



**CITY OF
PARRAMATTA**

Community and Crown Land Management Issues Paper

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1. INTRODUCTION

1.1. Background

The City of Parramatta Council (Council) proposes to prepare and adopt a single consolidated Generic Plan of Management (GPoM) for all community and Crown land under its management by 30 July 2021. The GPoM will:

- update the Generic Community Land Plan of Management adopted by Parramatta City Council in 2014 to reflect current legislation, values and management issues
- amalgamate existing plans of management for community land formerly located in Auburn, Holroyd, Hornsby and The Hills local government areas that is now within the City of Parramatta following 2016 boundary changes
- categorise and include community land recently transferred to Council ownership and not covered by existing plans of management
- categorise and include Crown land for which Council has been appointed as the Crown Land Manager under the *Crown Land Management Act 2016*.

Council has identified the need for an issues paper to guide the development of the GPoM as it will consolidate a number of different plans of management and is required to address current and emerging management issues. This issues paper is based upon a review of the 13 existing Plans of Management, as well as consultation with key internal Council stakeholder teams involved in the management and use of Community and Crown land.

1.2. Purpose, Scope and Contents

This document aims to ensure that the GPoM reflects current and emerging issues related to the management and use of Community and Crown land. It provides an outline of recommended content and structure based upon existing plans of management to guide the development of the GPoM, and includes:

- an analysis and 'map' of the contents of the 13 current Plans of Management (Appendix A).
- a summary of issues raised in discussions with staff from relevant Council stakeholder teams including Recreation Facilities and Programs, Place Management, Property Asset Services, Regulatory Services, Open Space and Natural Resources, Events, Parks, and Community Capacity Building.
- other matters that should be considered / included in the GPoM as well as those that are considered more relevant for inclusion in other Council strategies and plans. It is acknowledged that some issues identified in discussions with stakeholder teams are considered more relevant to other Council strategies.

It includes:

- review of the 13 Plans of Management which currently apply to community and Crown land in City of Parramatta (Section 2)
- indicative contents and structure of the GPoM (Section 3 and Appendix B)
- management issues to address in the GPoM (Section 4)
- key internal and external stakeholders to be engaged during preparation of the GPoM (Section 5).

2. EXISTING PLAN OF MANAGEMENT REVIEW

Local government boundary changes in May 2016 resulted in thirteen (13) generic and specific Plans of Management currently applying to community and Crown land within the City of Parramatta local government area (LGA). These plans were adopted by between 1997 and 2014 by five different Councils (Auburn, Holroyd, Hornsby, Parramatta and The Hills) and include:

Plan of Management (PoM)	Former LGA	Type
Parks PoM (1997)	Holroyd	Generic
PoM for Parks (2001)	Auburn	Generic
Mays Hill Reserve PoM (2004)	Holroyd	Specific
PoM for Natural Areas (2008)	The Hills	Generic
Jones Park PoM (2009)	Holroyd	Specific
Baludarri Wetland PoM (2010)	Parramatta	Specific
Lake Parramatta Reserve PoM (2011)	Parramatta	Specific
General Community Use Generic PoM (2012)	The Hills	Generic
Parkland Generic PoM (2012)	The Hills	Generic
Generic PoM for Community Land and Crown Reserves – Planning District One (2013)	Hornsby	Generic
Community Land PoM (2014)	Parramatta	Generic
Sportsgrounds Generic PoM (2014)	The Hills	Generic
West Epping Park PoM (2014)	Hornsby	Specific

A review and analysis of these Plans of Management indicates that their scope, content and level of detail varies considerably. However, when combined, they include the majority of best-practice content as required for the GPoM, with the exception of the following:

- *Crown Land Management Act 2016* requirements for Crown land (Native Title Manager advice, categorisation, leases and licenses)
- other recently enacted legislation, e.g. *Biodiversity Conservation Act 2016* and Council plans and policies e.g. Community Strategic Plan, Local Strategic Planning Statement
- new and emerging Community and Crown land management considerations / issues / trends.

This analysis of each existing Plan of Management is ‘mapped’ in a table according to the legislated and best-practice contents for a GPoM (Appendix A).

It is important to note that the *Hornsby Generic PoM for Community Land and Crown Reserves – Planning District One* provides a high level of detail for Natural Areas. The GPoM is recommended to incorporate similar provisions for land categorised as Natural Area to ensure best-practice management.

3. CONTENT AND STRUCTURE

The GPoM has the potential to be a voluminous document due to the complex legislative framework and diversity of issues and requirements relating to the management and use of Council managed community and Crown land. This section outlines the recommended structure of the GPoM based upon legislative requirements and an analysis of existing plans of management.

Key content to be included in the GPoM and associated issues identified during discussions with internal stakeholder teams is provide at Appendix B. It is recommended that the GPoM only include references or brief summaries of policies and strategies, as these are likely to be amended more frequently and will minimise unnecessary bulk of the GPoM whilst ensuring it remains up-to-date.

3.1. Introduction

The Introduction provides the context for the Plan of Management, including:

- What is a Plan of Management?
- Background
- Purpose and objectives
- Scope
- Process

3.2. Land covered by the Plan of Management

This section of the GPoM outlines the **current situation** of land included in the GPoM in terms of ownership and management.

3.3. Basis for Management

This section outlines the current legislative and planning context, and identifies community values and management issues. It prescribes permissible uses and developments, use agreements (leases, licenses, other estates), and other issues to provide a consistent basis for decision-making.

