



## **AGENDA**

**FOR TOURISM AND VISITOR SUB COMMITTEE MEETING TO BE HELD ON**

**12 FEBRUARY 2018 AT 4:30 PM**

**IN COMMITTEE ROOMS, 12 JAMES STREET, SALISBURY**

### **MEMBERS**

Cr S Reardon (Chairman)  
Mayor G Aldridge (ex officio)  
Cr R Cook  
Cr J Woodman  
Cr R Zahra  
Mr Jack Buckskin  
Mr Kevin Collins  
Ms Marilyn Collins  
Mr Jeffrey Pinney  
Mr David Stockbridge (Deputy Chairman)  
Ms Janine Kraehenbuehl

### **REQUIRED STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
Manager Communications and Customer Relations, Mr M Bennington  
Administrative Coordinator - Business Excellence, Mrs M Potter

### **APOLOGIES**

### **LEAVE OF ABSENCE**

### **PRESENTATION OF MINUTES**

Presentation of the Minutes of the Tourism and Visitor Sub Committee Meeting held on 04 December 2017.

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**REPORTS**

- TVSC1 Recreational Vehicle (RV) Park Assessment for Pioneer Park..... 5
- TVSC2 Update on Discover Salisbury (Verbal)

**OTHER BUSINESS**

**CLOSE**



**MINUTES OF TOURISM AND VISITOR SUB COMMITTEE MEETING HELD IN  
COMMITTEE ROOMS, 12 JAMES STREET, SALISBURY ON**

**4 DECEMBER 2017**

**MEMBERS PRESENT**

Cr S Reardon (Chairman)  
Mayor G Aldridge (ex officio) (*from 5.01 pm*)  
Cr R Cook  
Cr J Woodman  
Cr R Zahra  
Mr Kevin Collins  
Ms Marilyn Collins  
Mr Jeffrey Pinney  
Mr David Stockbridge (Deputy Chairman)

**OBSERVERS**

Nil

**STAFF**

General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
Manager Communications and Customer Relations, Mr M Bennington  
Administrative Coordinator - Business Excellence, Mrs M Potter

The meeting commenced at 4:45 pm.

The Chairman welcomed the members, staff and the gallery to the meeting.

**APOLOGIES**

No Apologies were received

**LEAVE OF ABSENCE**

Nil

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**PRESENTATION OF MINUTES**

Moved Cr R Zahra  
Seconded Cr R Cook

The Minutes of the Tourism and Visitor Sub Committee Meeting held on 11 September 2017, be taken and read as confirmed.

**CARRIED**

**REPORTS**

**TVSC1 Historical Way Finding Signage**

*Mayor G Aldridge entered the meeting at 5.01 pm.*

Moved Cr R Cook  
Seconded Member M Collins

1. The information within this report be received and noted.
2. That in April 2018 the committee, in a workshop with staff, develop a list of sites to be investigated and considered for signage installation.
3. That staff investigate the sites/locations further prior to discussing with DPTI.
4. Upon the agreement with DPTI about the sites/locations that staff lodge an application for the signage as budget is made available for the manufacture, installation and ongoing maintenance, as part of the 2018/19 New Initiative Bid Process.

**CARRIED**

**FURTHER RECOMMENDATION**

Cr R Zahra moved a FURTHER RECOMMENDATION that:

A report on Local Heritage Signs be provided following the April 2018 workshop.

Seconded Mr D Stockbridge

**CARRIED**

**OTHER BUSINESS**

Nil

**CLOSE**

The meeting closed at 5:15 pm.

CHAIRMAN.....

DATE.....

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<b>ITEM</b>	TVSC1
	<b>TOURISM AND VISITOR SUB COMMITTEE</b>
<b>DATE</b>	12 February 2018
<b>HEADING</b>	Recreational Vehicle (RV) Park Assessment for Pioneer Park
<b>AUTHOR</b>	Dylan Grieve, Urban Planner, City Development
<b>CITY PLAN LINKS</b>	3.2 Have interesting places where people want to be.
<b>SUMMARY</b>	This report provides further information relating to the establishment of an RV park at Pioneer Park adjacent to Salisbury City Centre specifically relating site suitability, costs and planning issues.

### RECOMMENDATION

1. That the report be noted.
2. That a detailed feasibility assessment and design works be undertaken prior to Council making a decision on whether to proceed to public consultation on establishing an RV Park at Pioneer Park.

### ATTACHMENTS

There are no attachments to this report.

