gain of the members of Bauple Community Shed Inc.</li> <li>conduct of a business</li> <li>activities contrary to the objects within the Constitution of the Bauple Community Shed Inc.</li> <li>activities that contravene the Local Laws of the Fraser Coast Regional Council</li> <li>activities that contravene the relevant Planning Scheme of the Fraser Coast Regional Council</li> <li>activities that conflict with the designated purpose of the Reserve, that being Recreation purposes</li> </ol>
<b>Zoning</b>	Sport and Recreation zone
<b>Planning Considerations (for potential use as RV Site)</b>	<p>Planning Scheme overlays:</p> <ul style="list-style-type: none"> <li>Regulated vegetation</li> <li>Wildlife habitat</li> <li>Local Wetland and Local Wetland Buffer</li> <li>Bushfire Prone Area, Bushfire Hazard Potential Impact Buffer, High and medium bushfire hazard area.</li> <li>Water resource catchment area</li> </ul>

	<p>Any development on the site should have regard to the environmental values on the southern corner of the site.</p> <p>The hazard overlay code requires the preparation of a bushfire management plan for development materially increasing the number of people congregating on a site.</p> <p>The establishment of Nature based tourism (Self-contained RV camping) is impact assessable in the Sport and recreation zone.</p> <p>Council should satisfy itself that the proposed RV camping activity is consistent with the purpose of the reserve (Recreation).</p>
<b>Comments on potential extension of lease area</b>	As the Bauple & District Recreation Ground Association Inc hold a lease over the remaining area of Lot 401 N25503 – any alteration to the Bauple Community Shed lease would need to be negotiated.
<b>Other Information – map appears to indicate Remnant Vegetation etc</b>	 <p>BAUPLE RECREATION GROUND</p> <p>Key</p> <ul style="list-style-type: none"> <li>A Remnant Vegetation</li> <li>B Parking (temp RV)</li> <li>C Public Toilets</li> <li>D Playing Field</li> <li>E Playground</li> </ul>

7.2 PROPERTY SHEET – Community Recreation Grounds

Property Owner	FCRC – Lease to Bauple Community Recreation Grounds Inc
Tenure	Reserve – Council Trustee – Bauple Community Shed Lease
Property Description	Lease B in Lot 401 N25503
Property Area (m2)	Lease area – 2.436 hec
Property Locality	<div></div> <p>Note – this locality map shows the whole parcel of Lot 401 – Bauple Community Shed lease area as depicted “generally” within yellow boundary</p>