3.4. Action Plan

The action plan contains tables setting out specific actions to be undertaken to address the identified management issues and to comply with legislative requirements.

3.5. Implementation

This section sets out how Council will implement the GPoM after it is adopted, in terms of future management, funding, monitoring and review.

3.6. References

This section provides references to relevant legislation and other key documents.

3.7. Appendices

This section includes detailed site-specific information and other separate documents related to the GPoM, including:

- Land Schedule
- Categorisation Maps
- Community Engagement Summary

4. MANAGEMENT ISSUES

This section outlines the key issues identified by Council staff regularly involved with the management and use of Community and Crown land. The GPoM needs to address these issues to ensure a consistent and transparent approach to decision making in response to increasing demands and expectations of the community and other stakeholders.

4.1. Permissible uses and developments

4.1.1 Principles for permissible uses and developments

Permissible uses and developments on community and Crown land generated the most discussion among Council stakeholder staff. Growing demand is resulting in public land becoming an increasingly contested space with greater potential for conflicts between different users and uses.

- There is a desire for Council to adopt a flexible approach that permits a wide range of uses and developments that are compatible with the applicable land zoning, categorisation, purpose of Crown land reservation/dedication, current usage, carrying capacity, and ongoing maintenance requirements.
 - There needs to be a balance between permissible uses being specific and defined in the Plan of Management, while allowing flexibility for uses that are desirable but may not be easily defined.
 - Council staff want clarity on which activities are permissible, and those that are unauthorised and prohibited.
 - There was agreement that public land should be multi-use to accommodate competing uses.
 - Informal use of public land without making a booking or paying for use is increasing. Council wants to encourage people to book and pay for use of sporting facilities in particular so it can better allocate facilities and spaces.
 - A framework for making decisions about permissible uses and developments should be included in the GPoM. A desire for minimising 'red tape' in approval processes was expressed.
 - Council's Street Activity Policy is an existing model for defining permissible uses to guide staff in assessing proposed activities on other public land e.g. footpaths

4.1.2 Issues about specific activities

Particular activities and associated issues raised by Council staff include:

- Alcohol consumption: signs for alcohol-free zones are not able to be enforced as Council officers are not authorised under Section 632A of the *Local Government Act 1993*.
- Camping: should be prohibited unless it is due to homelessness.
- Community gardens: should be permitted in high-density neighbourhoods where surrounding residents have no access to backyards.
- Commercial activities: should be considered if they support desirable use of public land.
- Community uses: retrofitting buildings can improve spaces for community use e.g. George Kendall Riverside Park.
- Drones and model planes: should not be permissible in most reserves for safety reasons. Drones should be permissible for water testing by the Police at Lake Parramatta Reserve. Council should prohibit drones in natural areas except for scientific monitoring or for management purposes.
- Events: community and public events and activation of parks and reserves must be authorised.
- Motorised boats: discouraged on waterways, except for authorised (maintenance/research) and special events.
- Motorbike riding: is an issue at several reserves, with regular resident complaints. Signs are ineffective in controlling motorbike riding physical access barriers and Police enforcement are required.
- Mountain bikes and trail bikes: should remain illegal in natural areas.

- Personal trainers: should operate within hours consistent with use by sporting groups. Personal training can currently commence at 6am whereas sporting activities are not currently allowed until 8am.

4.1.3 Issues about specific developments

Developers and adjoining property owners have been constructing permanent and semi-permanent structures on Community and Crown land without permission.

Particular development-related issues identified include:

- Amphitheatres: should be permissible to provide for purpose built event spaces
- Basketball courts: there is increasing pressure to provide lighting at basketball courts in conjunction with adjacent sporting facilities
- Bowling greens: recognise the need to permit the use of bowling greens for other recreational activities, such as futsal, to reflect increasing demand
- Cafés/function centres: cafés combined with function room spaces potentially increase park activation and are typically managed by commercial providers. These facilities and uses need to be appropriately defined and permitted
- Cemeteries: are currently categorised as General Community Use and could potentially be recategorised as an Area of Cultural Significance due to their heritage significance. No further burials should be permitted in heritage cemeteries
- Childcare centres: are permitted only in existing locations. Any additional facilities will require an assessment on a case-by-case basis
- Community facilities: principles for community facilities in the Community Infrastructure Strategy should complement those in the GPoM.
- Dog cafes: recognise increasing demand for amenities buildings in dog off-leash areas to function as dog focused venues
- Mobile food and beverage vans: sporting groups use canteens at sportsgrounds, but some also want to operate pop-up and temporary facilities such as a coffee van. A mobile coffee van is considered acceptable to operate at a park/playground but not at a sportsground to compete with an existing canteen that generates income for sporting groups. If mobile coffee vans are permitted they need to show Food Safety certification
- Lighting: require guidelines for when and where lighting is permissible
- Playgrounds: require guidelines for when playgrounds require fencing
- Tennis courts: need to determine whether it is appropriate to use tennis courts for futsal and other noise generating recreational activities, particularly where located in proximity to neighbouring residential properties
- Toilets: increasing community requests for toilets at every playground and park, but this is not feasible in consideration of ongoing maintenance/renewal costs. An action of the GPoM should be to update the existing Public Toilet Strategy to provide toilets in regional and district level parks, and only in local parks according to defined criteria.
- Water playgrounds: three existing/two proposed water playgrounds need to be treated differently to other park facilities due to higher maintenance requirements (similar to a public outdoor pool) and are also closed during winter
- The North Parramatta Sport and Recreation Precinct (Doyle, Dan Mahoney, Old Saleyards, Barton Parks) has been identified as a potential site for a water play park. An action of the GPoM should be to specify that new water playgrounds to only be considered in regional level parks due to the high level of maintenance and ancillary facility requirements e.g. parking and toilets

