

Operational Management Plan

*Newcastle Ocean Baths 30
Shortland Esplanade, Newcastle
East*

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Acknowledgment of Country

Urbis acknowledges the Traditional Custodians of the lands we operate on. We recognise that First Nations sovereignty was never ceded and respect First Nations peoples continuing connection to these lands, waterways and ecosystems for over 60,000 years. We pay our respects to First Nations Elders, past and present.

Urbis is committed to incorporating our respect for First Nations cultures, peoples and storytelling in our work across the Country. We are proud to have partnered with Darug Nation artist, **Hayley Pigram**, and to profile her artwork – **Sacred River Dreaming**.



The river is the symbol of the Dreaming and the journey of life. The circles and lines represent people meeting and connections across time and space. When we are working in different places, we can still be connected and work towards the same goal.

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1 Introduction

1.1 Purpose

This Operational Management Plan (**OMP**) has been prepared by Urbis Ltd (**Urbis**) on behalf of the City of Newcastle (**CN**) to support the Development Application (**DA**) for Stage 2 of the Newcastle Ocean Baths redevelopment at 30 Shortland Esplanade, Newcastle East. It outlines the operational arrangements for the renewed pavilion buildings, including the café/kiosk, community space, public amenities, CN operational areas, and pools. This OMP sets out the proposed management framework, operational responsibilities, hours of operation, housekeeping arrangements, safety and amenity measures, responsible service of alcohol procedures, and monitoring requirements for the Newcastle Ocean Baths following completion of the Stage 2 works.

This OMP will continue to be reviewed and refined during the detailed design and operational phases to support the ongoing operation of the facility.

1.2 Background

Stage 1 of the Newcastle Ocean Baths redevelopment was completed in late 2023. This stage included the replacement of the existing ocean pools, lower concourse works, bleachers, shade structure, lifeguard viewing box and installation of new pumps.

Stage 2, currently in the DA phase, involves the renewal of the State heritage-listed pavilion buildings. As part of these works, a new café/kiosk, community space, operational areas for lifeguards and maintenance staff, and public domain upgrades will be delivered.

1.3 Site Context

The Newcastle Ocean Baths are located at 30 Shortland Esplanade, Newcastle East, on a rock platform between Nobbys Beach and Newcastle Beach. The site is listed on the NSW State Heritage Register and forms part of Newcastle's coastal public domain network.

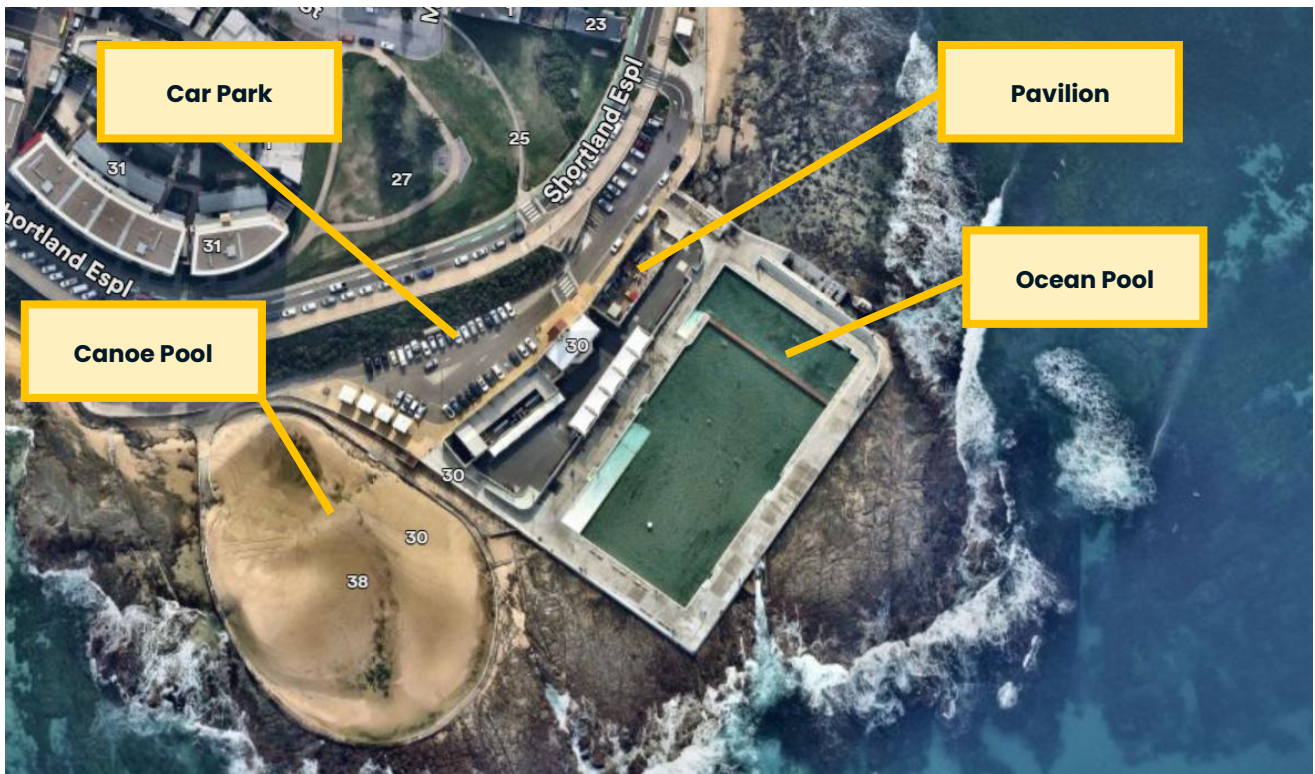
The site is accessed from Shortland Esplanade, with pedestrian access provided via stairs from road level. The Bather's Way shared pathway runs adjacent to the site and tram access is available approximately 500 metres away via Tramway Reserve.