Lease Term 10 Years (1/7/2011 – 30/6/2021) – no option

<b>Permitted Lease Use</b>	<p>The Permitted Use of the Leased Area is for the purpose of community based activities conducted on a not for profit basis for the benefit of the community of the Fraser Coast by the Bauple &amp; District Recreation Ground Association Inc.</p> <p>The Leased Area must not be used for –</p> <ul style="list-style-type: none"><li>a. the financial gain of the members of Bauple &amp; District Recreation Ground Association Inc.</li><li>b. conduct of a business</li><li>c. activities contrary to the objects within the Constitution of the Bauple &amp; District Recreation Ground Association Inc.</li><li>d. activities that contravene the Local Laws of the Fraser Coast Regional Council</li><li>e. activities that contravene the relevant Planning Scheme of the Fraser Coast Regional Council</li><li>f. activities that conflict with the designated purpose of the Reserve, that being Recreation purposes</li></ul>
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<b>Special Lease Conditions</b>	<ol style="list-style-type: none"> <li>1. Upon obtaining the Trustee's written consent, the Trustee Lessee may grant approval for a sublease or form of occupation of existing buildings on the Leased premises, provided that the approval does not conflict any conditions of this Trustee Lease, so far as they are applicable to that occupation.</li> <li>2. The Trustee will attend to the mowing of all grassed areas within the Leased premises in accordance with Trustees level of service for a Rural Recreational Ground, unless the Trustee formally resolves to discontinue this service, at which time the mowing of the grassed areas within the Leased premises will become responsibility of the Trustee Lessee.</li> <li>3. The area within the Leased premises shown as <b>Area A</b> on the attached plan contains remnant vegetation and not to be cleared or maintained by the Trustee Lessee without first having obtained the written permission of the Trustee.</li> <li>4. The car park area located within the Leased premises between the Q150 Hall and the adjoining Men's Shed shown as <b>Area B</b> on the attached plan, may remain available to the general public for overnight camping by contained caravans and recreational vehicles only, until such time as the Trustee provides written advice that the Bauple "Rest and Stopover" area is available for overnight camping, or that the approval for overnight camping within the Leased premises has been withdrawn. Any camping which is not in self contained caravans recreational vehicles and/or exceeds the 24 hour limit must be reported to the Trustee immediately.</li> <li>5. The public amenities block located within the Leased premises, shown as <b>Area C</b> on the attached plan, must remain open to the general public at all times, unless advised otherwise in writing by the Trustee. The Trustee will undertake maintenance and cleaning of the amenities block in accordance with the Trustee's approved level of service for a rural public amenities block, as amended from time to time.</li> <li>6. The hot water service within the public amenities block referred to in Special Condition 5, must be made available for the Trustee Lessee's activities, as approved within the Permitted Use of the Lease, and for activities conducted by community organisations and/or the Bauple State School. The Trustee Lessee must ensure that the service does not remain available for use by the general public at other times, or by overnight campers.</li> <li>7. The 'Oval' area located within the Leased premises, shown as <b>Area D</b> on the attached plan, must be made available for use by the Bauple State School as a first priority between the hours of 9.00am and 3.00pm on school day or for any Bauple State School event.</li> <li>8. The playground within the Leased premises, shown as <b>Area E</b> on the attached plan, will be maintained by the Trustee in accordance with the Trustee's approved level of service for a public playground. Any hazard incident which could lead to an injury, damage etc identified in or around the playground area must be reported immediately to the Trustee and, if warranted, the playground must be cordoned off from the public immediately and appropriate signage put in place by the Trustee Lessee, restricting access, until the Trustee confirms in writing that it can be removed.</li> <li>9. The Trustee Lessee must ensure that all chemicals, detergents and cleaning products used within buildings facilities on the Leased premises which discharge into the septic system are recommended "septic friendly" products only.</li> <li>10. The Reserve is to be made available for Public Events, in this regard organised RV and Caravan chapter visits are considered to be an event and provided they do not conflict with a primary use (school or organised recreational), should be approved subject to reasonable and relevant conditions. In consultation with the Bauple &amp; District Ground Association Inc., Council reserves its rights to use the Reserve as a Public Place and for Temporary Entertainment Activities.</li> </ol>
<b>Zoning</b>	Sport and Recreation zone
<b>Planning Considerations (for potential use as RV Site)</b>	<p>Planning Scheme overlays:</p> <ul style="list-style-type: none"> <li>• Regulated vegetation</li> <li>• Wildlife habitat</li> <li>• Local Wetland and Local Wetland Buffer</li> <li>• Bushfire Prone Area, Bushfire Hazard Potential Impact Buffer, High and medium bushfire hazard area.</li> <li>• Water resource catchment area</li> </ul> <p>Any development on the site should have regard to the environmental values on the southern corner and northern boundary of the site.</p>

	<p>The hazard overlay code requires the preparation of a bushfire management plan for development materially increasing the number of people congregating on a site.</p> <p>The establishment of Nature based tourism (Self-contained RV camping) is impact assessable in the Sport and recreation zone.</p> <p>Council should satisfy itself that the proposed RV camping activity is consistent with the purpose of the reserve (Recreation).</p>
<p>Other Information – map appears to indicate Remnant Vegetation etc</p>	<div><div>BAUPLE RECREATION GROUND</div><div><div>Key</div><div>A Remnant Vegetation</div><div>B Parking (temp RV)</div><div>C Public Toilets</div><div>D Playing Field</div><div>E Playground</div></div></div>



### 7.3 PARKS AND RESERVES - BAUPLE OVERNIGHT RV CAMPING

**ITEM NO: ORD 11.4**

**FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 11**

**WEDNESDAY 15 JUNE 2011**

**SUBJECT: PARKS AND RESERVES- BAUPLE  
OVERNIGHT RV CAMPING**

**DIRECTORATE: INFRASTRUCTURE AND ENVIRONMENT**

**RESPONSIBLE  
OFFICER: DIRECTOR INFRASTRUCTURE AND ENVIRONMENT, Wayne  
Sweeney**

**AUTHOR: EXECUTIVE MANAGER ENVIRONMENT AND OPEN SPACE,  
Jamie Cockburn**

**DOC NO: #2006212**

**1. PURPOSE**

To present a proposed Bauple Central Rest Area and Overnight RV camping area as an alternative solution to those previously considered by Council.

**2. BACKGROUND & PREVIOUS COUNCIL CONSIDERATION**

2.1 At the ordinary meeting No. 5 of 16 March 2011 Council considered the officers recommendation for Item 11.6 *Parks and Reserves- Overnight RV Camping* and resolved as follows:

2. *The following Bauple locations be deferred for further community consultation and a report back to Council.*

<b>Location</b>	<b>Recommendation</b>	<b>Costs \$</b>
Bauple Sport and Rec Ground	No. Result of public feedback on the appropriateness of this site and investigation of alternative site at Rosendale Park	
Bauple Woollooga Road – Rosendale Park	Yes	6,000

Petitions lodged with Council at the above mentioned meeting sought the retention of the Bauple Sport & Recreation ground as the primary location for the RV stop over area in lieu of the Rosendale Reserve due to concerns that the recreational grounds provided a higher net community benefit.

