

Sustainability assessment criteria for visitor use and tourism in New South Wales national parks

Adopted by the Director General of the Department of Environment, Climate Change and Water under section 151B(3) of the National Parks and Wildlife Act 1974

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Background and purpose

Land reserved under the *National Parks and Wildlife Act 1974* (NPW Act) as national parks, historic sites, state conservation areas, regional parks, karst conservation reserves and Aboriginal areas are managed to protect their unique values and provide for sustainable visitor use and enjoyment. This includes the provision of visitor experiences and, where appropriate, the provision of visitor facilities including visitor accommodation.

Section 151 of the NPW Act provides for the grant of leases or licences within a reserve, including any new or existing buildings or structures. With the exception of nature reserves, the purposes for which a lease or licence may be granted are set out in s.151A.

Before granting a lease or licence the Minister must be satisfied of certain matters, which are detailed in s.151B. These include: the compatibility of the proposal with natural and cultural values; the sustainable and efficient use of natural resources, energy and water; and the appropriate form and scale of any new buildings or structures, or modifications to existing facilities.

In determining whether those matters have been satisfied the Minister must also have regard to assessment criteria adopted by the Director General of the Department of Environment, Climate Change and Water (DECCW).

The criteria in this document have been adopted by the Director General of DECCW in accordance with s.151B(3) of the NPW Act. They relate directly to the matters listed in s.151B(1) and will assist the Minister in deciding whether those matters have been satisfied, and consequently whether to grant a lease or licence.

There are three criteria which range from strategic decisions about the location of lease and licence proposals and potential effects on natural and cultural values, down to detailed consideration of resource and materials use.

- All proposals need to address criteria 1 and 2.
- Only proposals involving new buildings or structures, or modifications, will also need to respond to criterion 3.

The detailed matters for consideration under each criterion are included in Appendices A, B and C.

Review and variation of criteria

A review of the criteria will be undertaken no later than five years after their adoption by the Director General.

Any proposed variations to the criteria must be referred to the National Parks and Wildlife Advisory Council in accordance with s.151B(3) of the NPW Act. The criteria may only be varied if the Council has advised the Director General that the proposed variation, on balance, improves or maintains the environmental outcomes provided for under the existing criteria.

Explanatory notes

Consistency with the NPW Act

All lease and licence proposals must be consistent with the NPW Act. This includes the objects of the Act, the management principles for each reserve type, the provisions of the relevant plan of management, and any other specific requirements of the Act.

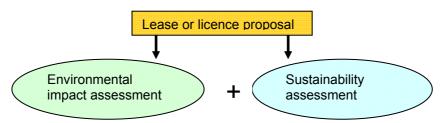
The consistency of a proposal with the NPW Act is considered at the earliest possible stage in planning. The environmental impact assessment process (see below) then provides the formal documentation of decision-making in this regard.

Proposals that are not consistent with the NPW Act, have an unacceptable environmental impact or cannot satisfy the matters detailed in s.151B of the Act will not be considered suitable.

Integration with environmental impact assessment

Activities within the national parks system, such as building or infrastructure works and major visitor events, are subject to an assessment of environmental impacts in accordance with statutory requirements. That includes consideration of issues associated with biodiversity, cultural heritage, and social and economic impacts.

Requirements for environmental impact assessment will remain in place and are in addition to the sustainability assessment criteria set out in this document. For many projects that require a lease or licence under s.151 of the NPW Act, this means that an environmental impact assessment *and* sustainability assessment will need to be prepared and submitted at the same time. This will ensure that all information regarding the proposal is available to the relevant decision-maker.



Consultation and referrals

The NPW Act makes provision for certain types of lease and licence proposals to be publicly exhibited and/or referred to the Advisory Council or nominated Advisory Committee for comment.

In addition, some proposals may require consultation with native title claimants in accordance with the Commonwealth *Native Title Act 1993*.

Further information

Further information on the above matters is included in the *Sustainability Guidelines* for visitor use and tourism in NSW national parks, which have been prepared to support implementation of the criteria.

Criterion 1 – Site suitability and compatibility with natural and cultural values

Section 151B(1)(a) of the NPW Act requires that the Minister must be satisfied that the purpose for which a lease or licence is granted is compatible with the natural and cultural values of the land to be leased or licensed, and reserved land in the vicinity of that land.

All lease and licence proposals must address criterion 1.

Aim: Proposals are undertaken in locations that are appropriate and suitable for the particular purpose and will protect natural and cultural values.

The national parks system contains a vast array of landscapes, from wild and remote locations with minimal human disturbance to places where the evidence of past and present use is clearly apparent (such as camping and picnic areas, buildings, and infrastructure).

In many cases, areas in a park that have been disturbed or have existing buildings and structures (including heritage items) will be the most obvious candidates for proposed new purposes or expansion of existing uses. Quite often they will already have good access, supporting infrastructure, and be capable of accommodating visitor use.

However, existing disturbance and the degree of modification is only one factor to be considered. Other features of a site and surrounding locality must also be taken into account. In some cases, for example, areas of previous disturbance may be high priorities for ecological restoration. Similarly, the adaptive reuse of buildings may not always be possible due to impacts on historic heritage values, or there may be unacceptable impacts resulting from the need to upgrade supporting infrastructure.

There are two matters that the Minister should take into account in deciding whether a leasing or licensing proposal will achieve the required conservation outcomes.

1 Site suitability

Objective: Proposals support the existing natural or cultural heritage condition of a site and the surrounding locality, or facilitate planned improvements.

In assessing site suitability, full consideration will be given to both the characteristics of the specific site of the leasing or licensing proposal and the broader landscape context of the site (the surrounding area of reserved land).

The method for determining site suitability is detailed in Appendix A. The method includes consideration of past levels of disturbance, including the presence of existing buildings and structures that may be available for adaptive reuse. It steers proposals that may involve greater levels of visitor use towards those locations that are relatively more modified and which are not considered priorities for ecological restoration or other uses.

The analysis of site suitability, and justification of site selection, is documented as part of the environmental impact assessment process for a proposal (see explanatory notes below).