The site currently includes:

- A large ocean pool with a separated lap swimming area
- The 'Canoe Pool' – a shallow, sandy pool
- Pavilion, comprising public amenities (changing facilities, showers, and WCs) and operational spaces
- Hardstand parking area, comprising:
 - 45 standard car parking spaces
 - **Note:** 1 standard space will be removed as part of the Stage 2 works
 - 6 accessible car parking spaces
 - **Note:** 1 additional accessible space will be delivered as part of the Stage 2 works
 - 15x bicycle hoops, providing parking for up to 30 bicycles
 - **Note:** 4 additional bicycle hoops will be delivered as part of the Stage 2 works
 - 7 motorbike parking spaces
 - **Note:** 2 additional motorbike parking spaces will be delivered as part of the Stage 2 works

- 1x loading area / waste collection bay

Figure 1 Existing Site Aerial



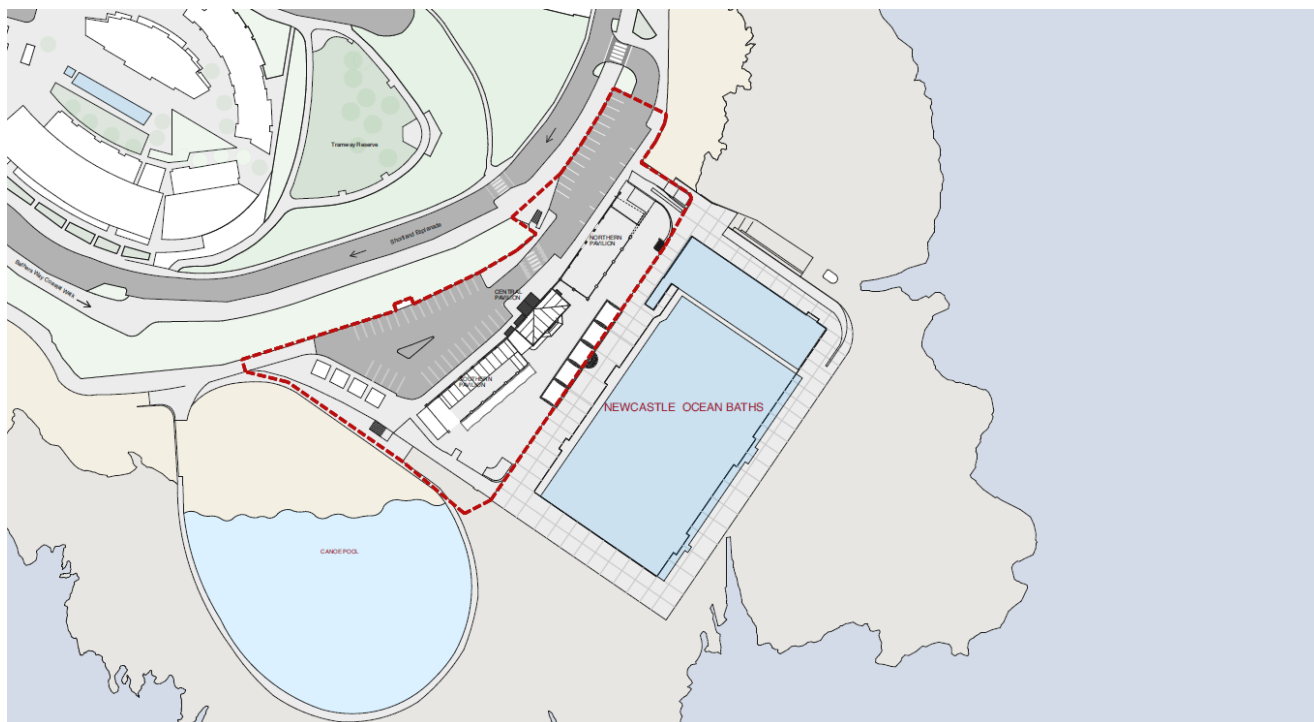
Source: Nearmap, 2026, with Urbis overlay

At the completion of the Stage 2 works, the facility will also include:

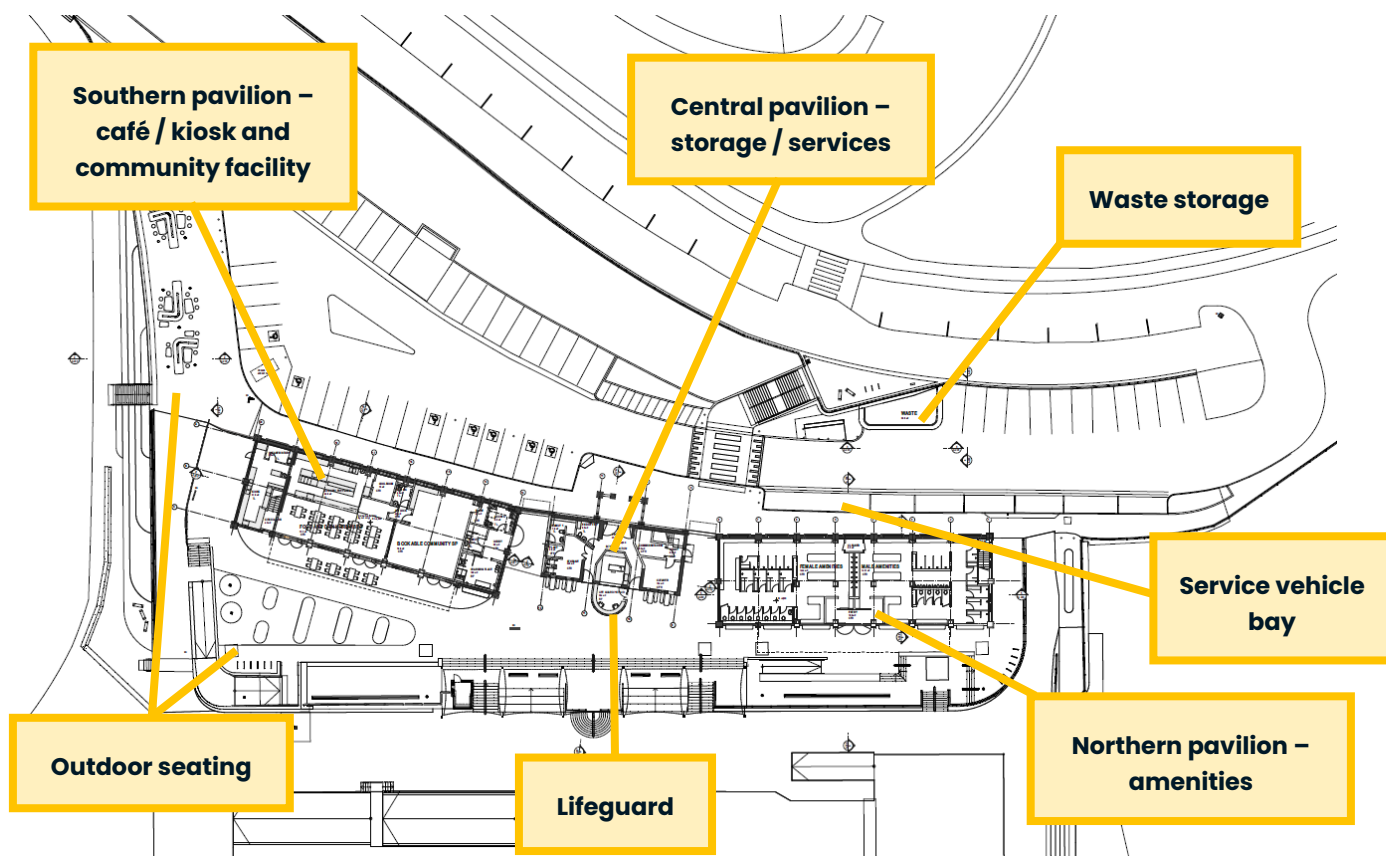
- A café & kiosk tenancy within the southern pavilion (with potential liquor licence, subject to separate approval under the *Liquor Act 2007* and in accordance with the *Liquor Regulation 2018*)
- A bookable community space within the southern pavilion
- Waste storage area at the northern end of the Shortland Esplanade frontage
- 19 bike racks within the parking and open space areas
- Outdoor seating and picnic areas (covered and uncovered)
- New waste storage area, adjacent to existing loading bay
- CN operational areas (storage rooms, training room, lunch room)