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2.2 Council received Two (2) petitions and individual submissions both for and against the use of the recreational grounds for RV camping. In order to provide direction, the grounds raised by the petitioners and submitters having regard to the implications of Council's Local laws and management obligations as Trustees of the Bauple Sport and Recreation Grounds were assessed.

### 2.3 Bauple Sport and Recreation Ground Management Assessment

#### Subject land

The subject land is a 2.63 ha Recreation Reserve situated at Forestry Road Bauple. The subject land is rectangular in shape fronting a bitumen road to the north and east, unconstructed road to the west and adjoins the Bauple State Primary School to the east.

The topography of the site has been significantly altered through the provision of a level sports oval constructed within the general north east half of the site.

The balance of the site is generally level across the oval then falls to the west. The site contains a Q150 funded community hall, small public amenities block, scouts facility, day care centre, public playground, car park, men's shed, BMX track and remnant vegetation.

#### Services

The subject land is serviced by a rural standard bitumen road with sealed access to FCRC standards.

No reticulated water or sewer is available at Bauple. All services are provided on site. In this regard, potable water and toilet servicing is supplied via on site water storage with the toilets serviced by a domestic scale septic system.

Electricity and telecommunications are available to the land.

#### Current User Groups

Current known primary user groups include but are not limited to:

- Bauple and District Recreation Ground members and participants of programs;
- Men's Shed members and visitors;
- Scouts group;
- Play group;
- School children-formal use as part of school operations
- Participants in organised events and functions;
- Local community members; and
- Visiting Campers ( RV)

#### Camping as an Activity

Council as trustee of the reserve have allowed part of the land to be used for the purpose of Stop Over camping until a formal assessment and RV strategy/ position has been developed. At the Ordinary Meeting of March 16 Council considered recommendations and resolved that the matter of the Bauple Recreational Grounds use as a stop over RV camp site be deferred to allow further consideration and consultation.

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In considering the use of reserves for camping it is important to note that this land is a Reserve for Recreation. There are formally described Reserves for Camping, Reserves for Landing and Camping Purposes and Reserves for Caravan Park Purposes. This differentiation clearly defines the primary function of the subject land as being for recreation and accordingly, camping would be considered to be supplementary or subordinate to the recreational use of the site sanctioning stop over camping provided the activity did not compromise the use of the site for the primary purpose of recreation.

#### Trustee Management

In general terms, a trustee local government governs the activities on trust land via the preparation and implementation of Local laws. Local laws and the rights conveyed on each particular trust lot should be consistent with, or not diminish the purpose of the reserve held in trust.

Camping is consistent with most reserves provided that the camping meets a simple test including but not limited to:

- Non exclusive in that the use of an area for camping shall not prohibit either access to, or the safety of, the primary users of a trust lot;
- The operation of a camping area on certain public reserves is not for commercial gain nor is it anti competitive where commercial camping is available; and
- The use of the land would not result in the detriment or the erosion of value of any elements or features of state significance; and
- The use of the land for camping does not compromise achievement of the object of the Local law applicable

The current Local law for trustee management of the land is the Tiara Shire Council Local Law No. 15 Parks and Reserves. Whilst the local law contains no specific provisions regarding Camping, Council as trustee may approve, restrict or prohibit use of the land having regard to the primary purpose of the reserve, rights and obligations as trustees under the Land Act 1994 and the Object of the Local Law controlling the use of the land.

The primary object of Local Law 15 Parks and Reserves is to;

- (a) *provide for the establishment of parks and reserves on land within the Area under the Local Government's control; and*
- (b) *provide for appropriate public access to parks and reserves for active and passive recreation; and*
- (c) *protect the health and safety of persons using parks and reserves; and*
- (d) *preserve features of the natural and built environment and other aspects of the amenity of parks and reserves; and*
- (e) *regulate activities in parks and reserves and ensure appropriate standards*

Trustee management and decision making should be guided by the above criteria and decisions should be made having regard to the criteria provided.

#### Community Comment Technical Assessment

The use of the land for the purposes of overnight camping has been the subject of significant discussion and opinion within the Bauple and greater district.

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Via formal presentation at Council, dialog, media and written submission, varying degree of support and opposition has been presented. Whilst it is important to note the degree of support or opposition, Council as trustee must consider the grounds for submission against the purpose of the reserve and object of the local law when making a decision on the function, use and tenure of the subject lands.