2 Conservation of natural and cultural values

Objective: Proposals demonstrate that they are compatible with the conservation of natural and cultural values.

The objects of the NPW Act include the conservation of a range of natural and cultural values. Examples of identified values include biodiversity, ecosystem processes, significant landforms, Aboriginal objects and places, and places of social value to the people of NSW.

The specific matters to be taken into account (where relevant to the particular proposal) in considering the effect of a lease or licence proposal on natural and cultural values include any:

- environmental impact on the community
- transformation of a locality
- environmental impact on the ecosystems of the locality
- reduction of the aesthetic, recreational, scientific or other environmental quality or value of a locality
- effect on a locality, place or building having aesthetic, anthropological, archaeological, architectural, cultural, historical, scientific or social significance or other special value for present or future generations
- impact on the habitat of protected fauna (within the meaning of the NPW Act)
- endangering of any native species of animal, plant or other form of life, whether living on land, in water or in the air
- impacts on threatened species, populations, or communities
- long-term effects on the environment
- degradation of the quality of the environment
- risk to the safety of the environment
- reduction in the range of beneficial uses of the environment
- pollution of the environment (all forms, including noise and light)
- environmental problems associated with the disposal of waste
- any impact on coastal processes and coastal hazards, including those under projected climate change conditions
- increased demands on resources (natural or otherwise) that are, or are likely to become, in short supply
- any cumulative environmental effect with other existing or likely future activities.

The consideration of a proposal's compatibility with the conservation of natural and cultural values is undertaken as part of the environmental impact assessment process (see explanatory notes below).

Explanatory notes

Investigation and analysis of a proposal's site suitability and compatibility with natural and cultural values will normally be addressed as part of the environmental impact assessment undertaken for a proposal. This is usually in the form of either a:

- Review of Environmental Factors (REF) for activities subject to Part 5 of the Environmental Planning and Assessment Act 1979, or
- Conservation Risk Assessment (CRA) for proposals that are exempt development under State Environmental Planning Policy (Infrastructure) 2007.

A proposal will be considered to have addressed criterion 1 if:

- it is consistent with the relevant Site Suitability Guide in Appendix A, or the Minister is satisfied that a strategic site assessment completed as detailed in Appendix A demonstrates the location is appropriate for the purpose
- it is compatible with the protection of natural and cultural values, based on information provided in the relevant environmental impact assessment.

Criterion 2 – Sustainable resource use

Section 151B(1)(b) of the NPW Act requires that the Minister must be satisfied that the lease or licence provides for the sustainable and efficient use of natural resources, energy and water.

All lease and licence proposals must address criterion 2.

Aim: All proposals incorporate sustainability in planning, design, construction, and ongoing operation.

All proposals seeking a lease or licence under s.151 of the NPW Act must identify and source contemporary, best practice and cost effective techniques and measures that will optimise sustainable resource use, energy and water outcomes. This applies during all phases of the proposal from pre-planning through to construction and operation, and supports moves to reduce greenhouse gas emissions, achieve carbon neutrality and reduce broader environmental impacts associated with resource use.

It also applies not only to building-related proposals, such as visitor accommodation facilities, but to uses and activities within parks, such as concerts, cultural events and sporting activities (for example, an orienteering or cycling competition). This criterion recognises that the matters for consideration in achieving sustainability will differ between lease and licence proposals for activities and uses, compared to those involving buildings. Tailored considerations are therefore established, as follows.

The matters to be addressed with respect to use of natural resources, energy and water are detailed in:

- Appendix B for proposals involving activities and uses
- Appendix C for proposals involving building works.

Criterion 3 – Appropriate built form and scale

Section 151B(1)(c) of the NPW Act requires that for leases and licences authorising new buildings or structures, or the modification of existing buildings or structures, the Minister must be satisfied that the development or activity will be of an appropriate built form and scale, including its bulk, height, footprint, setbacks and density.

Only lease and licence proposals involving built structures and facilities must address criterion 3.

Aim: Proposals involving built structures or facilities are appropriate to the park setting, are unobtrusive and sympathetic to the landscape.

Under s.151 of the NPW Act, leases and licences may be granted for purposes involving the construction of new buildings or facilities, and modification or alteration of existing structures and places. This includes visitor accommodation, such as cabins, lodges or campgrounds, food outlets such as cafes and kiosks, facilities for conferences and functions, and emergency services buildings (as per the purposes set out in s.151A).

Well-designed built facilities and structures must reflect a scale and design approach that is appropriate to the park setting and responds to the landscape context. Facilities should be unobtrusive and not dominate the locality, either in their physical presence or usage.

Every proposal involving new buildings or structures (including campgrounds), as well as modifications to existing facilities, must demonstrate that it has been designed to suit the characteristics of the location. Much work has already been undertaken to ensure that common park facilities such as picnic shelters, toilet amenities and park signage have consistent and well planned designs. For other types of built facilities and structures, such as visitor accommodation, it is not possible to have a standardised 'look and feel' across the national park system. Every park will have a different context, setting and unique combination of values. The type of accommodation building design that works in an alpine setting, for example, will not be applicable to a rainforest.

The need to 'blend-in' and integrate also applies to proposals affecting existing buildings, including heritage items. However, the criteria acknowledge that heritage buildings and places have very different design and functional requirements when compared to more contemporary buildings. Many early buildings, which were built with the climate in mind, may have deteriorated or had their original design altered over time with resulting impacts on performance. The reuse of existing buildings also has immediate sustainability benefits by reducing the need for new materials, avoiding site impacts and construction waste, and by protecting the embodied energy already invested in the building.

When considering proposals involving existing buildings, understanding how they work, how they were designed to behave and what may need to be done to improve their functioning are key matters for investigation. For heritage items, the intention is to improve sustainability performance by maintaining, repairing and upgrading key functional characteristics, but only where this can be achieved without significant adverse impacts on heritage values.

Appendix C contains the matters regarding built form and scale that are to be addressed for proposals involving new buildings or structures, or modifications to existing facilities.