Plans showing the site at the completion of the Stage 2 works are provided below.

Figure 2 Site Plans (upon completion of Stage 2 works)



Picture 1 Site Plan



Picture 2 Ground-Floor Plan, showing new facilities / amenities within the site

Source: TZG, 2026, with Urbis overlay

2 Management Framework

2.1 Crown Land Management Act 2016

The site is classified as Crown Land under the provisions of the *Crown Land Management Act 2016* (**CLM Act**).

Section 2.12 of the CLM Act provides that dedicated or reserved Crown land may only be used for the following purposes:

- (a) *The purposes for which it is dedicated or reserved,*
- (b) *Any purpose incidental or ancillary to a purpose of which it is dedicated or reserved,*
- (c) *Any other purposes authorised by or under [the CLM Act] or another Act.*

2.2 Relationship With Existing Plans of Management

The site is managed by CN as a Crown Reserve under its *Crown Land Plan of Management* (**CL PoM**) (October 2023). The CL PoM identifies the facility for public recreation, community facilities and public baths. The CL PoM is being used to guide the revitalisation of the site, a project that includes community consultation and focuses on preserving heritage significance while renewing and upgrading the facilities in accordance with the CLM Act.

It is noted that the CL PoM is a separate, more specific document from the general *Newcastle Coastal Plan of Management 2015* and the broader *Foreshore Plan of Management 2015*.

The CL PoM sets the legal basis for the site's management by CN as a Crown Reserve, while this OMP provides for a site-specific management framework and operational requirements following the completion of the Stage 2 works.

2.3 Use of Spaces

2.3.1 Café / Kiosk

It is anticipated that the café / kiosk spaces will be operated by a single tenant under a retail lease agreement with CN. Management and operation of the café / kiosk will be in accordance with the terms of the lease, and will be consistent with relevant requirements of this OMP.

When the café / kiosk operator has access to an area for non-exclusive use by the café, a licence will be issued. Use of the space will need to be in accordance with the licence, the *Retail Leases Act 1994* (NSW) and the *Local Government Act 1993* (NSW). Both the lease and the licence-permitted use will be in accordance with the CL PoM.

2.3.2 Community Space

The community space will be managed by CN in accordance with its community buildings booking framework, which includes booking fees based on activity and group types.

Bookings will be managed by CN through in-person and online booking systems. Use of the community space will be subject to a licence when booking and include standard terms and conditions which must be adhered to by the users. Bookings will be managed according to activity type and hirer classification.

Community spaces are remote managed. Hirers are to operate within the premises in accordance with the terms and conditions of hire.

The community space will be provided with a kitchenette with hot, cold, and boiling water, a cook top, audio-visual equipment, and tables and chairs.

2.4 Roles and Responsibilities

Several service units from CN are responsible for the operation of the facility, as summarised below:

Table 1 Roles and Responsibilities

	Café / Kiosk	Community Space	Amenities	CN Operational Spaces	Pools
Asset Custodian	Finance, Property and Performance	Community and Recreation			
Asset Maintainer	Assets and Facilities				

In addition to the above, the following lines of responsibility will be assumed for various components of the operation of the facility:

- **Water Safety**
 - Lifesaving services (7 days per week, refer to Section 3.1 below for duty hours)
- **Behaviour Management**
 - Licenced food and drink premises staff (during staffed hours)
- **Public Domain Enforcement and Anti-Social Behaviour**
 - CN
 - NSW Police (if / when required)

3 Operational Details

3.1 Operating Hours

The facility will be subject to the following operating hours (subject to DA approval):

Table 2 Operating Hours

Area	Operating Hours
Pools	Open 24/7. Closed Wednesdays for cleaning. Closed as required for maintenance, with appropriate notification provided. Lifeguards operate between the following hours: ▪ Late September to late April – 9.00am–5.30pm ▪ Late April to late September – 8.00am–4.30pm Flood lighting is turned on from 5am and turned off at 9pm. Non-flood lighting is provided between 9pm and 5am to maintain security.
Amenities	5.30am–9.00pm
Café / Kiosk	Sunday to Wednesday – 5.00am–10pm Thursday, Friday, Saturday – 5.00am–12.00am (midnight)
Community Space	Available for bookings 6.00am–9.00pm, 7 days per week.
CN Operational Spaces	Available on an as-needs basis.

3.2 Patron Capacity

The facility will be subject to the following maximum capacities:

Café

- Maximum 100 patrons
- Maximum 20 staff

Community Space

- Maximum 50 persons

3.3 Amenities

3.3.1 Pool – Changing Facilities

Change facilities for pool users will be provided with showers, lockers, wash basins, and toilets.