## 1. BACKGROUND

- 1.1 In early 2017, the Salisbury Business Association requested Council to consider establishing an RV Park in Pioneer Park. At its meeting on 27 March 2017, Council resolved:

*That a report be brought back outlining possible Recreational Vehicle sites in the City of Salisbury with a focus on the CBD*

[Resolution Number 1656/2017]

- 1.2 Administration evaluated five locations as potential options to site an RV Park. Council, at its meeting on 24 July 2017, endorsed Pioneer Park as its preferred choice for further investigations. The decision to endorse Pioneer Park reflected its proximity to the Salisbury City Centre, public transport access, access to essential and specialised services and passive surveillance from adjacent properties.

- 1.3 Council's decision to continue investigations into establishing an RV Park and its preferred location in Pioneer Park was questioned by the operator of the Highway One Caravan Park at the 25 September 2017 Council meeting. In response, Council resolved:

*A report be brought back addressing the issues raised during the deputation by Mr Schammell and Mr Hutchinson, in particular site location, scope of works, cost details and planning advice.*

[Resolution Number 2029/2017]

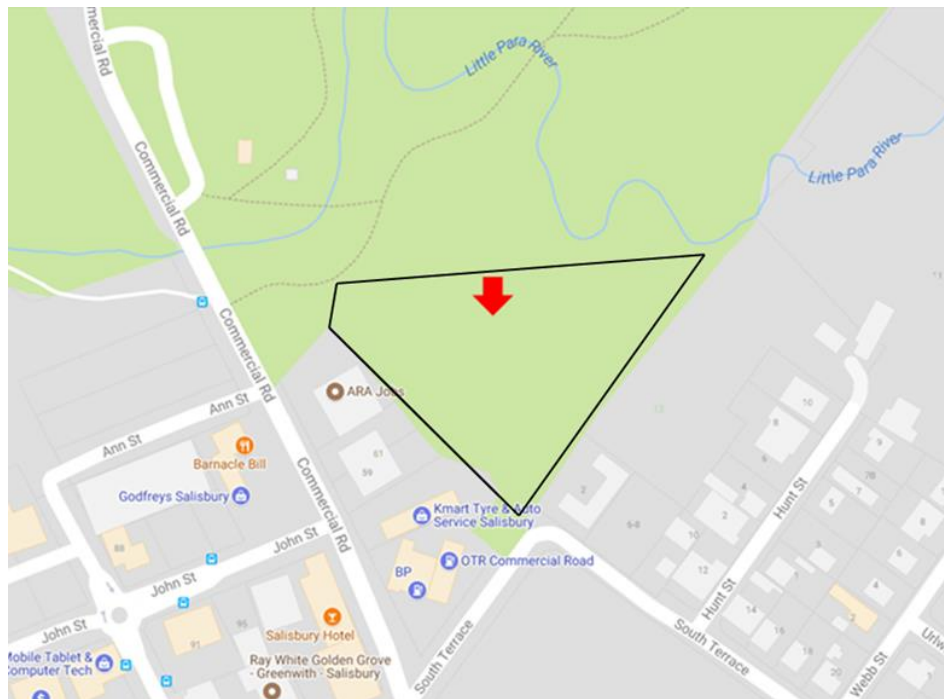
## 2 CONSULTATION / COMMUNICATION

- 2.1. Significant internal and external consultation has occurred to inform this report and previous reports on the matter. As this report builds on the content and direction of previous reports, the listing below includes all previous consultation on the matter.
- 2.2. Internal
- 2.2.1. Manager Technical Services City Infrastructure (Technical Services): regarding existing infrastructure, connection to infrastructure (including sewer), ongoing infrastructure requirements and accessibility to the Salisbury Centre.
  - 2.2.2. Coordinator Property City Infrastructure (Property & Buildings) in relation to *Local Government Act* Community Land requirements, including leases.
  - 2.2.3. Manager Field Services City Infrastructure (Field Services): Regarding maintenance issues and suitability for vehicles traversing the site.
  - 2.2.4. Senior Social Planner – Community Development: regarding potential interface issues with other users of Pioneer Park and adjacent parks.
  - 2.2.5. Team Leader – Planning: Regarding land use and statutory public notification requirements under the Development Act.
- 2.3. External
- 2.3.1. South Australian State Representative on behalf of the Campervan and Motorhome Club of Australia (CMCA): Discussion regarding the implementation, operation and on-going maintenance of a RV Park, under the CMCA model, included within Report.
  - 2.3.2. CEO & Company Secretary, Campervan and Motorhome Club of Australia.
  - 2.3.3. Proprietors - St Kilda Tackle 'N' Tucker, in the context of the existing St Kilda RV Park.
  - 2.3.4. Proprietor – Highway 1 Caravan and Tourist Park, as an operator of an existing commercial facility in the City of Salisbury.
  - 2.3.5. Norman Waterhouse Lawyers for legal advice concerning relevant legislation, sequencing and categorisation of the proposed use.