Explanatory notes

Heritage items include places, buildings, structures, landscapes, plantings, relics and movable heritage objects identified in one or more of the following ways:

- State Heritage Register or items of assessed state significance (for example in a conservation management plan)
- DECCW Heritage and Conservation Register (as required under section 170 of the Heritage Act 1977) or a Regional Cultural Heritage Management Strategy completed by DECCW
- DECCW Historic Heritage Information Management System (HHIMS)
- items more than 25 years old.

Further guidance for proposals involving heritage places is provided in the DECCW Historic Heritage Reconstruction Policy and Adaptive Reuse of Heritage Places Policy (both documents are in preparation).

Appendix A – Determining site suitability

This applies to all lease and licence proposals.

Park context

Lands within the national parks system are special and unique places that have been reserved progressively over the last 130 years to protect biodiversity, geological features and landforms, cultural heritage, places of scenic and landscape beauty, and as places for people to experience and enjoy. Internationally, national parks and reserves are recognised as the cornerstone of efforts to conserve species and their habitats to support conservation values.

All tourism and visitor use within the national parks system should be developed to be compatible with the role of protecting conservation values. It is the naturalness, beauty and cultural values of national parks that make them attractive for tourism. This attractiveness will only remain as long as conservation values are secured and enhanced.

Nevertheless, the national parks system is not uniform or homogenous across the seven million hectares of land that it occupies. The prior uses of many areas and the level of prior disturbance to habitat, that may not be suitable for restoration and rehabilitation, make some areas more suitable for visitor use than others. Some parks are wild and rugged places, remote from public access and with only small indications of human impact (such as fire trails). Others have greater levels of public access and facilities (camping grounds, picnic areas, visitor centres), existing buildings and structures (including heritage places), and may also have significant interaction on their boundaries with a range of uses (roads, housing).

This variation in park setting and context is summarised in Table 1. The different settings are intended to provide a guide to describing the characteristics of both specific sites (what a person would observe by standing in a given location and taking a 360° assessment of their surroundings) and their immediate precincts (the broader landscape context within which a site sits).

The settings in Table 1 are not intended to be used or applied as overall descriptors for an entire park which may contain a number of the identified settings.

Objective

The existing site character and landscape context are key considerations in assessing overall site suitability for tourism and visitor facilities and uses. Given the over-riding requirement for the protection of conservation values, there must be an emphasis on ensuring that proposals (either on their own or cumulatively) do not result in the inadvertent 'creep' or 'drift' of a park setting from its current natural and cultural heritage condition towards a more modified state.

This objective is based on the recognition that protecting or improving the overall condition of a place, especially when compared to other more highly modified places, is an important conservation outcome in its own right. It also recognises that it is unplanned or incremental changes that represent the main challenge, rather than well-planned, strategic and deliberate decisions about a park's future (which may include actions to modify a place).

There are two fundamental considerations in determining whether a proposed activity is consistent with the objective of conserving park values and avoiding ad-hoc, piecemeal change.

1 Does it integrate with the existing site character and landscape context?

The need for park development at all scales to be informed by the natural and cultural environment is considered best practice across numerous models and guidelines for sustainable tourism. To achieve this aim, proposals must be locationand site-specific, ensuring that any significant natural and cultural features present at the site remain dominant that there is minimal environmental disturbance, and that supporting infrastructure and services can be provided.

This allows for consideration of the past and existing levels of disturbance, including the value of cultural landscapes, and the presence of existing buildings and structures that may have potential for adaptive reuse. However, it also ensures that physical character is not the only or driving consideration, but that the social and management character of the place is taken into account.

In the absence of any strategic assessments or planning for the park location (see below), activities must be shown to integrate with the existing site character and landscape context.

OR

2 Is it compatible with the planned future site character and landscape context for the park?

Park management and the use of parks for both conservation and visitor purposes are dynamic. Over the course of many years the management objectives for a park will be changed and updated many times to take account of new information, understanding of values and community goals.

Strategic planning occurs continuously across all parks in NSW, albeit at varying levels of detail and intensity. In some parks, considerable effort is expended to develop clear directions for future management and use. Common examples of such strategic assessments include plans of management, precinct or master-plans, conservation management plans (which commonly address opportunities for adaptive reuse of heritage places), and visitation management plans.

These plans provide the strategic rationale for changes in park management. In some cases that may involve planning for ecological restoration or rehabilitation, at other times it will focus on enhanced visitor facilities.

Where a strategic assessment has been undertaken for a park (or part thereof), any planned activities must demonstrate compatibility with that assessment and the intended future site character and landscape context, rather than the current park setting.

Limitations

In considering whether a proposal is capable of integrating with the existing (or planned) site character and landscape context, the onus is on the proponent to provide sufficient analysis and justification. It should not be assumed that every part of every park is capable of accommodating some form of use or activity. There will be many locations where having no new tourism or visitor facilities is the preferred outcome because of their particular values and characteristics, or where ecological restoration is the priority for an existing degraded area.

In addition, even where facilities and uses are considered appropriate, it will be necessary to avoid over-proliferation and to fit within overall carrying capacity, for example by attempting to provide too many campsites or cabins, which could erode the enjoyment and visitor experience of the park.

National parks are only one location out of a wide array of land tenures that could be available for tourism and visitor use. Other tenures, such as State forests, Crown

land, council-managed reserves, leasehold and freehold lands, are some of the alternative options. Lands within the national parks system will cater for those types of proposals that have a 'best fit' or are well matched to the objectives and management principles in the NPW Act. Where proposed uses are not well matched, other lands will need to be considered.

Assessing site suitability

There are two essential parts to the assessment of site suitability.

Step 1 – identify the site character and landscape context of a place

Using Table 1 identify the condition that best describes firstly the site character, and then the landscape context as follows.

- **Site character** is the general characteristics that a person would observe by taking a 360° view of their surroundings.
- Landscape context is the characteristics of the broader area or precinct within which the site is located. The scale of this broader area will vary within and between parks and is identified using a combination of features such as topography, vegetation type and coverage, microclimate, other natural features, existing facilities and infrastructure, visitor use and recreational opportunities, cultural use, and functional requirements (including for park management).

For example, a project may be proposed at a location where the existing site character is considered to be *partially modified*, while the broader landscape context that the site sits within is assessed as *highly unmodified*.