The change rooms will be open 5.30am–9.00pm, 7 days per week

3.3.2 Accessible and Family Facilities

The following accessible amenities will be available:

- 1x accessible WC adjacent to the community space (accessible from the lobby, externally) (open while the community space is open)
- 1x accessible facility located at the northern end of the southern pavilion (open while amenities or open or while the café is in operation)
- 1x accessible WC to be shared between the café and the community facility (located within an airlock between the two spaces) (open while the café or community space are open)

The premises will also be provided with:

- 2x family amenities (one in the central pavilion, one in the southern pavilion) (open while the amenities are open, and will also be available for café patron use during café operating hours)
- 1x changing place (in the southern pavilion) (open during operational hours of the amenities)

3.4 Site Access and Parking

3.4.1 Pedestrian Access

Pedestrian access is made via open access points at Shortland Esplanade, namely:

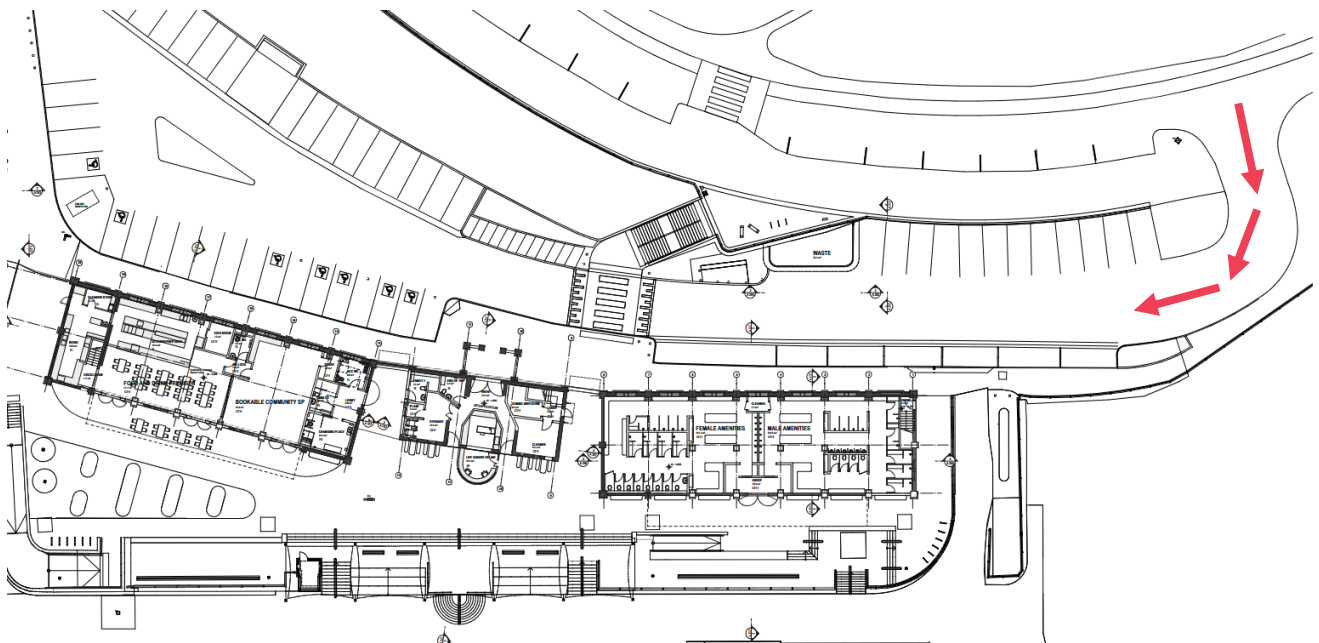
- The new pedestrian stair, connecting to the existing zebra crossings
- Direct access from Newcastle Beach, from the southern approach

3.4.2 Vehicle Access

Vehicle access will be maintained via the existing driveway from the northern approach.

Pedestrians will maintain priority over vehicles when accessing the site, through the provision of a new zebra crossing across the hardstand driveway.

Figure 3 Vehicle Access



Source: TZG, 2026, with Urbis overlay

3.4.3 Parking

Upon completion of the Stage 2 works, the site will accommodate the following parking provision:

- 44 standard car parking spaces (-1 compared to existing conditions)
- 7 accessible car parking spaces (+1 compared to existing conditions)

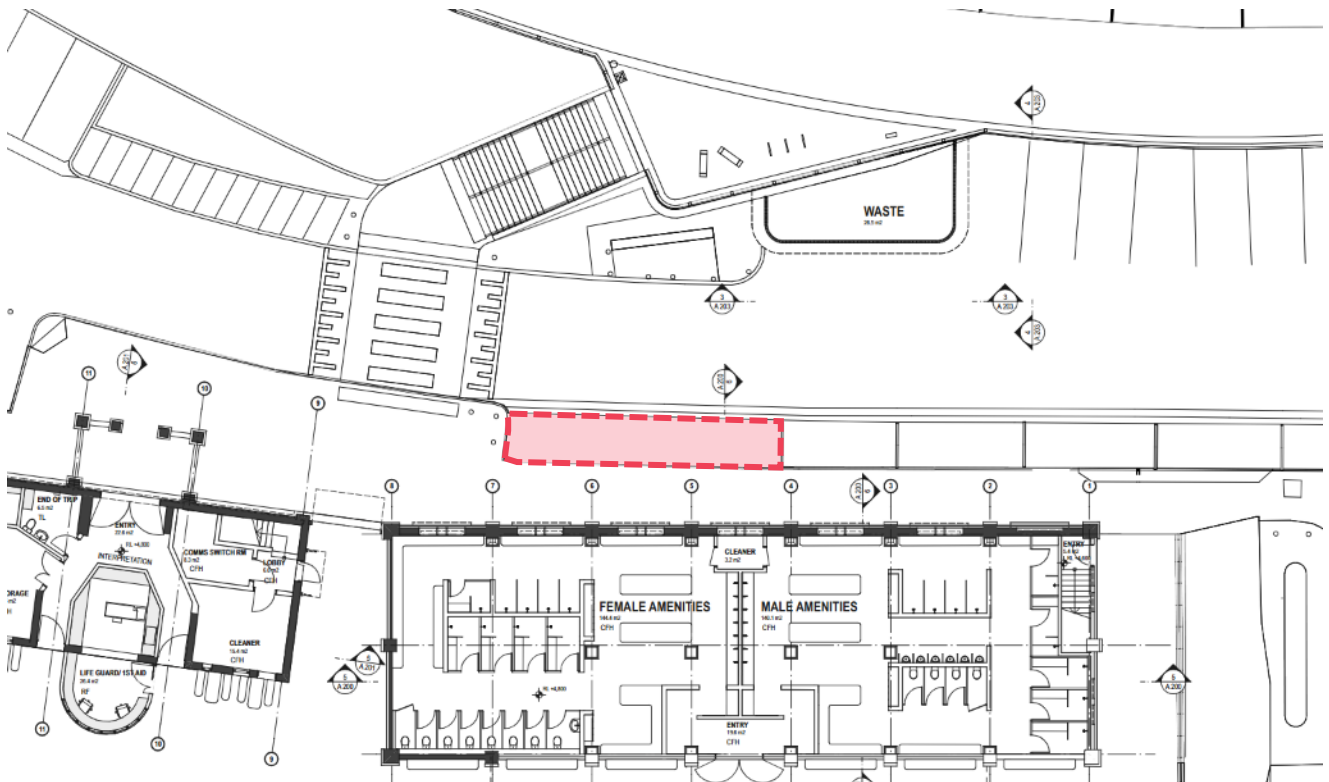
- 19 bike hoops, providing parking for up to 38 bikes (+4 bike hoops / +8 bike spaces compared to existing conditions)
 - Bike hoops are provided in various locations across the site to maintain passive surveillance
- 12 motorbike parking spaces (+3 compared to existing conditions)