4.1.4 Development in and adjoining Natural Areas

Development in and adjoining natural areas should:

- minimise additional stormwater outlets and require a Gross Pollutant Trap (GPT) if a new outlet is proposed
- incorporate Water Sensitive Urban Design (WSUD) principles
- reduce impervious surfaces
- avoid overshadowing and shading of sensitive native vegetation communities
- consider noise and lighting impacts to natural areas and fauna. Limit lighting where required in natural areas on public land
- protect and enhance native vegetation
- increase width of waterway riparian zones
- stabilise creek banks threatening to negatively impact infrastructure.

The following infrastructure should be permitted in natural areas:

- walking tracks
- creek crossings
- fencing
- signage
- sediment basins
- rock armoured creek banks
- litter booms and other low impact GPTs like trash racks
- nest boxes and artificial / augmented hollows
- artificial / constructed wetlands
- flood detention basins
- prescribed dams
- wildlife cameras

4.2. Scale and intensity of use

The scale and intensity of use of public land involves a balance between the need to work facilities harder to meet increased demand and the constraints of carrying capacity and ongoing maintenance/facility renewal requirements.

Council needs to clearly identify the capacity of public land to accommodate certain activities, such as a monthly market. Carrying capacity could be guided by a policy, for example no additional use of sportsgrounds over 25 hours a week.

Planning and management of events, from birthday parties to major community events, to reduce their impacts on public land also generated much discussion among staff. Current use of Prince Alfred Park for example was identified as unsustainable. Major events should better reflect carrying capacity and be more evenly distributed between suitable locations to minimise impacts.

4.3. Use agreements

4.3.1 Introduction

Council has a Leasing and Licensing Policy that guides leases and licences to community groups and for private uses. Any use of public land that will exclude it from public access should require compensation to mitigate this loss.

The activities for which a permit versus a licence is required, such as organised sport, needs to be clearly specified in the GPoM.

Issues regarding use agreements over community and Crown land for specific uses are outlined below.

4.3.2 Sporting Clubs

Council is increasingly including meeting room space within new amenities buildings for general hire to the broader community to meet increasing demand. There is increasing pressure from sporting clubs, which hire the adjoining fields to exclusively occupy these spaces as clubrooms that the other user groups and the public are unable to access.

4.3.3 Easements

Public land is occupied for public utilities provided by companies such as Sydney Water and Ausgrid. Council generally cannot prevent easements for public utilities, as they are empowered under legislation such as the Electricity Supply Act. There is a need to specify what powers public utility companies have on community and Crown land to facilitate better Council regulation of these facilities. Additionally need to clearly address the types of activities that are permissible within these easements, such as over pipelines and under powerlines.

There is also increasing pressure on community and Crown land from the development and intensification of use on adjoining private properties. This is often dependent upon securing a drainage easement through public land, and improved guidance is required to minimise unreasonable alienation and environmental impacts. Whilst developers pay Council a relatively nominal amount for these easements, this is considered inadequate for the ongoing burden to public land to facilitate a potentially significant private financial benefit.

4.3.4 Events

Legislation and environmental planning instruments allow an increasing number of temporary events on public land without development consent.

Council's Street Activity Policy governs and permits community events and activities on public land that do not require development consent, with the exception of parks and reserves that are subject to standard temporary use terms and conditions. The terms and conditions of temporary use for events on community and Crown land should be consolidated with the Street Activity Policy to improve consistency.

Whilst the approval process and terms and conditions for events not requiring development consent are considered reasonable, those that require a Development Application are subject to an overly complex process that is unreasonable for smaller low cost events. To address this a "standing" Development Application can be tailored for recurrent events to reduce complexity and cost whilst ensuring that associated use impacts are appropriately managed.

Council's Booking Office manages temporary use of public land and oversees the terms and conditions of such activities. These terms and conditions prescribe the use of public land for an event in terms of liability, and the responsibilities of the hirer, which can be a private individual, company or Council.

Approval for temporary events requires the hirer to have adequate capacity to run the event in accordance with safety and other requirements. Community groups can also access Council grants to assist with the costs associated with coordinating events, such as risk assessment that is the responsibility of hirers.

Council has identified a small number of key event sites, such as Prince Alfred Square and Centenary Square, which are subject to high levels of use.

The potential use of alternative sites, such as Robin Thomas Reserve, is limited due to conflicts with existing organised sporting uses. However, there is increasing pressure for sportsgrounds to be available for events to take the pressure off other event sites.

4.3.5 Facility Tenure

Regular hirers of public land can develop a sense of ownership of the land and consider that they have exclusive use. This conflicts with increasing demand for non-organised use and is resulting in a greater need to balance competing interests to ensure fair and equitable access to public land by the community.

Expectations by sporting clubs for exclusive use of sportsgrounds and associated facilities is becoming an increasing problem that conflicts with the need for multi-use facilities to cater for the growing demand facilities by increasing housing densities. To ensure equitable access by the wider community, exclusive use of sporting facilities should be prohibited (unless in exceptional circumstances) and that use by sporting groups continues to be managed under seasonal licenses. This is considered reasonable as Council typically subsidises fees for use of facilities by sporting clubs and community groups.