To achieve this, the following assessment attempts to differentiate, evaluate and assess the grounds as presented to Council against the relevant criteria. It is important to note that the grounds both for and against utilised varying descriptions and terminology. The author has attempted to accurately consolidate and categorise the grounds as follows;

#### 1.1 Proximity to School and Other organised Activities including Scouts and the general safety to persons

##### Comment

There exists concerns' regarding a reduction of perceived safety resulting from the existence of itinerant campers within the recreation grounds.

A commonly applied tool to evaluate and quantify such concerns is the 'Crime Prevention Through Environmental Design' (CPTED) principles. Whilst predominantly created as a design tool, it has a role to play in assessment of current space and place.

A primary CPTED principle is Surveillance

The site and its attributes have limited natural or passive surveillance. By providing the perception of surveillance, the user feels safer and the offender feels at greater risk of exposure. The Recreation Grounds have limited passive surveillance due to the geographic layout, locations and configuration of buildings, obstructed view lines from use areas, limited adjoining uses / activities and a low level of public presence.

The concerns raised regarding campers could be considered both positively and negatively in that the encouragement of campers brings in users and therefore activity which in turn generates surveillance. The alternative which would seem to be the background of the perceived safety concerns is that the low use of the area could result in the promotion and protection of those carrying out unwanted surveillance. In this regard, the legitimacy of presence at a particular location should be considered having regard to the purpose, and preferred activities of that location.

Actions necessary to manage this concern and the capacity to implement are critical to the satisfactory management of this design element.

Council does not have the resources to implement a 7 day a week presence and surveillance of the site. Based upon information provided to Council the men's shed does not operate 7 days a week. It would be difficult to introduce management to offset the legitimacy of presence through a registration/ booking system for campers.

This ground is a legitimate concern for this reserve without the campers and when in small numbers with the campers.

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Council in considering the validity of this ground should do so having regard to objectives (c) and (e) of the local law and determine whether by allowing camping at the reserve Council is *protecting the health and safety of persons using parks and reserves?* And  
*Can the activity be regulated in the reserves to ensure appropriate standards?*

## 1.2 Traffic Safety and Conflict with Parking

Grounds of submission against the use of this site are concerned by the potential conflict between campers and those parking for purposes relating to the use of the Recreation grounds. Grounds of submission for an RV site raise the need to improve the site to make it more comfortable and accommodating. Further comments relating to this issue evolve around the topography and the possible cut and fill of the site to provide a level site for RV's and camper vans.

### Comment

The dedication of an area to the sole purpose of camping is inconsistent with the existing developed recreational use of the site and could be considered to be inconsistent with the primary purpose of the land.

The geometry, layout of the area, slope and conflict of use is a safety concern to both Reserve users and campers alike.

The area of the reserve set aside for car park and stop over camping area is approximately 1375m<sup>2</sup> having dimensions of approximately 25m x 55m. The car park surface ranges from a sealed access to road base and grassed areas. The land slopes from the NE to SW with a fall of approximately 1.5m across the site. The geometry, slope and surface of the dual purpose area has limitations. These limitations include; inability to delineate safe and effective movement areas, limitations to turning and manoeuvrability as well as a basic capacity limit. Officers of Council have witnessed the difficulties associated with navigating the site.

One solution advocated was the removal of the BMX track and extension of the parking area. Whilst the BMX track constitutes a small quantity of soil that could easily be moved to another site, the vacated area is very steep having approximately 2 m of fall, has a clay based soil that is very slippery and presents as a potential hazard to vehicles that may try to navigate such.

Management of the mix of use between campers and cars and the potential conflict is not an easy task. Who is going to regulate the number of campers on the site to ensure satisfactory functioning? Who will be installing signage advising of up and coming events or meetings and the need to leave parking available for recreation ground users?

Actions to address the matter could be implemented in the form of rules and regulations regarding use and priorities of use.

It is recommended that if the use is allowed at the site then at minimum the following conditions of use are imposed and that the rules be detailed on regulatory signage.

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#### Comment

The above mentioned are recognised social and economic benefits to the community as concluded by a number of academic and industry studies. Many local authorities and communities have implemented programs and are striving to achieve a RV friendly status.

The community' support of the establishment of a permanent Stop over camping area is demonstrated through the inclusion of free camping with facilities to promote and attract "Grey Nomads" and "RVs" as a Bauple Sustainability Strategy developed as part of the Bauple Vision and Community Development Plan.

Whilst there is some confusion regarding the status of the plan as compared to a Community Plan pursuant to the Local Government Act 2009, it is in itself recognition of the ground swell of support. However, general support and recognition of the benefits to the community for the site at question must be considered having regards to the fact and circumstance of the site and in this particular case, the Bauple Recreation Ground.