3.5 Servicing

Deliveries will occur during standard business hours only.

Delivery and waste collection vehicles will **only** be permitted to station in the designated loading zone. This area will be clearly marked via signage as a service vehicle zone. Note that the grease trap cannot be serviced from the designated loading zone due to its distance away from the pump out location.

Figure 4 Service Vehicle Zone



Source: TZG, 2026, with Urbis overlay

3.6 Waste Management

3.6.1 Café / Kiosk

The café / kiosk tenancy will be provided with a temporary waste storage area, within the kiosk tenancy. The temporary waste storage area will hold the number of 240L bins required for the operational use of the café and kiosk. At a minimum, bins for general waste, recycling, and food waste will be provided to allow for easier source separation by staff.

Tenants are responsible for emptying of bins from respective back of house areas to the temporary waste storage room at a minimum once daily. When the 240L bins become full during the week, they are to be rotated with empty ones stored in the waste collection area located opposite the carpark.

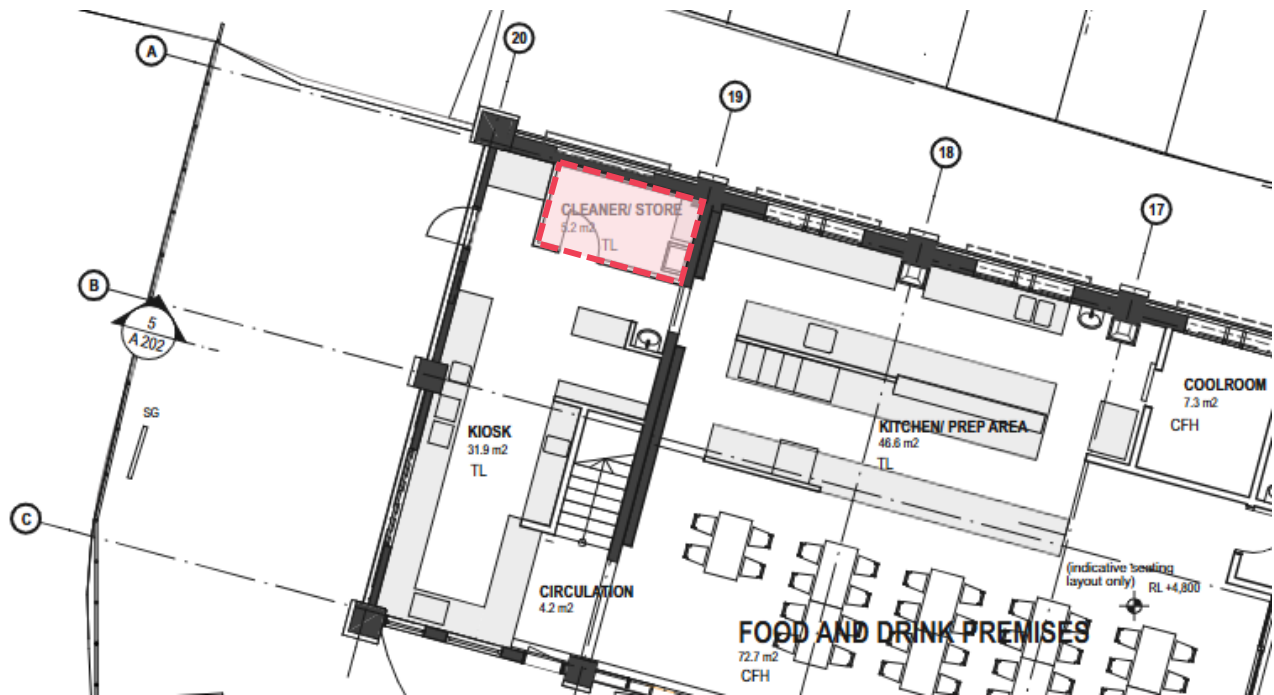
An external waste contractor, to be engaged by the café / kiosk operator, will collect waste according to the following schedule:

- General waste, recycling, paper, and cardboard – up to two times per week

- Food waste – up to three times per week (note: all food organics waste will be managed in accordance with the *Protection of the Environment Legislation Amendment (FOGO Recycling) Act 2025*)

Waste removal is to take place outside of peak usage times.