Financial contribution to facilities also creates expectations of exclusive tenure over sportsgrounds. To ensure ongoing accessibility by the wider community, it is preferable that investment in facilities be recognised through decreased fees rather than exclusive tenure.

Public access to leased and licensed facilities on community land is also an increasing issue as community facilities are being incorporated into upgraded sportsground pavilions for hire by the broader community. The management approach for this situation needs to be clearly defined as it could be considered both a sporting facility and community facility.

Council staff generally agreed that public open space should not be leased except where there is a clear community benefit and investment in facilities. This may require a long lease period and will need to make provision for other uses to avoid potential alienation.

4.3.6 Scout and Guide Halls

Council is considering taking back management of all Scouts and Guide halls on community and Crown land to improve consistency of management with other facilities.

The existing “rights” of occupants of leased buildings, such as Scout and Guide halls within or adjoining public land needs to be defined, for example, Scouts and Guides using adjoining public land areas for campfires and camping.

4.3.7 Telecommunications

Need to clarify the legal rights of Council for leases, licences and easement access for telecommunications companies. An increasing issue is how to manage tenure and access under the Telecommunications Act, particularly regarding the NBN, which should be subject to an access licence.

Council should specify appropriate fees for telecommunications companies to occupy public land.

4.3.8 Test Bores

There is a need to better manage construction and monitoring of test bores associated with contamination of adjoining private properties as required by the EPA.

Test bores should be licensed consistent with the requirements of Section 47D of the *Local Government Act 1993*.

4.4. Encroachments

Council has an Unauthorised Use and Encroachment Policy that aims to strike a balance between education and enforcement regarding encroachments on a case-by-case basis.

The responsibility for enforcement of encroachments and unauthorised uses is problematic as it is split between different Council teams. The Property Assets Team deal with fixed and built items encroaching on public land, and have no authority to issue orders whereas the Regulatory Services team is responsible for non-fixed items and have authority to issue orders.

Construction from adjoining properties encroaching onto public land requires better regulation. Such construction activities include but are not limited to:

- balconies encroaching on airspace
- rock anchors under community land
- slewing construction cranes, which should require a permit.

Access for construction vehicles across public land to private developments should be discouraged. However, one-off requests could be considered subject to an appropriate bond, with the weight of vehicles an important consideration, and this could be managed under a Temporary Access to Public Land policy.

4.5. Climate change

It is increasingly important to recognise the predicted consequences of climate change for public land including:

- increase in average temperature and urban heat
- increased risk of bushfires
- increase in bushfire frequency
- larger and higher intensity storm events
- lower average rainfall (with implications for water availability and use of potable and grey water)
- impacts to fauna, flora and native vegetation communities.

The associated sea-level rise and resulting flooding will also have consequences and impacts for public land such as:

- loss of foreshore land
- impacts to fauna, flora and vegetation communities
- impacts to Council assets (outlets, GPTs, seawalls, cycleways, etc.)
- impacts on contaminated sites (including former landfill)
- impacts on adjoining development.

Energy use on public land should be considered, with the view to minimising use of fossil fuels/carbon neutrality and increasing renewable energy sources.

4.6. Closure of public land

4.6.1 Natural events

Closure of public land is sometimes necessary in the event of catastrophic fire danger periods and total fire bans, bushfires and smoke/poor air quality, and during strong/high winds and wet weather.

Council does not have a clear policy for making decisions about closure of public land, particularly sportsgrounds due to such events. Should sports fields be closed during periods of smoke and poor air quality?

The current process for closing sports fields in wet weather need to be expanded to include provisions for all events that trigger closure requirements.

4.6.2 Pandemics

Restrictions on the use of public land during a pandemic, as occurred in early 2020 due to COVID-19, need to be considered. All or part of public land (such as playgrounds and fitness equipment) were closed at times, and restrictions on use such as social distancing requirements had to be enforced in response to government directives. Such restrictions also need to be balanced with the increased need of the community for places to exercise away from home while gyms and fitness facilities were closed.

4.7. Other management issues and considerations

Stakeholder teams identified the following list of additional issues and considerations. Some of these issues will require further discussion and identification of a preferred approach for inclusion in the GPoM.

4.7.1 Access for people with disabilities

- Access for people with disabilities needs improvement
- Significant expenditure is required to make all facilities on public land fully accessible
- New or upgraded facilities are required to be fully accessible
- Removal of access barriers for people using wheelchairs, with smoother pathways etc.

4.7.2 Access to natural areas / parks network

- Walking track and cycleway improvements
- Provide inclusive access where feasible
- Maximise links within and into adjoining Council public land networks

4.7.3 Asset management

- Condition assessments
- Life-cycle costing

4.7.4 Biosecurity

- Invasive fauna (carp, foxes, rabbits, cane toads) and flora (terrestrial and aquatic weeds)
- Mosquitoes (public health)
- *Phytophthora* and other flora/fauna diseases
- Education (community, schools, industry, internal staff e.g. Parks)
- Weed control and reserve access
- Main roads, rail lines, and waterways are wildlife refuge corridors and high-risk pathways for weeds.
- Council must notify the public of herbicide application in public areas.