#### 1.5 Alternative Sites

Council at its meeting of 16 March were presented with an alternative site known as the Rosendale Reserve that is not supported by the general community as it is too close to the highway. The concern is that campers would pull off of the Bruce Highway, stay at the reserve then continue on along the Highway and bypass Bauple. The benefits of the Bauple Recreational Ground out way the Rosendale Reserve

#### Comment

The Reserve at Rosendale was nominated by operational maintenance staff as a suitable site as part of the development of a list of possible camp sites. The site has high aesthetic qualities, limited use. Limited conflict and provides a tranquil retreat from the main highway. The categorisation as an alternative was assigned when the original assessment of the Bauple Recreation Ground identified potential conflict.

The proposal for Rosendale includes the installation of tourist signage that will clearly depict the attractions and things to do at Bauple as well as other locations in the surrounding area. It is evident that the Bauple Recreational Ground would provide greater benefit to the Businesses and community centres in the township of Bauple.

Further discussion and more recent submission have targeted the large unused sections of the road reserves through the centre of Bauple. When first gazetted, several roads were deigned having a width of 3 chains being 66 yards or in metric terms, 60m wide.

Suitable area exists at this location, however, the local retail business, church and residences are in close proximity and would need to be consulted.

Another option would include the provision of day parking within the road reserve at this location.

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### 1.6 Commercial Competition

Representatives of the Caravan Park owners have expressed strong concern that Council is establishing free camping areas within 30 minutes drive of Commercial Caravan Parks.

#### Comment

Two (2) arguments exist regarding the impact of free camping upon commercial operations.

Proponents of free camping insist that those utilising free camp sites do not normally stop at caravan parks and accordingly there is limited economic impact to the caravan park industry and that the local economy will not be at a loss due to local spending.

Objections to free camping generally centre on the loss of income due to the unfair competition. In a tough economic climate, the Qparks members seek Councils support. As a regional Council, decisions should be made having regard to the businesses and the local business community.

The use of Reserve Land for an activity that creates an anti competitive camping scenario is in conflict with State land management policy. Trustees need to carefully consider this element and be certain that by providing free camping they are not promoting an anti competitive marketplace.

### 1.7 Campground Needed for the Sustainability of Bauple

The flow of visitors through the township provides the community groups and businesses increased patronage that help to ensure a long term existence and potentially growth.

#### Comment

There are no doubts that a solid stream of campers through Bauple would deliver on the sustainability front. However, with regards to the current situation, there is a succinct difference between 'sustainability of product' and 'sustainability of function' and one cannot be achieved without the other.

Current restrictions and primary function of the recreational reserve has limitations. Limitations that will affect the sustainability of function of Bauple as a free stopover camp destination.

Currently, the site accommodates a small number of campers continuously trickling through the site and town. With increased recognition of the qualities of the town by word of mouth and direct target advertising, the numbers travelling through will undoubtedly increase as has been witnessed at other free camp sites. The restrictions of function would result in an imbalance of supply and demand resulting in unavoidable conflict and possible misuse of the area. Solutions being advocated include increasing the area for camping by displacing the BMX track, or making the car park area exclusive for campers. Both of these are in direct conflict with the primary purpose of the Reserve and council as trustees need to recognise their obligations prior to considering implementation of such.

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#### 1.8 Bauple Recreational Ground would promote greater community interaction benefiting the whole of the region through promotion.

##### Comment

The community through passive interaction with travellers have the opportunity to point out the sites and attractions of the area/ region. The 'unhook and look' term is found within several submissions where visitors are encouraged to unhook their caravans and drive around the area.

The benefits of good promotion and general public role in promoting an area is well recognised and whilst signage will go some way towards achieving this goal, the vast personal interests and priorities of what is referred to as a grey army could not be captured by a sign. The provision of at minimum dedicated parking in close proximity to business centres and community facilities would help to promote this matter.

The 'unhook and look' promotion is concerning where free stop over camping is involved. Council and the crown should not be liable for the protection and management of absentee owners. Due to the need to manage and maintain the subject lands, this activity is one that should be approached with caution.

##### Conclusion

- 1 As a reserve for recreation, camping should not be considered to be a primary use and accordingly, function should have due regard to both the uses and users of the reserve for recreational pursuits.
- 2 The use of the site for stop over camping is not inconsistent and provided that the management of the land satisfactorily addresses the use and function of the site, limited use of the site for stop over camping could continue to occur.
- 3 Should the site be progressed for the purpose of stopover camping, a Land Management Plan would be required to manage the competing interests and conflict within the community. The Land Management Plan should be prepared in accordance with the State guidelines with the intent of achieving the statutory obligation of 'Duty of Care' as trustee pursuant to the Land Act 1994. Recent discussions with Officers of DERM concluded that, due to the level of public conflict and opinion regarding the use of the reserve, it is important that Council adopt a strategic view to the use of the land.
- 4 An alternative approach to draw travellers through Bauple would be the establishment of the Rosendale stop over with directional/promotional signage supported by a dedicated parking area for car caravan units or RVs within the town ship. In this regard, suitable road reserve exists which would provide a suitable outcome.