Figure 5 Café / Kiosk Temporary Waste Storage Area



Source: TZG, 2026, with Urbis overlay

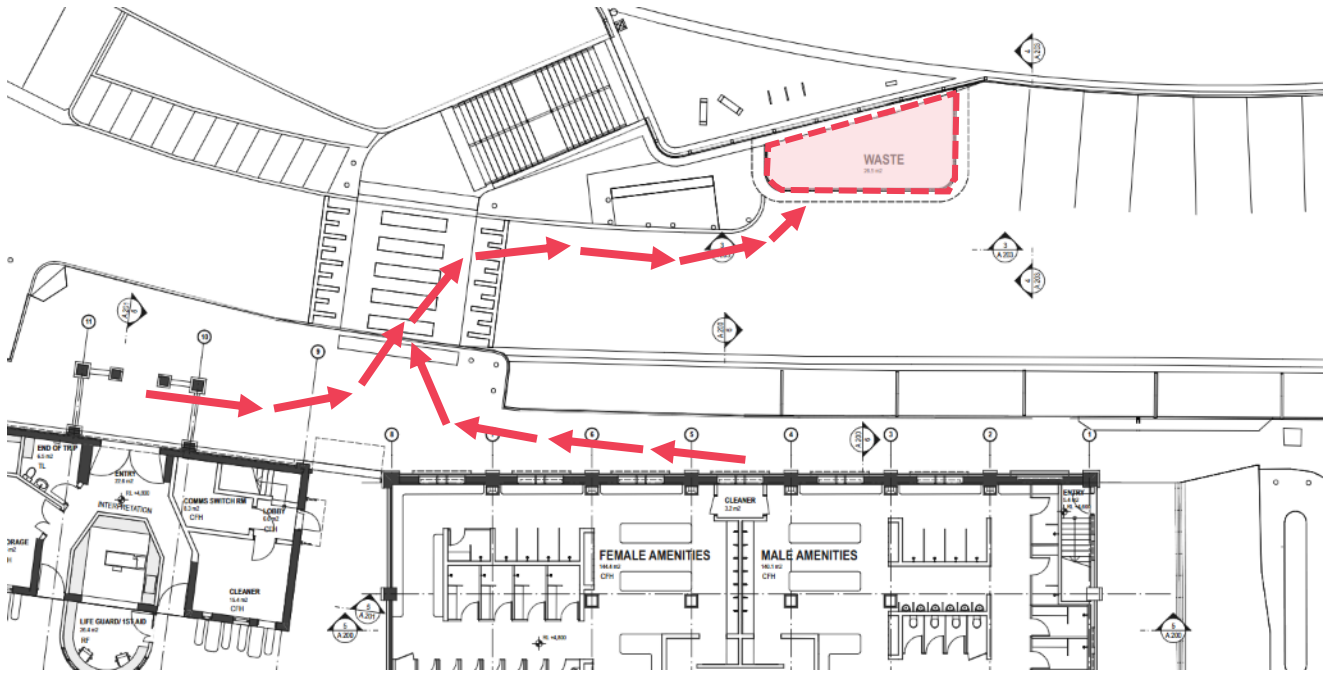
3.6.2 CN Operated Areas

CN will maintain a designated external waste storage area. Waste is collected daily, and recyclables are collected three times per week. The City Presentation team is responsible for maintaining cleanliness.

The external waste storage area is located opposite the carpark. To ensure safe movement of employees taking waste to the waste storage area, the pedestrian crossing must be used to cross the carpark. The route of travel is shown below.

Rubbish removal is to be undertaken outside of peak usage times.

Figure 6 CN Waste Storage Area and Path of Travel



Source: TZG, 2026, with Urbis overlay

3.6.3 Bulky Waste

Space for storage of bulky waste resulting from the commercial area is available within the temporary bin room for the café / kiosk tenancy.

Bulky waste removal will be organised promptly with the nominated waste collection contractor to avoid overspill into common areas.

3.7 Cleaning

3.7.1 Café / Kiosk

The café / kiosk operator is responsible for maintaining the leased area in a clean and tidy condition, both internally and externally. Kitchen areas must be cleaned in accordance with relevant food safety standards.

The café / kiosk operator will also be responsible for cleaning the accessible WC located between the café and the community space.

3.7.2 Community Space

The community space will be managed by routine cleaning from contracted services and user-funded, post-event cleans, consistent with CN's community buildings operational framework.

3.7.3 Amenities

Cleaned daily by CN's Assets and Facilities – City Presentation team. A dedicated cleaner will be stationed on-site. Amenities will be maintained to a high standard in accordance with CN's public facility guidelines.

3.7.4 CN Operational Spaces

Maintained by CN's Assets and Facilities team on an as-needed basis.

3.7.5 Pools

Routine cleaning occurs weekly (tide-dependent). Deep cleans are conducted twice annually and include sand replacement, pressure washing of pool walls, and other required maintenance.

3.8 Maintenance

Maintenance is undertaken by CN's Building Trade Services. General maintenance will be undertaken on an as-needed basis, on a maintenance schedule that will be developed as part of the detailed design for the Stage 2 works.

All maintenance is to be scheduled during pool closures. Appropriate notification will be provided ahead of maintenance closures.

Due to the site's statutory heritage listings (under the *Newcastle Local Environmental Plan 2012 (LEP)* and on the NSW State Heritage Register under the *Heritage Act 1977 (Heritage Act)*), all maintenance works must be reviewed by a suitably qualified professional to ensure they are exempt from formal heritage approvals.

If maintenance works are identified as suitable to be undertaken without formal heritage or planning approvals, the following procedure must be followed:

- **Exemption from approval under the Newcastle LEP 2102:** CN's Property team to submit a Heritage (Minor Works or Maintenance) Notification Form to CN's Planning and Assessment team. CN's Planning and Assessment team is required to notify CN Property in writing that the works will be exempt from formal approval.
- **Exemption for approval under the Heritage Act:** A suitably qualified professional to complete a Heritage NSW Standard Exemption Form. The form is to be retained on file.

Any maintenance works that do not fall under the heritage exemption provisions of either the Newcastle LEP 2013 or the Heritage Act may require formal planning / heritage approvals.

4 Safety and Security

4.1 Lighting

Two sets of lights exist on the site, providing illumination onto and around the pool.

Flood lights are turned on at 5.30am and turned off at 9.00pm daily, to protect the amenity of nearby residents and to deter late-night swimming in the pools.

Two sets of non-flood security lights operate during night-time hours, such that there is always some level of illumination in and around the pool. Additional lower-level security and pathway lighting will provide illumination for pedestrian movement, passive surveillance, and wayfinding after dark. This will be augmented by lighting from within the café tenancy during its night-time operations.

4.2 Lifeguards

Lifeguarding services are provided by CN during the following times:

- Late September to late April – 9.00am to 5.30pm
- Late April to late September – 8.00am to 4.30pm

Lifeguards will be stationed at the dedicated lifeguard / first aid area within the central pavilion.

The canoe pool does not have a dedicated lifeguarding service.

4.3 Coastal Inundation

The site is subject to periodic coastal inundation. While typically limited to the lower pool level, events reaching the upper concourse occur approximately 2.5 times per year.