As noted above, if a strategic assessment has already been completed, this step will involve identifying the future (not existing) planned site character and landscape context.

Table 1	Site character and landscape context – use this table to identify the site character and landscape context for a proposal
i abie i	Site character and ianuscape context – use this table to identify the site character and landscape context for a proposal

Highly unmodified natural and cultural heritage condition	Largely unmodified natural and cultural heritage condition	Partially modified natural and cultural heritage condition (transitional setting)	Largely modified natural and cultural heritage condition	Highly modified natural and cultural heritage condition
Physical character		Cotting)		
The natural environment is largely unaltered by human influence and natural processes completely dominate. Vegetation cover where present is fully intact, soils processes occur naturally, and waters are pristine. Land uses such as grazing, mining, roads and wood production have barely or not touched these places, and pest species are virtually non existent. Visitors have left little or no trace. These are wild and remote places.	There is evidence of temporary to moderate human impacts; however, the landscape remains largely intact and unaltered. Some loss of vegetation has occurred and water quality may not be pristine. There may be evidence of past uses such as agriculture, although regeneration may be occurring. Pest species may be present but do not dominate. If built structures are present they tend to be rare, unobtrusive and rustic and restricted to a few dispersed nodes (such as walking tracks, timber picnic tables).	Impacts of human use on the environment are obvious and widespread, and natural elements may not dominate the landscape. There is vegetation loss and probable changes to streams and beaches (such as nutrients and turbidity). Non-endemic and pest species are present and require active control programs. Built structures may be obvious and quite common (including heritage places), such as sealed roads and paved picnic areas, but still blend in with the surroundings.	Changes to the environment are obvious and permanent, although pockets of natural bushland may still be apparent among larger areas of managed open space style parkland. Vegetation may be dominated by non-endemic species but some small areas remain intact or are regenerating. Streams and beaches may have been permanently altered. Built structures and other modifications tend to be obvious and in some locations may dominate the landscape (including heritage places).	A history of past use means the natural environment may be substantially altered with changes obvious, widespread and permanent. These are highly managed parklands with open space and play areas. Buil structures and other modifications dominate (including heritage places). Natural elements are largely non-existent.
Social character				
Few people visit, and when they do they come in small numbers – it is a long way from the nearest small community. The sights and sounds of people are rare, and there is an overwhelming sense of isolation. Access will typically be by foot, with visitors sometimes covering significant distances. Visitors will be self-reliant.	People visit, and while numbers are generally low, there is a reasonable prospect of seeing and hearing other people at least some of the time. Some attractions may be accessible by vehicles (sometimes 4WD), including some cultural heritage places, but in most cases it will be necessary to walk for moderate distances. Visitors	Many people visit and some nodes and locations are particularly popular destinations. The sense of isolation is low and little opportunity exists for solitude. Almost all visitors come by vehicle (although a small number will walk or cycle), and there is little need to prepare for the	Evidence of people is clearly apparent and some popular areas have particularly high concentrations of people and activities. There is little sense of isolation and frequent human contact is unavoidable. Cars and buses are usually the dominant form of travel, supported by carparks and other infrastructure. Visitors need no preparation or	These areas are very popular at all times of the year, with little to no sense of isolation. Human use is extensive and there is continuous and regular contact. Cars and other vehicles are the dominant means of access, although high quality bike and pedestrian paths may encourage extensive cross-park travelling.

		Partially modified natural		
Highly unmodified natural and cultural heritage condition	Largely unmodified natural and cultural heritage condition	and cultural heritage condition (transitional setting)	Largely modified natural and cultural heritage condition	Highly modified natural and cultural heritage condition
	don't need a high level of self- reliance but should have undertaken some preparation.	visit or have outdoor skills.	outdoor skills and group sizes tend to be large.	
Management character				
There is little if any physical evidence of an on-site management presence with no signs, visitor or management infrastructure. When management intervention is required it is mainly to reduce environmental risks, such as bush fire hazard reduction or targeted pest species control programs. Staff visit these areas primarily to monitor resource and asset condition (such as biodiversity survey and boundary fencing). Information about these places (rules and regulations) are found off-site.	There are roads and tracks, although some may be rough and unsurfaced. There is evidence of management presence, including signage and small-scale infrastructure at key locations. Staff undertake necessary construction and maintenance works, together with active management of environmental risks. Some on-site information is available, particularly for safety and sustainability purposes.	Most roads are tracks which are regularly maintained, with a high proportion of them being sealed. There is an active management presence with regular signage, including interpretation, regulatory notices and boundary signs. Staff regularly visit the site and there is frequent on-site communication of rules and regulations. Structures are readily apparent and while most blend in to the surroundings, some stand out.	The vast majority of roads, tracks and paths are sealed or paved. Management actions are obvious and staff are highly visible at most times. Park signage is extensive. Rules and regulations are regularly communicated on-site and education, reinforcement or enforcement actions are common. Built structures from previous use are readily apparent and may not have been designed to blend in.	All roads and paths are sealed or paved. Park staff and are obvious and visible at most times. Signage is frequent and there is a high level of education reinforcement or enforcement or regulations. Visitors need no preparation or knowledge to access these areas safely. Buil structures may be large and dominant. Infrastructure to support park visitation, such as shelters and picnic facilities, is usually provided in key location

Avoid activities that would promote an inadvertent or unplanned shift towards a more modified state.

Step 2 – use the site suitability matrix and guides

Once the condition of site character and landscape context has been identified, use the matrix in Table 2 and the site suitability guides to determine whether the proposed use is likely to be appropriate for the location and should proceed to further assessment.

The matrix is *not* meant to be definitive or prescriptive, but simply a broad guide or decision-making 'filter' to support consideration of site suitability, which will always require detailed assessment of the individual site and precinct.

Like Table 1, the matrix is not intended to be applied for an entire park. Decisions on which overall locations within a park are suitable for tourism or visitor use, the relationship between different precincts and overall limits for a park are matters for detailed planning through the park plan of management or a similar strategic planning exercise.