4.7.5 Bushland

- Bushfire Prone Land
- Key Threatening Processes
- Endangered Ecological Communities
- Biodiversity Offsets Scheme
- Asset Protection Zones
- Bush regeneration
- Seed Collection
- Bushcare volunteers

4.7.6 Child-friendly design

- Children are the most vulnerable users of public land
- 'Child Friendly Design' principles should be followed to ensure safe, engaging and fun public spaces

4.7.7 Community education and participation

- Community engagement in the planning and design of public land and facilities to ensure they best meet diverse needs
- Council should aim to be creative and innovative and democratic in managing public land, such as co-design opportunities and citizens' juries
- Expend participation in volunteer Bushcare groups and park committees
- Encourage corporate planting and clean-up events e.g. Clean Up Australia Day
- Volunteers to avoid working in waterways, especially tidal (mangrove and saltmarsh) areas due to potential health and safety issues such as needle stick injuries, glass, asbestos, etc.

4.7.8 Contamination

- Asbestos and other contamination is prevalent throughout public land due to previous industrial uses and dumping, particularly at James Hardie legacy sites
- Contamination is often present within transport corridors and constructed waterway channels adjoining or within public land
- Contamination has significant potential to affect ongoing management and community use of public land e.g. no digging, spot spray only, no planting etc.
- Public land is impacted by contamination from adjoining private land and associated remediation / monitoring requirements e.g. wells.

4.7.9 Cultural heritage

Aboriginal

- Need to be consistent with Council's Reconciliation Action Plan.
- Aboriginal land claims over the majority of Crown land and the need to clarify requirements when undertaking works or granting leases and licences
- Approval requirements for works in proximity to registered sites or potential archaeological deposits.

European Heritage

- Significant European heritage in public land including archaeology, quarries, dams / weirs, bridges, and tracks
- Maximise opportunities for interpretation
- Approval requirements for works affecting potential archaeology or state heritage items (Heritage Council)

4.7.10 Data capture

Periodic surveys and mapping are required to ground truth the presence and extent of:

- threatened species, populations and ecological communities
- key terrestrial and aquatic habitat.
- facilities and infrastructure e.g. walking tracks, signage, sediment basins etc.

4.7.11 Dedication of land to Council

- Land dedicated under Voluntary Planning Agreements (VPAs) or other mechanisms must be unencumbered and fit for purpose.
- New public land requires categorisation and included in the GPoM through periodic updates
- Embellishment undertaken either by the developer in-kind or by Council using contributions.

4.7.12 Domestic and feral animals

- Main roads, rail lines, and waterways are wildlife refuge corridors and high risk pathways for feral animals
- Cats are highly effective predators and pose significant risks for native wildlife
- Wildlife protection areas have been established to protect important fauna habitat, prohibit cats, and require dogs on-leash. It is difficult to enforce dogs on leash and all companion animals should be prohibited
- Dogs attacks often occur in off-leash dog exercise areas, so these need to be of a sufficient size to minimise potential conflict
- Dogs are commonly allowed off-leash in public land outside off-leash areas
- Require education of dog owners to reinforce responsibilities when in public places.

4.7.13 Drainage reserves

- Drainage reserves can comprise useable land or only a 1.5 metre concrete channel between two properties that is limited to drainage purposes.
- Inconsistent classification of drainage reserves (both operational and community)
- Drainage reserves unable to be used for additional public purposes should be classified as 'operational' consistent with Registrar-General guidelines.

4.7.14 Fauna and Flora

- Protection of all native flora and fauna
- Threatened species and populations
- Wildlife corridors
- Hollow-bearing trees
- Habitat creation (nest boxes and artificial hollows)
- Fauna crossings over rail and road transport corridors to connect bushland
- Education and research
- Surveys and monitoring

4.7.15 Memorials and Naming

- Increasing community and councillor requests for memorials and naming of public land to commemorate individuals
- Memorials are managed under a policy that requires a strong connection between the location and individual/organisation/event to be commemorated
- Need for a Council policy to provide a consistent approach for naming of reserves
- Naming of public land to be in accordance with Geographical Names Board (GNB) guidelines that prioritise the following naming guidelines:
 - Aboriginal
 - European heritage
 - Native flora and fauna
 - Significant geographical features
 - Commemoration should be applied posthumously.

4.7.16 Park Committees

- Volunteer Park Committees generally don't undertake on-ground works and only an advisory role in managing public land
- Inconsistent approach to booking of some public land facilities, such as Tennis Courts, previously managed by Park Committees.
- Council to coordinate all bookings to ensure a more coordinated approach recognising that facilities function as a network

4.7.17 Rough Sleepers

- Increasing number of rough sleepers using public land, particularly in and around the CBD
- Rough sleepers should not be excluded from public land
- Council can't relocate rough sleepers but must consider their safety and that of the wider community
- Importance of service provision for rough sleepers on public land e.g. food van, showers, pets
- Council's Public Space Liaison Officer works with the Housing NSW Street Outreach program to assist rough sleepers and other homeless people with more suitable accommodation.

4.7.18 Service standards

- Maintenance and facility provision is to be consistent with the function and role that each public space plays in the LGA e.g. CBD vs local parks
- Service standards applied according to type of space/facility and hierarchy:
 - Sportsgrounds:
 - Turf and surfaces/courts
 - carparks
 - Playgrounds:
 - waterplay
 - district / local / pocket
 - LGA gateways e.g. Collett Park
 - CBD Civic parks e.g. Centenary and Prince Alfred Squares.

4.7.19 Shade

- Shade for sun protection is becoming increasingly important due to escalating temperatures and UV levels
- Artificial shade structures are high cost and are only used where trees are unable to provide adequate shade
- Use of shaded areas for events and other high impact activities is limited during winter months, particularly on turfed surfaces after significant rainfall.