- 2.3.6. Town of Gawler and City of Charles Sturt, as authorities who have had representations / applications made to them by CMCA regarding the establishment of an RV Park.

### 3 REPORT

- 3.1. Self-contained RVs are campervans, caravans or motorhomes that have in-built eating, sleeping, food storage and preparation facilities, bathroom and toilet amenities, clean water storage, deep cycle batteries and a hot water service. They do not rely on being connected to power, water or gas for long periods of time. This implies that the facilities that are provided in a traditional caravan park, need not necessarily be provided in an RV park.
- 3.2. Council's preferred site to locate the RV park is illustrated in the map below:



- 3.3. Administration adopted an approach that any RV parking facility should as a minimum meet the requirements of the Caravan and Motor Home Club of Australia's RV Friendly Town or RV Friendly Destination designations. Essential criteria for an RV Friendly Town are:
- Provision of appropriate parking within the town centre, with access to a general shopping area for groceries and fresh produce.
  - Provision of short term, low cost overnight parking (24/48 hours) for self-contained recreational vehicles, as close as possible to the CBD.
  - Access to potable water.
  - Access to a free dump point at an appropriate location.

- 3.4. Council's endorsed Tourism and Visitor Strategy is silent on the RV market segment and the facilities required to support it. Council has an established RV parking area at St Kilda and endorsed, as part of the St Kilda Stage 2 Masterplan, the relocation of that RV parking site to another area in St Kilda at an expected cost of \$235,000. In addition RV parking is available at the Highway One Tourist Park at Bolivar.
- 3.5. Concerns have been expressed that a new RV Park would divert users from the St Kilda RV facility and Highway One Caravan Park. The commentary from the Highway One Caravan Park is that Council-owned sites should not be in competition with local private enterprise. The Highway One Caravan and Tourist Park has recently made a substantial financial investment to upgrade the offering and facilities. The operators claim these facilities and amenities have created an attractor for visitors to stay in Salisbury. The proprietors expressed concern that the establishment of another RV Park within the City of Salisbury may impact on the financial viability of its operation.
- 3.6. The issues raised in the deputation by Highway One Caravan Park were referred to Norman Waterhouse lawyers for advice.
- 3.7. Norman Waterhouse advised that the ordinary definition of a caravan park involves "supervision" by an on-site manager. Further, a caravan park will usually provide other facilities such as toilets and amenities, powered sites, recreation facilities and so forth. If the proposal simply involves provision of a cleared area in which recreational vehicles can park overnight, it is not defined as a "caravan park" within the ordinary meaning of that term.
- 3.8. "Tourist accommodation" is not a defined term, but it is a term that appears throughout the Development Plan in various contexts. In previous case law, it has been said that it is an imprecise term and in its broadest sense, it means anything that provides for the needs of tourists. In the Open Space Zone, the list of non-complying development includes the term "Tourist Accommodation." Norman Waterhouse concluded that the proposal is probably for a form of non-complying "tourist development" in the zone, but Council could consider treating it as merit, while advising any prospective operators that there may be doubt about its legal position.
- 3.9. In utilising Pioneer Park, Norman Waterhouse advised that Council would need to have regard for those sections of the *Local Government Act 1999* that deal with leases over community land (sec 202), management of community land (sec 199), use of community land for business purposes (sec 200) and by laws. To adequately address these matters, Norman Waterhouse recommended the following process (noting Council would have an option to proceed or cease the process at the end of each stage):
  1. Amend Community Land Management Plan (if Council wishes to minimise associated risk) - requires public consultation in accordance with Council's Public Consultation Policy.



2. Approach market (if the Council decides to do so). The risk with not approaching the market is that a competitor may seek a review under s270 of the Local Government Act or may initiate a complaint against Council. The approach to market would need to be limited to an RV Park use and there is a risk that this limitation may be overly restrictive to operators and ultimately commercially unviable.
3. Public consultation in relation to the proposed lease

Assuming that a 5 + 5 lease is the preferred instrument for granting tenure, there will need to be public consultation prior to a lease being granted. Public consultation must be undertaken in accordance with the Council's public consultation policy. If a lease of 5 years or less is proposed, there are concerns about whether the Community Land Management Plan is specific enough in order to take advantage of the exception in s202(3)(a). For that reason, it is recommended that consultation occur even in relation to a shorter lease.
4. Decision to grant lease/permit under sections 200 and 202 and by-law 3 (noting this can be done concurrently)
5. Development application. As the establishment of an RV Park would constitute a change in use, a development application is required under the *Development Act 1993* and would likely be assessed as "on-merit" and Category 3 for the purposes of public notification requiring public notice in 'The Advertiser' and to adjoining and affected property owners and occupiers.