How to use the matrix

Using information from Table 1:

- compare the site character (either existing or planned, but not both) with the landscape context (also existing or planned)
- refer to the site suitability guides for information on the application of the colour codes (red, orange or green); the suitability guides immediately follow the table.
 There are separate guides for built structures and facilities (A) and activities and uses (B).

Proposals coded as orange require strategic site assessment.

Activities coloured orange in the matrix will require a more detailed strategic site assessment. Strategic assessments may be undertaken as part of a plan of management process, conservation management plan, precinct or master-planning exercise, or similar mechanisms. As a minimum, the strategic assessment should address the following matters:

Location

- Why was the site chosen, and what alternative sites have been examined?
- What other activities are already occurring or are planned for the area?

Park management

- How will the proposal contribute to park management objectives (for example public appreciation and awareness, conservation)?
- Are there any implications for park management (such as resourcing, infrastructure, fire and conservation programs)?

Park setting

- Is the proposal compatible with the existing or any planned future park setting including the physical, social and management characteristics of the site and its immediate surrounding landscape context?
- Is the site disturbed (or has it previously been disturbed)?
- Are there existing buildings or structures capable of adaptive reuse?
- Does the site have high potential for ecological restoration?
- Are there any known natural hazards (fire, slope or water bodies)?
- Is the proposed level of infrastructure or number of participants consistent with the carrying capacity of the place?

Timing

- What is the timing of the proposal how long will it take?
- Will the planned timing affect other park users or neighbours?
- Will it contribute to adverse cumulative impacts on the park?

If a strategic assessment is required, the Minister is to have regard to the assessment in determining whether the location is appropriate for the intended purpose.

Strategic site assessment required More scope for use but consider Highly modified NATURAL AND CULTURAL HERITAGE CONDITION Largely modified Site Partially modified character Largely unmodified Highly unmodified Highly Largely Partially Largely Highly modified unmodified unmodified modified modified NATURAL AND CULTURAL HERITAGE CONDITION -

Table 2 – site suitability matrix

Landscape context

Explanatory notes - using the matrix

Compare site character and landscape context – either existing or planned future (but not both).

Refer to site suitability guides to interpret the colour codes.

Note that specific consultation with the Aboriginal community may be required as cultural heritage values are not necessarily related to the degree of modification.

Site Suitability Guide A – for proposals involving built facilities and structures, including new constructions and reuse or modification of existing facilities

Red

The setting is generally only suitable for bush camping with minimal facilities (for example basic toilets). Some locations may also be suitable for small-scale, semi-permanent campgrounds with minimal facilities (such as safari tents). Reversibility should be demonstrated.

Land in these settings is generally not suitable for new built structures or facilities. However, reuse and adaptation of existing facilities (such as a building) may be appropriate, but must be within the capacity of existing site infrastructure.

Orange

May be suitable for bush camping, new campgrounds and a range of built structures and facilities, such as accommodation and venues, but will require detailed strategic site assessment and planning to determine suitability.

Reuse and adaptation of existing buildings is appropriate, subject to detailed assessment of any heritage issues.

In locations where both the site character and landscape context are rated as largely unmodified (orange with cross-hatching) new built facilities or structures may be appropriate but should clearly be limited in scale and density. Typically only minor upgrades will be required to existing park facilities such as toilets, roads and parking. More significant upgrades will require detailed justification.

Green

A range of built facilities and structures may be suitable for the setting, including reuse and adaptation of existing buildings. Issues regarding scale, capacity and impact are considered in detail under criteria 2 and 3.

Consideration should also be given to the potential for ecological restoration as an alternative use of the site.

In all settings any new facilities or alterations to existing structures should generally aim to be limited to a single storey unless there is a detailed justification based on consideration of the existing park setting, any identified future desired character for the park, site constraints and design opportunities.

Site Suitability Guide B - for proposals involving activities and uses, such as education and research, Aboriginal cultural activities and conferences, functions and events

Red

The setting is generally only suitable for new activities with the following characteristics.

- There are no more participants than would normally access the area for casual or informal use (the common base-load of park visitation).
- There are no new structures or works, except those of a minor, temporary and reversible nature such as signage or route markers, or a small marquee or staging area in an already disturbed area.
- Activities must be within the capacity of existing park facilities, such as toilets and parking areas
- Other park users must still be able to use the surrounding area.

Proposals involving reuse and adaptation of existing buildings and structures to support new activities and uses should refer to Site Suitability Guide A.

Orange

These areas may be suitable for a range of activities and uses, including those requiring substantial infrastructure upgrades (such as parking and utility services), but will require detailed site assessment and planning to determine this.

In locations where both the site character and landscape context are rated as largely unmodified (orange with cross-hatching), sites may be suitable for activities and uses but should generally be limited to those that do not go beyond the following:

- no more participants than would normally access the area for casual or informal use (the common base-load of park visitation)
- a moderate number of temporary structures, located in already disturbed areas, such as marquees, food services and shelters
- minor works, such as road closures during the activity, temporary erosion and sediment controls, or temporary car parking
- site rehabilitation after the event
- some additional park facilities, such as portable toilets
- the need to limit access for other park visitors for a period of time (2–3 weeks).

Green

A range of activities and uses is generally suitable for the setting. Issues regarding scale, capacity and impact are considered in detail under criteria 2 and 3.

Consideration should also be given to the potential for ecological restoration as an alternative use of the site.

Appendix B – Proposals involving activities and uses

Lease or licence proposals where the primary purpose relates to the undertaking of activities and uses within parks, rather than the provision of built facilities, must address the following matters where these are relevant to the particular proposal. The matters relate to criterion 2.

Examples include a lease or licence for the purposes of holding a sporting or educational activity, or the hosting of conferences and functions.

The matters below are not relevant to proposals involving built facilities. For proposals of that type, refer to Appendix C.