Design measures have been incorporated to mitigate impacts; however, operational management may also be required during such events. CN lifeguards will assess conditions and close the pools as necessary. If inundation reaches the buildings, affected areas will be closed to the public.

4.4 Glass

Strictly no glass will be permitted outside of the café or community space.

4.5 Signage and Wayfinding

4.5.1 Café / Kiosk Signage

All signage within the café / kiosk must comply with the *Liquor Act 2007* and any relevant liquor licencing requirements, and must be prominently displayed.

Signage required for the responsible service of alcohol, together with signage requesting patrons when leaving the cafe to respect the quiet and good order of the neighbourhood, shall be displayed at all appropriate locations in a clear and prominent position within the café adjacent to points of egress.

4.5.2 Pool Safety Signage

Pool safety signage will be installed in prominent locations at all entry points (as a combination of wall-mounted and freestanding signage), and will be maintained in good condition. Signs will provide information regarding:

- Rules for use of the facility
- Water safety measures, including a reminder that the Ocean Baths are an extension of the coastline

- Water quality and temperature

4.5.3 Wayfinding and Other Signage

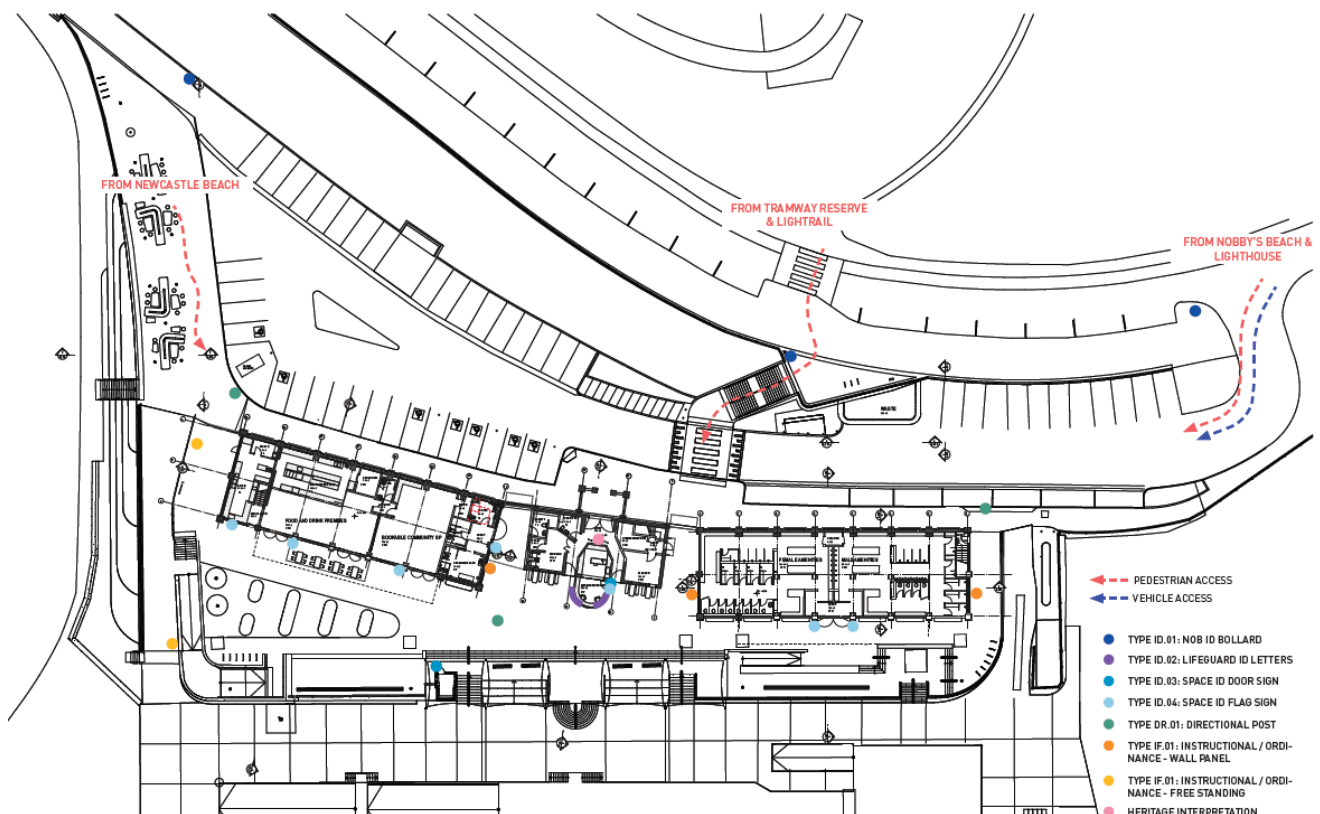
Wayfinding, space identification, information, instructional, and warning signage will be provided across the site in accordance with the *Signage and Wayfinding* strategy prepared by TZG as part of the Stage 2 DA (subject to development consent).

Signage locations have been specifically selected to maximise visibility and provide clear wayfinding and instructional information to site users.

4.5.4 Additional Signage

No additional signage is permitted without consent from CN.

Figure 7 Signage Locations



Source: TZG, 2026

4.6 Late-Night Operations

Security will be maintained during late-night operations through the following methods:

- Staff of the café premises will be trained in the responsible service of alcohol.
- CN will maintain after-hours security patrols across the site.
- External-facing doors can be provided with back-to-base alarms for the café, should the future operator require.
- CCTV can be installed within the café, should the future operator require.

4.7 Incident Register

4.7.1 Café

The licensee must maintain a register in which they is to record the details of any of the following incidents and any action taken in response to any such incident:

- Any incident involving violence or anti-social behaviour occurring on the premises.
- Any incident of which the licensee is aware that involves violence or anti-social behaviour occurring in the immediate vicinity of the premises and that involves a person who has recently left, or been refused admission to, the premises.
- Any incident that results in a person being turned out of the premises under Section 77 of the *Liquor Act 2007*.
- Any incident that results in a patron of the premises requiring medical assistance.

The licensee must, if requested to do so by a police officer or inspector:

- Make any such incident register immediately available for inspection by a police officer or inspector, and
- Allow a police officer or inspector to take copies of the register or to remove the register from the premises.

The licensee must ensure that the information recorded in the incident register under this measure is retained for at least 3 years from when the record was made.

4.7.2 CN Managed Spaces

An incident register will be maintained by CN staff and reviewed monthly. All incidents must be logged in accordance with CN's Incident Management Policy.