As the proposed use is on Council land the appropriate process is for Council to write to the Minister for Planning requesting that the Minister appoint the State Commission Assessment Panel as the Relevant Authority. From recent experience, the Minister is likely to decline the request for the Commission to act as the relevant authority and refer the application back to Council to determine. Under this scenario the application will be referred to the Council Assessment Panel for determination.
- 3.10. It is estimated that the recommended process would take approximately, best case scenario, 18-24 months. This includes a Council care taker period for the 2018 local government elections.
- 3.11. Council's City Infrastructure Department undertook a preliminary site suitability assessment on Pioneer Park for use as an RV Park with the following findings:
  - 3.11.1. Flood Assessment – Current studies show the site is subject to inundation in a 1-in-100 year event. Discharges by SA Water from upstream may result in a flood event as low as a 1-in-20 year event.
  - 3.11.2. Soil Type - The soil is typical of alluvial silt and, as observed previously, does become boggy and tends to hold water in depressions across the site.
  - 3.11.3. Site History - This site was market gardens for vegetables and a full site contamination assessment would be required.

- 3.11.4. Utilities - the site is suitable for utility upgrades subject to conditions around the High Voltage Power Lines. It is likely that electricity will have to be undergrounded and lighting would be limited to bollards and meet the distance criteria away from the surrounding buffer zones.
- 3.11.5. Access - The current access track is not suitable, as it is not an all-weather track and is too steep with an incline greater than 10%. Significant reworks are required for this access point for use by Recreational Vehicles.
- 3.12. These matters were discussed with sub-committee members and members of the Executive Group at the on-site inspection of Pioneer Park that occurred in December 2017.
- 3.13. In determining a likely cost it is reasonable to assume that given the nature of RV Parks the cost would be less than a basic standard caravan park. The Rawlinson's Cost Guide 2017 categorises caravan parks into three standards based on professional quantity surveyor data collected on existing caravan parks throughout Australian states. The three categories are Basic, Medium and High, with the estimated cost of establishing caravan parks with each category being:
- Basic Standard Caravan Park: \$19,800 - \$21,300 per bay
  - Medium Standard Caravan Park: \$27, 100 - \$29,200 per bay
  - High Standard Caravan Park: \$36,500 - \$39,300 per bay.
- 3.14. Given the works required outlined in paragraph 3.10, a summary of indicative costs is tabulated below and has been provided internally for the purpose of quantifying the scale of the project:

<b>4 Item</b>	<b>Cost (\$)</b>
Dump Point	25,000
Dump Point Water Connection	5000
Fencing	20,000
Access Ramp (7m wide Asphalt + Grade Correction and entry modifications)	105,000
Internal Gravel Driveway (250mx6mx250\$/m2)	375000
Signage	5,000
South Terrace Footpath	10,000
Rainwater Tank Removal	10,000
Service Connections (Water to Site, Sewer and Electrical TBD)	50,000
<i>Contingency (20%)</i>	<i>121,000</i>
<b>Total</b>	<b>\$726,000</b>

- 4.1. The end cost to Council of developing an RV Park in Pioneer Park would ultimately depend on what costs could potentially be passed on to a prospective operator as a condition of lease.
- 4.2. It should be noted that the above costs do not include factors such as staff time, additional legal expenses and development of consultation materials.

- 4.3. Representatives of the CMCA (Mr. Kevin Collins) have promoted the use of Pioneer Park for use as an RV Park. Mr. Collins also sits on the Tourism and Visitor Sub Committee, as an external member.
- 4.4. The CMCA promote the benefits to Councils of their management of RV Parks as:
- CMCA seeks no financial or in-kind support from councils to develop the RV Park network;
  - CMCA seeks to lease council land on the same basis as any other not-for-profit association, such as a bowling club, community or the like;
  - The CMCA will pay rates on the site;
  - The CMCA will make a financial contribution to the establishment costs and has verbally indicated its willingness to cover the cost of the dump point, signage, fencing, driveway grading, asphaltting and water connection.
  - The RV Park activities will be overseen by an on-site CMCA volunteer custodian.
- 4.5. The CMCA representative has informally proposed to lease about one hectare of Pioneer Park from Council that would be fully operated and maintained by the CMCA. It is proposed for members only, although anyone arriving at the RV Park that has a fully self-contained RV is able to join the club for a \$16 joining fee and \$44 per year membership fee. Upon joining they immediately gain all of the benefits of the club and can use similar RV Parks elsewhere in Australia.
- 4.6. The process for delivery as put forward to Council by the CMCA representative, includes:
1. The CMCA is firstly seeking to obtain a lease over part of Pioneer Park for the establishment of a member's only RV Park.
  2. Following public consultation, the CMCA will fully assess the site, from their operational and business perspective, and determine the design and development costs to determine if the project is viable.
  3. The CMCA will lodge a Development Application for the proposed works.
- 4.7. It should be noted that the steps proposed by the CMCA do not fully accord with the legal advice that Council has received, as detailed in section 3.11, in relation to the correct procedures Council must follow under the relevant Acts and by-laws.
- 4.8. The CMCA has also approached other Councils seeking the establishment of an RV facility within their boundaries.
- 4.9. The Town of Gawler at its meeting on 22 August 2017 decided not to pursue an application by the CMCA to become an RV Friendly Town, but rather investigate the Community Welcomes Recreational Vehicles Program with SA Parks, subject to further investigations.