Plan for sustainability prior to the activity or use

Objective: Ensure that proposals are planned to incorporate sustainability from the outset

Factor	Guiding principle	Considerations or benchmarks
Defining the proposal	Opportunities to incorporate sustainable practice are identified early.	Proposals should include identification of all parts of the activity or use, including: • stages (set-up, operation and pack-up) • any permanent or temporary construction • size or footprint of area required • ancillary works (such as any works required for access) • timing and hours of operation • number of participants (patrons and staff) • cost of participation or ticket pricing (if applicable).
Activity management	Proposals are comprehensively planned and actively managed.	 Identify arrangements for production, management and decision-making, including: the experience and expertise of the producers and the key personnel or staff to be involved with the activity in running similar activities, particularly in environmentally sensitive locations arrangements for training staff regarding the constraints and sensitivities of the park opportunities to use local labour details of any sponsorship for the activity and any expectations or requirements (such as signage) details of financial arrangements, including the viability of any backers insurance (including public liability and event cancellation) marketing and media management ticketing arrangements contingencies in the event of cancellation, postponement or alteration.
	Public safety and security is paramount.	Proposals should include details of: risk assessment, including site hazards security, including details of the security provider emergency management, including first aid facilities

Access and transport

Objective: Ensure that accessibility arrangements are comprehensive, clear and provide for a range of options

Factor	Guiding principle	Considerations or benchmarks
Access and transport arrangements	Maximise opportunities for access by non-car means.	Identify arrangements for access to and within the site, including: • promotion of public transport use as the first preference • bicycle, pedestrian and disabled access • vehicle use, including car-parking • any planned use of traffic marshals or controllers.
	Minimise impacts on general public access.	Limit any reductions in existing public access to natural features such as foreshores, beaches, waterways and headlands, recreational facilities and places of social or cultural significance, to those actions that are essential to the safe and efficient running of the activity or use.

Waste management

Objective: Avoid waste first, then reuse and recycle

Factor	Guiding principle	Considerations or benchmarks
Waste management arrangements	Avoid generating waste as the first priority, then reuse	Prioritise the minimisation of waste, supported by systems to collect, store, reuse and recycle unavoidable waste.
C	or recycle unavoidable waste.	Identify waste management arrangements including: collection, sorting, recycling, disposal and measures to prevent animal access to waste; and toilet facilities, with preference to water and chemical free options.
		Innovative collection and treatment technologies may be considered, but preference must be given to systems that have been proven to be fit for the intended purpose and with least risk to the environment.

Energy and water use

Objective: Minimise the use of energy and water

Factor	Guiding principle	Considerations or benchmarks
Minimising energy and water use	ergy and and cost effective	Provide details of energy and water supply and use, including measures that will first avoid and then minimise energy and water use.
		 This should include, but not be limited to, consideration of: planning the event timing to maximise use of natural daylight use of energy and water efficient appliances, fittings and timers waterless toilets purchase or provision of bulk potable water (for example
		in designated drinking water tanks) to minimise the need for bottled water use of temporary renewable energy systems to support load requirements
		where generators are required, using models that run on biodiesel or meet best practice emission standards sourcing accredited Green Power
		 purchase of carbon credits to offset unavoidable energy use and achieve carbon neutrality or better energy and water monitoring systems.

Consumable products

Ensure any available products are essential to the running or purposes of the activity Objective:

Factor	Guiding principle	Considerations or benchmarks
Catering and merchandise	Provide products that support the purpose of the activity, while minimising waste.	 Provide details of any plans to provide food, beverages or merchandise, including: whether alcohol will be sold and, if so, any licensing requirements and arrangements for responsible service opportunities to source local produce and local labour provision of tap or other potable water free of charge provision of cutlery, plates, cups and food packaging that is reusable or recyclable avoiding waste generation by minimising product packaging catering to a range of price levels and food styles (vegetarian, vegan, gluten free) any souvenirs or other merchandise. Activities must avoid:
		 promotional products, such as gifts, delegate packs and leaflets unless they are considered essential to the event and only then if they incorporate recycled or reusable materials the sale of non-essential associated products, such as showbags, toys and imported souvenirs.
Communication to participants	Avoid unnecessary paper usage	Maximise the use of paper-free and electronic communications for participants, such as on-line invitations, registrations, conference papers and presentations.

Promotion and education

Objective: Ensure proposals make a positive contribution towards improving public

understanding, enjoyment and appreciation of the park, its natural and

cultural values and its on-going management

Factor	Guiding principle	Considerations or benchmarks
Promotion, interpretation and education	Activities and uses provide a unique experience for visitors, and support park management outcomes.	Detail how the activity will promote community awareness and understanding of the park and its conservation values, including: • opportunities for patrons to experience park values, such as guided tours, presentations, interpretation materials or cultural events • use of event promotional material to emphasise park values, measures to protect those values during the event, and opportunities to experience the park • opportunities for Aboriginal employment.
	Proposals increase community awareness of sustainability issues.	Detail how sustainability strategies for the activity will be promoted and supported, including: • advertising public transport, waste reduction, recycling and water and energy measures • use of recycled content in printed products such as flyers, signage and tickets • communication strategies, referencing the use of electronic media.

Monitor performance

Objective: Apply sustainability measures for any lead-up works to the activity or

use, and assess performance during operation

Factor	Guiding principle	Considerations or benchmarks
Monitoring performance	Facilities meet existing standards.	For projects involving building and infrastructure works (including temporary structures such as marquees and shelters), provide certification to show compliance with the Building Code of Australia, relevant Australian Standards, Occupational Health and Safety requirements, or to otherwise demonstrate that the works will be structurally sound and safe for the intended purpose.
	Assess performance and support continual improvement.	Provide details of systems for monitoring the environmental performance during set-up, operation and pack-up stages. This should include identification of maximum limits and monitoring benchmarks in key areas such as: • the number of persons on site (including patrons and staff); • hours of operation • water and energy use • waste management • noise • vehicle traffic and parking • patron satisfaction.

Appendix C New buildings and structures, and new work to an existing building or structure

Lease and licence proposals involving new buildings or structures, or adaptations, alterations or modifications to existing facilities, must address the following matters where these are relevant to the particular proposal. The matters relate to criteria 2 and 3.