4.7.20 Synthetic surfaces

- Enable higher levels of use to better meet the increased demand for sporting competition and training
- Exacerbates urban heat as opposed to the cooling effect of natural turf
- High cost to install and replace as has a limited lifespan
- Potential for negative impacts on the surrounding natural environment, particularly waterways and micro plastics.

4.7.21 Trees

- Increasing requests to prune branches or remove trees overhanging adjoining private properties due to safety concerns
- Intensification of development on adjoining properties is increasing the potential for conflict with trees in proximity to the boundary
- Require a buffer zone between new development and trees to minimise canopy and root zone impacts
- Easements to avoid sensitive root zones
- Utilise sensitive underboring or other less invasive excavation methods to ensure ongoing tree health
- No tree pruning or removal for solar access to adjoining properties.

4.7.22 Vehicle Parking

- Prevention of inappropriate vehicle parking on public land is required in high density areas and this is increasing throughout the LGA
- Carparks on public land are also being used by workers in adjoining businesses and restricting availability for visitors
- Carparking at high use public spaces also experience high levels of congestion during weekends and other peak times
- Timed parking needs to be implemented to reduce congestion and maximise use for public space users
- Council installs bollards and blocks at entrances and around the perimeter of public land and parks to stop inappropriate parking and associated damage
- Vehicle barriers need to allow easy access for pedestrians and people with a disability
- Vehicle access to public land needs to be retained for maintenance and emergency vehicles only to ensure pedestrian safety and movement.

4.7.23 Waterways and Wetlands

- Protection/enhancement of aquatic habitat including:
 - Aquatic weeds
 - Native aquatic vegetation enhancement (freshwater and estuarine)
 - Fish friendly crossings (culverts/roads)
 - Large Woody Debris
 - Silt plugs
 - Wetlands
 - Fish ladders
 - Removal of fish passage barriers where feasible e.g. weirs

- Protection of aquatic vegetation communities:
 - Estuarine
 - Saltmarsh
 - Mangroves
 - Freshwater
 - Wetlands
 - Riparian zones (widening of)
- Management of stormwater quality / volumes / velocities and pollutants including:
 - Hydrocarbons
 - Nutrients (golf courses, residential, parks etc.)
 - Sediment
 - Pesticides/herbicides
 - Heavy metals
 - Litter
- Sedimentation (including contamination)
- Channel and riparian zone restoration including:
 - Daylighting of stormwater pipes
 - Naturalisation of concrete waterways
 - Erosion control / sediment capture
 - Rock armouring
 - Revegetation
 - Sediment basins
 - Gross Pollutant Traps / Pollution Control Devices
- Water quality impacts from:
 - Chemicals and pollution incidents from nearby industrial / commercial / residential properties including drugs and medications, sediment, concrete oxides for colour, tile cutting, etc.
 - Religious ceremonies that release non-native fish and non-biodegradable materials
 - Licenced industrial discharges
 - Acid Sulfate Soils
 - Leachate from former landfill sites
Swimming access and hazards e.g. glass, syringes
- Sewage
 - Ongoing and frequent sewer discharges via pop tops due to an aging sewerage system unable to cope with increasing demand from surrounding development
 - Need to regularly test for contaminants e.g. medications nutrients, bacteria, viruses and notify Council to reduce risk of exposure by contractors and the community (including dogs) that have the potential to be exposed
 - Sewer/pipe creek crossings are protected by weirs but block fish passage
- New and upgraded stormwater infrastructure should provide a smooth transition between constructed drainage systems and natural waterways in accordance with best-practice guidelines

5. STAKEHOLDER ENGAGEMENT

It is essential that both internal and external stakeholders are involved in development of the GPoM. This will ensure that it reflects current values and expectations for management and use of public land.

5.1. Internal stakeholders

The following Council teams are key stakeholders:

- Community Capacity Building
- Events
- Open Space and Natural Resources
- Parks
- Place Management
- Property Asset Services
- Regulatory Services
- Recreation Facilities and Programs

Council also has a range of specialist Advisory Committees to advise on the needs and interests of particular communities:

- Aboriginal and Torres Strait Islander
- Access
- Cycleways
- Heritage

5.2. External stakeholders

Consultation should also be undertaken with the following external stakeholders:

- Relevant government departments (advice and approvals)
 - Department of Environment, Planning and Industry (Office of Strategic Lands and Crown Lands)
 - Department of Primary Industries (Fisheries)
 - Local Land Services
 - Office of Water
 - Environment Protection Authority
 - Sydney Water
 - Endeavour Energy / Ausgrid
 - Other owners of land included in the GPoM
- Neighbouring Councils
 - Blacktown, Canada Bay, Cumberland, Hornsby, Ryde, Strathfield, The Hills
- Public Land Trusts
 - Sydney Olympic Park Authority
 - Parramatta Park Trust
- User Groups and Volunteers
 - Sporting and Recreation
 - Park Committees
 - Bushcare Volunteers
 - Community groups
- Working Groups/Committees
 - Parramatta River Catchment Group
 - Bushfire Management Committee
 - Sydney North Vertebrate Pest Committee