5 Responsible Service of Alcohol

5.1 Alcohol Prohibited Area

The Newcastle Ocean Baths operate within an Alcohol Prohibited Area (**APA**), in which alcohol consumption is prohibited 24/7.

The declaration of an area as an APA does not preclude the ability of a business to apply for a liquor licence. The approval of any liquor licence is subject to the discretion of the relevant authority, per the *Liquor Regulation 2018*.

5.2 Café

The licensee and staff of the café will comply with their legal and social obligations in relation to the responsible service of liquor, and will be committed to providing a safe environment for patrons, staff and the local community.

Should a liquor licence be granted for the café premises, the lease will require that alcohol only be served within the premises and not in any outdoor areas.

The café will operate under the direct supervision of the licensee / approved manager (or appropriately experienced supervisory staff) whenever liquor is being sold and supplied.

The following operational measures for the responsible service of alcohol will apply:

- All managers and relevant employees of the café must have completed an approved course in the Responsible Service of Alcohol (**RSA**) within the last 5 years and hold a current RSA competency card.
- The café and its employees will comply with the Liquor Promotion Guidelines at all times.
- All staff (management, security, food and beverage staff, glass collectors/cleaners) contribute to a holistic approach to RSA.
- All staff are provided with extensive training, both at the commencement of their employment and on an on-going basis during their retention.
- Management and staff of the licenced premises will comply with all requirements identified in the RSA course, especially on intoxication levels, and not serving persons under the age of 18.
- All staff will be under strict instructions to ensure that alcohol is not sold or supplied to persons under the age of 18 years. Production of recognised photographic government issued identification will be requested in appropriate cases. Any person who is suspected of being under the age of 18 years will not be sold or supplied any liquor unless photographic identification has been provided confirming that they are 18 years of age or above.
- Illicit drugs will not be tolerated throughout the Premises, Management and staff will be tasked to look for, and take appropriate action. Persons will be asked to leave the Premises, and the Police may be called.
- Management and staff of the café will encourage patrons to drink responsibly and advise them that they will be asked to leave if they become intoxicated, violent, or argumentative.
- Should any staff observe or suspect that a patron is consuming liquor rapidly or irresponsibly, they are to intervene at the earliest opportunity to assist with preventing intoxication and report this to the licensee / manager / security.
- A person is to be considered intoxicated if the person's speech, balance, co-ordination, or behaviour is noticeably affected and it is reasonable in the circumstances to believe that the affected speech, balance, co-ordination, or behaviour is the result of the consumption of liquor.

- There will at all times be sufficient staff rostered for duty to allow for effective monitoring of patrons both at the point of sale and generally throughout the café.
- Lighting in the vicinity of café service areas will be sufficient to enable staff to conduct assessments for signs of intoxication.
- The licensee will arrange (without charge) for taxis to collect any patron from the premises if requested to do so.
- Management and staff will take all reasonable steps to ensure there is no loitering of persons who have been refused entry (or have been ejected) to / from the premises.
- The café will cease service of alcoholic beverages half an hour before café closure on each day of trade.
- Free drinking water will be available at all times while alcohol is sold or supplied for consumption on the licensed premises.

If a patron is identified as displaying intoxication or violent, quarrelsome or disorderly behaviour, café staff and / or security will take the following relevant steps in accordance with Section 73 of the *Liquor Act 2007*:

- Refuse to serve the person liquor after becoming aware the person was intoxicated, and
- Ask the person to leave the premises, and
- If the person did not leave the premises immediately after being asked to leave or refuses to leave, contact will be made with police to request police assistance with removing the person from the premises.
- All conditions imposed on the café's licence shall be met.
- The licensee and management of the café will oversee staff RSA practices and provide immediate feedback and training if / when required. Immediate feedback will serve to minimise any risk and reinforce the café's culture of compliance.

5.3 Community Space

The consumption of alcohol is prohibited within the community space. Rules for the use of the community space, including the prohibition of alcohol consumption, will be clearly outlined by CN staff when booking the space.

Customers who hire the community space are only provided access by agreeing to use of the premises without the consumption of alcohol.

6 Amenity

The café is expected to accommodate up to 100 patrons and 20 staff. Deliveries must occur during standard business hours and delivery vehicles are to use the designated loading zone only. The café operator will be responsible for maintaining the leased area in a clean and tidy condition and for cleaning kitchen areas in accordance with relevant food safety standards.

6.1 Café – General Responsibilities

The operators of the café recognise their obligation to minimise potential negative impacts on local residents by ensuring that:

- The operation of the café and the behaviour of its patrons does not cause undue disturbance to neighbourhood amenity or hinder or obstruct pedestrian movement.
- Noise and litter generated by patrons and / or premises operations are appropriately managed.
- The incident register records full details of disturbance complaints received in this regard including time, date, nature of the complaint/s and any complainant details if provided.
- Disturbance complaint/s are responded to in a timely and effective manner with actions undertaken by management / staff to resolve such complaint/s recorded in the incident register.

6.2 Complaints Handling

Complaint management procedures shall include:

- Maintenance of a telephone contact number which must be answered at any time that the premises is operating
- The phone number will be prominently displayed in the venue and/or on the venue website
- A dedicated staff member (such as a supervisor) will be available to talk to residents or business owners about their complaint or disturbance concern
- The licensee shall review the incident register regularly and ensure that the above procedures are being implemented effectively and, where necessary or appropriate, contact the complainant to determine if their concerns have been addressed.
- All complaints can be notified to police on request.
- To assist patrons with leaving the premises quickly, quietly and safely, staff will contact local taxi services upon request of patrons. Signage at the cafe will remind customers of this free service.

6.3 Acoustic Mitigation

A Noise Assessment has been prepared as part of the Stage 2 DA by Muller Acoustic Consulting. Based on the function of the spaces and current background noise readings, it has been confirmed that no mitigation measures are required.

Notwithstanding, the management and staff of the café will be responsible for ensuring that patrons leave quickly and quietly upon closure of the premises during night-time hours, so as to not disturb any nearby residential acoustic receivers. Patrons will be reminded of the need for quiet and orderly exit upon departure from the premises.

7 Monitoring and Review

This OMP will be reviewed annually or following any significant operational changes. Updates will be informed by operational feedback, incident reports and community input to ensure the ongoing operation of the site remains safe, effective and responsive to local conditions.

Disclaimer

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