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- 2.4 Conclusion of the assessment is that the recreational ground is not a suitable long term solution for a RV Stopover area. In order to find a suitable solution an option was developed which included the provision of a stop over area at the Rosendale Reserve supplemented with directional/ tourism signage and short term day parking in the centre of the Bauple township. This proposal was presented to the public at an information day held on Saturday 16 May at the Bauple Band Hall. At this meeting the public were presented with plans detailing the Rosendale Reserve as the primary overnight stop area and a plan detailing a day parking area on the intersection of Bauple Drive and Main Street. Feeling and comment from the community was mixed and there was significant concern regarding the ability of the Rosendale site to deliver the community's objectives of an RV site due to its close proximity to the highway as compared to the actual township. Councillors and officers present through discussion with residents that visited the information day concluded that the only majority acceptable solution was a central Bauple location and that if it was available, general community support could be achieved.

In an attempt to find alternatives, discussion identified support for the proposed day parking area as a possible location for overnight stays.

Five alternative layouts were prepared and presented to community groups at a meeting on Wednesday 18 May at the Q150 Shed. At this meeting the options were refined to two preferred options with all groups present offering unanimous support for the central location.

The two preferred options were subject to further refinement following feedback at this meeting and were forwarded on to all of the directly affected residents of Bauple. In this regard, thirteen (13) property owners received a copy of the two preferred options with a covering letter seeking comment on the proposal. In response to the letters, Council received six (6) responses generally in support and one letter of objection. Comments received including recommendations for the physical form and function contained differing views on both the layout and site facilities. The following represents a list of recommendations/comments received both for and against:

- 1 That the RV stop over area shall be for overnight only;
- 2 That all proposed roads be sealed to prevent dust during drier times;
- 3 That the area not be expanded in the future;
- 4 Bollards be installed as detailed;
- 5 That the area including the intersection be adequately landscaped;
- 6 Maintain a suitable distance from directly adjoining property boundaries;
- 7 Fully self contained campers only;
- 8 Council must enforce any rules or regulation in place including signage;
- 9 Bus shelter must be large enough to protect children from inclement weather;
- 10 Provide as level area as possible;
- 11 BBQ's could be an optional addition;
- 12 Rubbish removal point;
- 13 RV Parking day parking spaces not required;
- 14 Main Roads signage;
- 15 Naming and Official Plaque;
- 16 Consider Room to expand;
- 17 Provision of Toilets;
- 18 Incorporation of Public Art ;

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- 19 Coin donation infrastructure with money raised to go to local community groups;
- 20 Sightlines for traffic and general traffic safety and parking for heavy vehicles;
- 21 Adequate facilities at the Recreational grounds and Museum including toilets and BBQ's;
- 22 Landscaping requires maintenance

### 3. PROPOSAL

Analysis of the proposal having regard to the general RV Strategy as considered at the meeting of the 16th March as well as comments from the community, residents and Councils design office, a preferred solution has been prepared. This solution builds upon the option of a single drive through RV and Visitor parking area adjoining a small public rest area serviced with two (2) small covered tables and Signage-Information station. A bus stop reorientated to face the north serviced by a sealed road and support landscaping. Distinct areas are to be separated utilising bollards to prevent encroachment as well as to clearly delineate vehicle areas.

No toilets are to be provided at this site and only self contained RV's Caravans are to utilise the area for overnight (24 hr) camping. In this regard, suitable signage detailing the rules and regulations regarding use of the area will need to be installed.

The resultant layout provides not only an area suitable for overnight RV camping, it includes a safe sealed centrally located bus stop for both children and other transit users and a central rest area.

### 4. FINANCIAL & RESOURCE IMPLICATIONS

The treatment and embellishments as detailed on the proposed layout shall be financed from the 2011/12 capital program.

### 5. POLICY & LEGAL IMPLICATIONS

The area is to be managed under Council's Local Laws.

### 6. CRITICAL DATES & IMPLEMENTATION

Design can commence at such time as a formal resolution to proceed is received from Council with construction commencing in July 2011.

### 7. CONSULTATION

Consultation on a Bauple solution has involved the following:

- Public Information day;
- Community Group Meeting
- Correspondence to directly affect residents;
- One on One meeting where requested by residents or groups;
- Internal referral with Councils engineering and environmental health departments.