Appendix A Plan of Management Analysis Map

Contents	Generic All catags Parramatta	Generic All catags Hornsby District 1	Generic Parks The Hills	Generic Parks Auburn	Generic Parks Holroyd	Generic Sptsgnd The Hills	Generic Gen CU The Hills	Generic Natural The Hills	Specific SG, GCU W Epping Park	Specific No catag. Lake Parramatta Reserve	Specific Natural Baludarri Wetland	Specific Sports Jones Park	Specific Mays Hill Reserve
	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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- Watercourses – impact of development		p.56											
- Watercourses – remediation and restoration		p.56						p.21					
Communications towers on community land		p.35		p.21					p.35				
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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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- Awareness of recreational opportunities	p.63												
- Bushcare program		p.51						p.16-17					
- Community nursery		p.51						p.17					
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- Scientific and educational projects		p.52											
Community facilities and uses		p.61											
- Halls and equipment		p.61							p.54				
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- Responsible use of community land by pet owners	p.67	p.53											
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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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- Asset Protection Zones		p.54											
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- Reserve crossings for private purposes									p.35				
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- Litter and rubbish dumping	p.70			p.33									
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- Park furniture		p.41											

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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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- Fences		p.42							p.45				
- Taps and bubblers		p.42							p.45				
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- Playgrounds		p.42		p.32					p.46				
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- Irrigation systems									p.49				
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- Notification of proposed works		p.37							p.40				
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- Community land parcels reflect actual use	p.72												
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- Conservation of natural areas in planning process		p.57											
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- Facilities/improvements encourage physical activity	p.73												
- Impacts of recreational facilities, activities on cultural and environmental values	p.74												

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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
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- Parks booking service		p.40							p.43				
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- Safe community perception	p.76												
- Council exposure to compensation and litigation	p.76												
- Sportsgrounds		p.44							p.50				
- Volunteer insurance		p.35							p.35				
- User groups public liability		p.44							p.50				
- Lighting			p.13-14				p.12						
- Playground safety			p.14	p.30-31									
Unauthorised use, encroachments and adjoining land	p.77-78								p.53				
- Demarcation of natural area boundaries		p.52									p.59		

Contents	Generic All catgeg Parramatta	Generic All catgeg Hornsby District 1	Generic Parks The Hills	Generic Parks Auburn	Generic Parks Holroyd	Generic Sptsgnd The Hills	Generic Gen CU The Hills	Generic Natural The Hills	Specific SG, GCU W Epping Park	Specific No categ. Lake Parramatta Reserve	Specific Natural Baludarri Wetland	Specific Sports Jones Park	Specific Mays Hill Reserve
	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
- Dumping of garden and other waste		p.52											
- Impact of development on adjoining land	p.77	p.33		p.32				p.14					
- Encroachment of adjoining private properties	p.77	p.47, 52											
- Impacts of use and development on adjoining properties	p.78							p.20	p.35				
- Impacts on natural areas from use of other community land	p.78	p.48											
- Community advertising		p.47							p.53				
Implementation													
Management					p.11							p.22-3	p.30-1
Staffing					p.15							p.28	p.37
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References	p.79	p.185-7								p.60	179-180		
Appendices													
List of all land covered by PoM	p.82-94		p.16-23	p.9-15	p.16-18	p.22-23	p.14	p.24-44		p.13			
- Reserve number		p.64-183	p.16-23			p.22-23	p.14	p.24-44					
- Map ID	p.82-94	p.64-183		p.9-15	p.16-18								
- name	p.82-94	p.64-183	p.16-23	p.9-15	p.16-18	p.22-23	p.14	p.24-44					
- address – street, suburb	p.82-94	p.64-183	p.16-23	p.9-15	p.16-18	p.22-23	p.14	p.24-44					
- land parcels - lot/DP	p.82-94	p.64-183		p.9-15						p.13			
- open space planning precinct								p.24-44					
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- Classification		p.64-183			p.16-18								
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- Recategorised since last PoM		p.64-183											

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	2014	2013	2012	2001	1997	2014	2012	2008	2014	2012	2010	2009	2004
- Relationship to other plans		p.64-183						p.24-44					
- Description – natural and cultural heritage		p.64-183											
- Conservation status		p.64-183											
- Facilities		p.64-183											
- Land use													
- Condition / impacts		p.64-183											
- Flora species list										App 1			
- Main weeds		p.64-183											
- Fauna species list										App 1			
- Recurrent expenditure		p.64-183											
- Exceptional expenditure		p.64-183											
- Level of service grading		p.64-183											
- Management Committee		p.64-183											
- Existing leases		p.64-183											
- Site photographs		p.64-183											
- Heritage listing													
- Future significant area PoM													
Community engagement outcomes										App 2,3			
Location map of community land	p.96	p.iv											
Maps of community land with one category	p.97-112	p.64-183											
Maps of community land with multiple categories	p.114-187	p.64-183							p.20				

Appendix B Content Checklist

B.1 Introduction

Contents	Stakeholder Issues and recommendations
What is a Plan of Management?	
Background	
<ul style="list-style-type: none"> • Why is a GPoM required? • 2016 LGA boundary changes • New Crown land management legislation 	
Scope	
<ul style="list-style-type: none"> • Land covered/not covered by the GPoM 	GPoM to include all Council owned and managed land in the LGA. Refer to Section 2
<ul style="list-style-type: none"> • Superseded Plans of Management 	Action: Ensure Council Land Register is up-to-date.
Purpose and Objectives	
Process of preparing the GPoM	
<ul style="list-style-type: none"> • Community and stakeholder engagement, (including internal and external stakeholders) 	Refer to Section 4
<ul style="list-style-type: none"> • Land categorisation 	
<ul style="list-style-type: none"> • Native title advice 	
<ul style="list-style-type: none"> • Referrals to other landowners (including Crown Lands) 	
<ul style="list-style-type: none"> • Draft GPoM public exhibition (including public hearing) 	
<ul style="list-style-type: none"> • Adoption of GPoM 	