- 4.10. The legal advice that the Town of Gawler received contemplated that for a Council to consider providing an overnight self-contained free camping service, Council needs to appropriately consider and prevent unfair competition in the delivery of services within the same competitive market that privately-owned businesses exist. If a government body considers such an activity to be a market activity the National Competition Policy (NCP) and associated policies must be considered.
- 4.11. The NCP was adopted by the Commonwealth government in the mid 1990's, with the aim of removing the distortion of markets which had occurred through various types of government interventions. The adoption of the policy then leads to the development of a number of acts and guidelines for adoption by all levels of government.
- 4.12. On 31 July 2017 a deputation was presented to City of Charles Sturt on behalf of the CMCA to introduce and explain the concept of self-contained RV Parks to the Council. In brief, CMCA was seeking to partner with the City of Charles Sturt to establish a CMCA RV Park.
- 4.13. The City of Charles Sturt resolved to encourage the CMCA to negotiate the "Dollar Wise" option with existing local caravan parks. The Dollar Wise option involves caravan parks offering members sites at \$10 per vehicle per night or less. The criteria is different at each park, some will offer basic self-contained sites, while others will have amenities included in the price. Highway 1 Caravan & Tourist Park are not members of the CMCA Dollar Wise Park Network.
- 4.14. There are, however, locations that have entered into agreements for RV parks. The Ingham RV Site in the shire of Hinchinbrook, Queensland has made available statistics from the first year of their trial RV site:
- (1) The number of respondents (approximately 85%) that indicated they were never going to stop in that shire if the RV site had not been available;
  - (2) The evidence of dollar per visitor/RV stay spend per day (approximately \$100). This data was supported by feedback from the local businesses who responded that they had witnessed a noticeable increase in business activity.
- 3.29. The economic argument for establishing an RV Park requires consideration of the volume of users expected for the facility, assumptions relating to their daily spending in the area and the potential diversion of trade from existing operators.
- 3.30 At this stage no location-specific analysis has been undertaken to determine the likely demand for such a facility in or adjacent to the Salisbury City Centre.
- 3.31 The self-contained RV market is said to be worth \$6.5 billion a year to the Australian economy, with that figure growing steadily. The Caravan and Camping Industry Association (CCIA) has conducted research that suggests that one-third of RV users generally stay at a caravan park only, one-third never stay in a caravan park and the remaining one-third do not have preference of where they park.

**5 CONCLUSION / PROPOSAL**

- 5.1. As outlined in this and previous reports, the RV sector is a growing segment of the tourism market. Organisations such as the Salisbury Business Association see the potential benefits of well-situated RV parks in attracting additional visitors and associated expenditure.
- 5.2. The process for establishing an RV Park at Pioneer Park is likely to be lengthy with a significant financial commitment from Council (unless those costs can be passed onto a prospective operator as a condition of lease).
- 5.3. Concerns have been expressed at the impact the establishment of an additional RV park within the City of Salisbury would have on existing commercial operations.
- 5.4. The work undertaken to date has scoped a high level proposal and provided indicative timeframes and costings. It would be considered prudent that a detailed feasibility assessment and design works be undertaken prior to Council making a decision on whether to proceed to public consultation on establishing an RV Park at Pioneer Park.
- 5.5. Alternatively Council could respond to the Campervan & Motorhome Club of Australia and the Salisbury Business Association thanking them for their interest in establishing an RV Park in the Salisbury City Centre and advising them that Council is not going to pursue establishing a Recreation Vehicle Park in that location.

**CO-ORDINATION**

Officer: A/GMCID  
Date: 31.01.18