15 JUNE 2011

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**8 CONCLUSION**

That the result of detailed review and consultation has resulted in a proposed RV/Caravan stopover in the centre of the township of Bauple that has a high level of public support for the overall concept of a Rest Area suitable for use as a stop over for self contained RV's and caravans.

**9. RECOMMENDATION**

That:

- 1 Council endorse the attached Bauple Rest Area including self contained RV/caravan 24hr Camping generally as depicted on the attached plan;
- 2 until such time as the site is operational, RV's be allowed to continue to camp at the carpark area of the Bauple Sport and Recreational Grounds;
- 3 the Chief Executive Office be authorised to implement recommendations 1 & 2 above; and
- 4 the Community at Bauple be advised accordingly.

**ATTACHMENT:****1. Bauple Rest Area Sit Plan**

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15 JUNE 2011

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27 SEPTEMBER 2017

**Bauple Progress Association Inc.**[baupleprogressassociation@gmail.com](mailto:baupleprogressassociation@gmail.com)

ABN: 62 250 854 452

Incorporation No: IA40449



## Report to Fraser Coast Regional Council

### RV Opportunities in Bauple

**Presented by the Bauple Progress Association  
On behalf of Bauple Community Groups**

The Bauple community received the Balfour Consulting report (dated 14 August, 2017) on 22 September 2017, and have unanimously concluded that the report is badly researched and has numerous erroneous statements. This report is not acceptable in that obviously better locations were not seriously considered.

The reality is that Bauple will never be a “destination” location but rather a pleasant overnight “off-highway” venue. Bauple can and will offer a cafe/store outlet, the Museum, free internet and an outlet for local arts and crafts, which the community groups are working towards. Tourists to the Museum often remark on the “Fairy House” that used to operate in Bauple, and we feel that this needs to be replaced in some way. Primarily, we do need ‘open’ businesses, as by not having even a simple cafe we are doing ourselves and Bauple an injustice. This is something that will be overcome soon.

There are other businesses in Bauple being the Gerbera Farm, Orchid Farm, Barenuts Macadamia Farm and the Rose Cottage Tea Gardens which are open for inspection by appointment.

The biggest drawback to any development of Bauple as an overnight RV venue is the total lack of signage on the Bruce Highway. We need extensive signage on the Bruce Highway, at or near to, both the northern and southern ends of Bauple Drive advising that Bauple is the home of the original Macadamia Nut and that there are two ‘off-highway’ RV sites available. The problem of site underuse is not the lack of sites within Bauple, it is the total lack of advertising it to the travelling public.

Bauple does not want, nor is there a need for an RV dump site. This service is available within about a half hour drive, both north and south of Bauple.



**BALFOUR RECOMMENDED SITE:****NOT ACCEPTED**

The site recommended is the most unlikely and least accessible or attractive site of the four locations covered by the brief given to the consultant. We make this statement based on:

- the cost of development of that site would be prohibitive.
- the current infrastructure would be adversely impacted by increased usage
- tank water is the only water available in Bauple and is extremely limited there
- water disposal is only through septic or individual reticulated water systems
- there are two septic absorption trenches under that site
- the BMX track is located on that site and is used by local children, and in fact the annual BMX gymkhana is held on the Rec Grounds and there
- the vegetation on the south west corner is a wildlife habitat and cannot be disturbed
- the current shower/toilet block is a domestic size and would not cater to RV numbers with the water system currently only 100ltrs
- the site is under lease to the Bauple Recreation Ground which only welcomes organised camping
- the land contains remnant bushland, which under the Bauple Recreation Ground Lease, must be left undisturbed.
- Council and the RV industry do not support dump points that are not connected to reticulated sewage
- The report quoted Jamie Cockburn's report dated 15 June 2011, but omits the one page that states the Recreation Ground site is totally unsuitable

Contrary to statements made in the Balfour report, the Community (Men's) Shed is not interested in maintaining that site for RV's. They are only present a few days per week, and this is not part of their intended or planned activities

The current location of the shop/garage in the Bauple Village is the perfect location to develop as a macadamia products outlet. There are hundreds of products produced with macadamias and yet this entire customer base is being ignored. We could only encourage the current owner to proceed in this direction, and ask that Council assist in any way possible, should this be implemented. Bauple could become widely known as a centre for its macadamia products.

The consultant also attended a community meeting in Bauple, hosted by the Bauple Progress Association (BPA). He was informed by a resident of his intention to open a convenience shop, cafe and automobile museum in Bauple. The consultant makes no mention of this anywhere in his report.