B.2 Land covered by the Plan of Management

Contents	Stakeholder Issues and recommendations
Description of land included in the GPoM:	
<ul style="list-style-type: none"> • Community land owned by Council • Crown land for which Council is the Crown land manager • Community land owned by other public authorities under the care, control and management of Council • new parks dedicated to Council under VPAs or other contributions mechanisms • Action: Regularly update the schedule of land included in the GPoM to reflect new community land transferred to Council by developers or other public authorities 	<ul style="list-style-type: none"> • Potential for future specific PoMs for land categorised as an Area of Cultural Significance • Additional land to be considered for inclusion: <ul style="list-style-type: none"> ○ Sydney Water land ○ Commonwealth land ○ parks classified as operational land, e.g. John Carver Reserve • land not appropriate for inclusion <ul style="list-style-type: none"> ○ street verges (typically managed by adjoining property owner and subject to Roads Act 1993) ○ informal road closures maintained as parks e.g. Felton Road ○ operational land e.g. carparks • Action: reclassify land owned/managed as public open space from Operational to Community

B.3 Basis for Management

Contents	Stakeholder Issues and recommendations
<p>Legislative & Planning Context</p> <ul style="list-style-type: none"> • Commonwealth legislation (including native title) • NSW legislation • State, Metropolitan, Regional, District and Council • Council strategies, plans and policies 	<ul style="list-style-type: none"> • Native Title Manager advice • Land categorisation and Ministerial approval requirements <p>Action: Review initial categorisation of Crown land based on LG Regulation guidelines</p> <p>Action: Review Office of Local Government and DPIE Crown land management fact sheets and guidelines</p> <p>Action: Update all Council strategies, plans and policies to include community and Crown land transferred following LGA boundary change</p>
<p>Values and objectives</p> <ul style="list-style-type: none"> • Council vision / objectives • Council land management goals / objectives • Core community land objectives: <ul style="list-style-type: none"> ○ Natural Area (including sub-categories) ○ Park ○ Sportsground ○ General Community Use • Principles of Crown land management • Community and stakeholder values 	<p>A review of the current 13 Plans of Management highlighted that community and stakeholder values i.e. what is important or special about the land, were generally poorly articulated or not addressed at all.</p> <p>Values are important to define to provide the basis for management strategies and actions and ensure consistency with community and stakeholder expectations.</p> <p>Community values of public land are diverse and can relate to:</p> <ul style="list-style-type: none"> • ecological and environmental • economic • educational and scientific • health and wellbeing • heritage and cultural • recreational • social • visual and scenic
<p>Permissible uses and developments</p> <ul style="list-style-type: none"> • LEP zoning objectives and permissible landuses • DCP provisions • Permissible purposes/uses and development • Temporary uses of land • Activity approval pathways including exempt and complying development 	<p>Council stakeholder teams identified permissible uses and developments on community and Crown land as a key issue.</p> <p>There is a need for Council to provide flexibility by allowing a wide range of permissible uses and developments (however these must be compatible with current uses, carrying capacity and ongoing maintenance requirements of individual sites)</p> <p>The GPoM should provide a consistent decision-making framework for the use and development of public land similar to Council's Street Activity Policy, which defines permissible uses and assessment factors that guide the use of other public land e.g. roads.</p> <p>Event planning and management of impacts was also identified as a key issue by Council stakeholder teams.</p>
<ul style="list-style-type: none"> • Use agreements • Leases, licences, other estates (including easements) 	<p>Public land is becoming an increasingly contested space and there is a growing conflict between public access requirements and security of tenure for organised user groups.</p>
<ul style="list-style-type: none"> • Management issues and strategies 	<p>Section 4 of the issues paper outlines current and emerging management issues as identified from the review of current Plans of Management and feedback from staff during internal stakeholder team discussions.</p> <p>Some issues are complex and will require further discussion and resolution prior to inclusion in the Plan of Management.</p>

B.4 Action Plan

Contents	Issues and recommendations
<p>Issues based tables setting out actions to address the identified management issues, including:</p> <ul style="list-style-type: none"> Objectives and performance targets Means by which objectives and performance targets will be achieved Manner of assessment of performance in terms of objectives and performance targets 	<p>The action tables should be confined to specific achievable actions.</p> <p>General management principles and objectives should be placed in the Basis for Management.</p>

B.5 Implementation

Contents	Issues and recommendations
<ul style="list-style-type: none"> Management (Governance and framework) Funding Monitoring Review 	

B.6 References

B.7 Appendices

Item	Generic PoM (Core)	Specific PoM (Optional)
Land Schedule Map ID, name, address (Street / Suburb), land parcels (Lot/DP, Catchment (Planning / Waterway), Area (ha), Zoning, Owner(s), Crown reserve number, Crown reserve purpose, Classification (Community / Crown), Land Category / Sub-category, Heritage (Local / State)	X	
Land Category Maps	X	
Multiple Category Maps	X	
Community Engagement Outcomes / Summary	X	
Natural and Cultural Heritage / Conservation Status		X
Facilities		X
Landuse		X
Condition / Impacts		X
Flora and Fauna Species		X
Expenditure		X
Service Level		X
Management Committee		X
Leases		X
Site Photographs		X