Scale and mass

Objective: Facilities should be low-key, unobtrusive and have minimal footprint

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Factor	Guiding principle	Considerations or benchmarks
Height and siting	Manage building height and locations to avoid prominence.	New facilities or alterations to existing structures should generally aim to be limited to a single storey unless there is a detailed justification based on consideration of the existing park setting, any identified future desired character for the park, site constraints and design opportunities. Avoid: Iocating facilities on ridgelines or hill-tops and in drainage flow-paths significant overshadowing of adjoining publicly accessible areas or vegetation reducing existing public access to natural features
		such as foreshores, beaches, waterways and headlands, recreational facilities and places of social or cultural significance.
Separation and setbacks	Design and lay out facilities to achieve integration and promote the park experience.	 Provide sufficient separation between facilities to support visual and acoustic privacy, control overshadowing and allow provision for landscaping and other measures to assist blending into the surroundings. Use setbacks to define the development edge, create good quality and well-managed entrances, and support integration with the landscape. Provide clear on-ground delineation of the boundary of the area occupied by the facility (for example, using landscaping, signage or low-key fencing). Locate facilities to encourage engagement and experience of natural sights and sounds.
Density and footprint	Use the minimal area necessary to support the planned use.	 Ensure that the overall number of facilities does not dominate the park setting or exceed the capacity of the area such that there are adverse impacts on environmental quality or the enjoyment of other park users. Use the minimum area that is absolutely necessary and avoid expansion of the footprint to include extraneous and unnecessary design elements, such as landscaped areas and water features, unless these are essential to the effective management and operation of the facility. Favour building designs that require minimal ground or soil disturbance, such as lightweight, modular, prefabricated or raised off-ground options. For multiple buildings or structures (including camping areas) consider the relative merits of dispersed or concentrated layouts. Aim to locate supporting infrastructure (such as toilets and parking) in accessible and contained nodes avoiding unnecessary duplication.

Design and appearance

Apply a consistent design approach to ensure facilities integrate with the location Objective:

Factor	Guiding principle	Considerations or benchmarks
Form and style	Design facilities to fit with and respond to the landscape.	 Facilities should: be simple, robust and recognisable seek to blend with the park setting and landscape, rather than reflect design trends be contemporary and reflective of the times, and clearly of an Australian vernacular. Facilities should <i>not</i>. dominate the park setting seek to imitate historic or international building design styles.
	Build facilities that suit the local environment.	 Materials and colours should: be appropriate to the location, function, climatic condition and intended use be guided by environmental constraints, for example snow loads, insect attack, bushfire hazard, corrosion in marine environments visually integrate with the setting, with a preference for locally sourced materials and colour palettes be vandal resistant and easy to clean be genuine and not disguised as alternative materials (unless this assists in blending in or results in demonstrated sustainability benefits).
Orientation, solar access and ventilation	Maximise use of natural light and air.	Development should be oriented to optimise a northern aspect, daylight access to habitable rooms, use of prevailing breezes and natural ventilation. Building occupants should be able to adjust the quantity of daylight to suit their needs. Shading and glare control features, especially for summer use (high performance glass, eaves, awnings, louvres, plantings) should be incorporated.
Amenity	Maintain or improve local amenity.	 Facilities should not have an adverse impact on significant viewpoints. Vegetation should not be removed for the sole purpose of improving views, unless there is clear heritage benefit. Facilities should not produce on-going noise, dust, odour or similar impacts that adversely affect the tranquillity of the park setting or surrounding areas.

Resource use, energy, materials and waste

Objectives: Minimise the use of resources, energy and water Avoid waste first, then reuse and recycle

Factor	Guiding principle	Considerations or benchmarks
Materials choice and embodied energy	Use the lowest energy materials that are suitable for the type of facility and its location	Justify materials selection for facilities taking into account embodied energy, useful life expectancy, available alternatives and lifecycle analysis; materials with high embodied energy, should only be used once all other feasible options have been exhausted
		Aim to source local materials and labour.
		Reuse or adapt existing structures and elements wherever feasible.
		Where possible use recycled materials (including materials with recycled content) or materials that can be reused or recycled at the end of the life of the facility.
		Use flexible designs that allow for a modular approach, including use of pre-manufactured components with the ability to replace individual elements.
		New rainforest timber must not be used; hardwood should be sourced from regrowth or plantation forests, and all new timber should be certified by the Forest Stewardship Council or the Australian Forestry Standard.
Energy	Use best practice and cost-effective measures to avoid and then minimise	Incorporate design features into new buildings, or retro- fitting or adaptation of existing buildings, that will first avoid and then minimise energy use.
	energy use	This should include, but not be limited to, consideration of: • building orientation
		 insulation and heat ventilation window glazing, thermal-backed window coverings or
		draught-proofing to reduce summer heat gain and winter heat loss
		 shading devices for windows, such as reversible screens or awnings, window hoods, verandahs, pergolas or landscape plantings
		lowering water heater temperatures or installing more efficient water heating systems, such as solar hot water, instantaneous gas, or heat pumps
		locally generated solar, wind, geothermal or other renewable energy sources
		energy efficient lighting and appliances, with a minimum 4-star rating under the <i>Minimum Energy Performance Standards Scheme</i> , including use of timers and sensors
		sourcing energy from accredited Green Power providers
		separate metering to enable monitoring of energy use.

Factor	Guiding principle	Considerations or benchmarks
	Use existing energy rating systems and tools, where practicable.	Where a new or existing building is capable of being rated, use rating schemes to assist in evaluating the proposal. Proposals should aim to demonstrate that they exceed applicable ratings benchmarks and/or are consistent with stated best practice ratings.
		Rating schemes include:
		 BASIX Nationwide House Energy Rating Scheme (NatHers) Green Star.
		Rating schemes may not be available or applicable to all building types. Achieving the rating benchmark or standard is only a desirable goal if it can occur without adverse impacts to the physical attributes of a site (for example, soils, hydrology or vegetation extent) or natural and cultural heritage values.
		For non-building accommodation, including 'safari-style' tents or similar semi-permanent facilities:
		 avoid the use of artificial heating and cooling unless it is essential given the nature of the location or climatic conditions if considered essential, examine and identify design options to minimise the use of artificial heating or
Water use	Use best practice and cost-effective measures to avoid and then minimise	cooling and to utilise renewable energy. Incorporate design features into new buildings, or retrofitting or adaptation of existing buildings, that will first avoid and then minimise water use.
	water use.	 This should include, but not be limited to, consideration of: composting, dual or low-flush toilets rainwater capture, such as 'plumbed-in' rainwater tanks on-site treatment and recycling improved garden management, such as low maintenance plantings, mulching, and strategic watering plans swales and bio-retention basins tap timers and drip irrigation use of high efficiency fittings (taps and showerheads) and appliances, with a minimum 4-star rating under the Water Efficiency Labelling and Standards Scheme or Smart Approved WaterMark products (for outdoor use) separate metering to enable monitoring of water use.