There are RV's using the site in the centre of Bauple on a regular basis. The installation of free BBQ's, at least another picnic shelter, a water tank and rubbish receptacles would also increase usage, together with further landscaping. Once there is an 'open' business in Bauple the usage would increase exponentially.

Rosendale Park is a 4 minute drive south of Bauple and is over 2 ha and would, with very little cost and some simple clearing and landscaping, the installation of free BBQs, water

tank and at least another two picnic sheds and rubbish receptacles, accommodate up to 20 vehicles, depending on vehicle type. Even without any upgrade, this is a picturesque location which is already frequently used by RV's and caravans.

Rossendale is an ideal "un-hook and look" site and should be promoted as such. With the installation of a Tourist information structure, showing an area map, what Bauple has to offer and events that occur in Bauple, this could easily direct travellers towards Bauple. It could also advise that (with a 4x4) it is possible to drive through to Tinnanbar and on to Tin Can Bay.

It could also show that there are free dump sites either 35klms north or 45klms south.

Neither the RV site in the centre of Bauple nor Rossendale Park appears on any traveller websites that we have found other than Wiki Camp. Once improvements are carried out we would ensure that photographs and information is circulated. Council could assist with its own advertising.

#### **OUR (BAUPLE COMMUNITY) RECOMMENDATIONS:**

- Large advertising on the Bruce Highway is required, both at the northern and southern entrances to Bauple Drive, such signs to be in consultation with the BPA
- Rossendale Park should be further cleared to allow more RV's access, with a circular area for ease of entry/exit
- Rossendale Park should have free BBQ's installed
- Rossendale Park should have more picnic shelters and rubbish receptacles provided
- Rossendale Park should have a potable water tank provided
- Rossendale Park should have a large weatherproof tourist information structure installed showing a local area map, attractions in Bauple, and annual events held.

These recommendations have been made on behalf of:

Bauple Progress Association Inc.	<a href="mailto:baupleprogressassociation@gmail.com">baupleprogressassociation@gmail.com</a>
Bauple Recreation Grounds Inc.	<a href="mailto:bauplerecgrounds@gmail.com">bauplerecgrounds@gmail.com</a>
Bauple Kid's Club	<a href="mailto:bauplekidsclub@gmail.com">bauplekidsclub@gmail.com</a>
Bauple Museum	<a href="mailto:bauplemuseum@gmail.com">bauplemuseum@gmail.com</a>
Bauple Band Hall	<a href="mailto:greg.littlejohn@bigpond.com">greg.littlejohn@bigpond.com</a>

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FRASER COAST REGIONAL COUNCIL  
ORDINARY MEETING NO. 3/25

REQUESTS FOR FURTHER INFORMATION

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**SUBJECT:** **ORD 15.4 - MARYBOROUGH WALK OF ACHIEVERS -  
RECOMMENDATION FOR 2025 INVESTITURE**

**DIRECTORATE:** **STRATEGY, COMMUNITY & DEVELOPMENT**

**RESPONSIBLE OFFICER:** **DIRECTOR STRATEGY, COMMUNITY & DEVELOPMENT, Gerard Carlyon**

**AUTHOR:** **MANAGER CULTURAL SERVICES, Lisa Stephenson**

**CONFIDENTIAL:** **No**

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**1. QUESTION**

Councillor George Seymour requested further information in relation to why the process differed from the 2023 terms of reference and previous practice.

**2. RESPONSE**

There is a level of confusion about how and why the criteria has changed since its inception, but officers can confirm that there was a point in 2017 when Council started to take on more responsibility for administering the process of nomination and selection. Previously, Council Officers appeared to have only arranged for the fabrication and installation of plaques and the unveiling event.

It was about that time it is believed that the 3<sup>rd</sup> criterion was added. Our records on SmartyGrants show that the nomination process was first setup on that platform in May 2022 and the three (3) criterion was in place at that time for the 2023 round. Feedback from the Council officers and community members involved in the project indicate that the 3<sup>rd</sup> criterion makes shortlisting difficult and potentially dilutes the program and therefore officers and the community committee support removing it.

The gap in the program delivery may be contributed to COVID and then change of officers administering the program, resulting in some context being lost. The new Guidelines document was prepared last year in an attempt to improve transparency of assessment and clarity of roles. This has unintentionally resulted in further confusion, and it is timely to seek Council direction of the purpose of the program and the method by which it should be delivered and approved.

It is recommended that Council formalise a committee with a Terms of Reference, clarification about whether Council will make final decision on selection via Council report, and potential expansion of committee structure to allow for Councillor representation and community member succession planning, noting that the community members request that if a formal committee were to be formed, they believe a Maryborough councillor should be involved.

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**3. ATTACHMENTS**

Nil