Factor	Guiding principle	Considerations or benchmarks
	Use existing water rating systems and tools, where practicable.	Where a new or existing building is capable of being rated, use rating schemes to assist in evaluating the proposal. Proposals should aim to demonstrate that they exceed applicable ratings benchmarks and/or are consistent with stated best practice ratings.
		Potential rating schemes include: BASIX Green Star.
		Rating schemes may not be available or applicable to all building types. Achieving the rating benchmark or standard is only a desirable goal if it can occur without adverse impacts to the physical attributes of a site (for example, on soils, hydrology or vegetation extent), or natural and cultural heritage values.
Miscellaneous materials	Use materials with minimal environmental risk.	Avoid the use of the following materials, or products containing such materials, unless there is no feasible or available alternative: • PVC • volatile organic compounds • copper chrome arsenate • herbicides and pesticides.
Waste management and recycling	Avoid generating waste as the first priority, then reuse or recycle unavoidable waste.	Prioritise the minimisation of waste, supported by systems to collect, store, reuse and recycle unavoidable waste. Provide details of planned waste management systems, including food and sewage wastes.
		Innovative collection and treatment technologies may be considered, but preference must be given to systems that have been proven to be fit for the intended purpose and with least risk to the environment.

Optimising existing building or place performance (including heritage buildings)

Objective:

Make effective use of existing building design features, and improve where practicable and achievable without significant adverse impact on

heritage values.

Factor	Guiding principle	Considerations or benchmarks
Thermal mass	Use and improve building mass to manage building temperature.	 Ensure the structural stability and on-going performance of masonry and stone buildings, including the relationship between heavy mass inner and outer walls and internal building temperatures. Identify opportunities to install insulating materials that will supplement or improve thermal performance (but also consider moisture implications – see below). Locate uses within the planned adaptation to take best advantage of existing thermal mass, minimising the need for artificial heating and cooling.

Factor	Guiding principle	Considerations or benchmarks
Controlling moisture	Improve the functioning of the building envelope.	 Ensure the proper functioning of natural ventilation systems, allowing the building to 'breathe'. Where feasible, and necessary to reduce dampness and promote ventilation, identify opportunities for new approaches and systems. Avoid measures that may be counter-productive to the building envelope and fabric. Where new insulation is proposed, demonstrate that this will not prevent the necessary evaporation of moisture.
Passive heating and cooling	Improve passive thermal performance to minimise heating and cooling needs.	Identify opportunities to maintain or improve thermal comfort without the need for mechanical heating or cooling. Potential measures for improving passive thermal performance include: • repairing damaged windows, doors and seals (to avoid air infiltration) • unblocking boarded over window openings, ceiling vents and flues, and re-opening blocked doorways • removing introduced glazing over openable windows.
Existing heating systems	Improve and adapt existing systems where cost-effective.	Identify opportunities to reuse and improve the efficiency of existing (including historic) heating systems, including consideration of whether the projected performance of an overhauled existing system will outweigh the costs and impacts of installing a new system.

Sustainability during construction and operation

Objective: Apply sustainability measures during construction and assess and improve on-going building performance

Factor	Guiding principle	Considerations or benchmarks
During construction	Facilities meet existing standards.	Provide details of systems to be used during construction to ensure development is in accordance with approved plans, the Building Code of Australia (BCA) and Australian Standards, occupational health and safety requirements and manufacturer's instructions (for example for sustainable technologies). For projects involving building and infrastructure, works
		will be required to obtain certification to demonstrate compliance with the BCA and relevant Australian standards. Use construction equipment that meets best-practice
		emission standards.
During operation, on- going use and deconstruction	Assess performance and support continual improvement	 Provide details of systems to be used to monitor environmental performance, adapt to address any short-falls in expected performance, and improve performance over time. Provide an overview of planned maintenance requirements during the life cycle of the facility. For temporary structures outline how the deconstruction phase will occur, including planned reuse or recycling of materials.
	Use existing rating systems and tools, where practicable	Where a new or existing building is capable of being rated, use rating schemes to assist in evaluating the on-going environmental performance of the facility. Proposals should aim to demonstrate that they exceed applicable ratings benchmarks and/or are consistent with stated best practice ratings. Potential ratings schemes for on-going performance
		 include: Green Star National Australian Built Environment Rating Scheme (NABERS).
		Rating schemes may not be available or applicable to all building types.
		Achieving the rating benchmark or standard is only a desirable goal if there are no adverse impacts to the physical attributes of a site (for example, on soils, hydrology or vegetation extent), or natural and cultural heritage values.

Sustainable park management partnerships

Objective: Ensure proposals make a positive contribution towards improving public understanding, enjoyment and appreciation of the park, its natural and

cultural values, and its on-going management

Factor	Guiding principle	Considerations or benchmarks
Contribution to park management objectives	Facilities provide a unique experience for visitors, and support park management and sustainability outcomes.	Proposals should indicate how they will contribute to or undertake actions that support conservation and public use and enjoyment of the park, such as: • conservation services such as weed and pest control, habitat restoration, Aboriginal site protection, building conservation, scientific survey and monitoring • visitor experiences such as educational opportunities, volunteering, wildlife watching tours • visitor management and services such as marketing, products, interpretation, cleaning and waste management, maintenance, parking • park infrastructure such as power, water, roads, trails and tracks • opportunities for employment of Aboriginal people.
		Identify opportunities and approaches to provide park visitors with improved understanding of: Iow-impact nature-based tourism the particular sustainability features of the facility.