Attachment A

Draft Generic Plan of Management

CITY OF SYDNEY

Generic plan of management (draft)

Parks, sportsgrounds and general community use land

Plan of management (draft)
August 2025

The City of Sydney acknowledges the Gadigal of the Eora Nation as the Traditional Custodians of our local area.

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Acknowledgement of Country

The City of Sydney acknowledges the Gadigal of the Eora Nation as the Traditional Custodians of our local area.
We acknowledge Elders past and present and celebrate the diversity of Aboriginal and Torres Strait Islander peoples and their ongoing cultures and connections to Country.

Community and place

These are the principles for our plans of management for community land. They were developed by listening to our communities – Aboriginal and Torres Strait Islander peoples, community gardeners, bushcare contributors, local residents, school children, city workers and visitors. And they reflect their values.

These principles are guided by the world view of Aboriginal people. They reframe our systemic relationship with the land. Since invasion, the relationship between people and land has been disrupted with little respect for the land, animals, waterways and First Peoples. We've seen the extinction of plants and animals and damage to waterways and land. Aboriginal lives have been lost in trying to protect Country. By challenging our approach in this way, we hope to cause no further harm and begin to heal.

The City of Sydney has an important role as caretaker of these places. We will consciously consider these principles in the decisions we make about the land where we are responsible. This includes how we maintain, change, and manage this land.

Aboriginal world view of Country – First Nations workshop participant

'Country is our identity; spiritually, culturally, physically, and socially.

We refer to Country as part of the family. We speak to Country; we sing to Country; and we dance for Country.

Increasingly we worry for Country and seek greater protection measures to carry out our cultural obligations to the land and waterways.

These are our fundamental rights and cultural responsibilities in protecting country as First Nations People.'

We are on Gadigal Country

These principles are founded in the understanding of Country in the worldview of the Aboriginal and Torres Strait Islander peoples. This understanding of Country includes the landscape – land, water and sky, the plants and animals, and the relationship between these. Aboriginal and Torres Strait Islander people's responsibility for care of Country and the continuation of these relationships. Country has existed in this place for thousands of generations. Country precedes the colonial boundaries. We acknowledge the responsibility that First Nations People have in the carriage of their living cultures including access to land for practising culture to bring social, spiritual, and economic benefit to First Nations People.

We commit to truth-telling and decolonisation

Gadigal Country was never ceded. We recognise the significance of Gadigal land as the site of invasion. We work towards telling the history of these places with honesty and acknowledge the negative impacts caused to Country and to the people. We endeavour to cause no further harm to Aboriginal people and the relationship they hold to the land.

We value how important these places are to people's wellbeing

Parks and open spaces are a place of refuge and respite in an intensely urban environment. These places have cultural and community significance to many people. They are places of shared identity and pride, of community connection and celebration, and of protest and social transformation. They must be welcoming to all people and will provide equity of access to all to enjoy. We strengthen the connections between and within these places.

We are guided by Country and strive to heal and care for it

We learn about how this Country has been cared for thousands of generations. We respect the natural landforms, waterways, and endemic species. We work to heal places that have suffered degradation. We support these places to play their role in the health of the whole environment.

We protect these places for future generations

We accept our role as caretakers of these places. These places must benefit the community now and in the future. As we face a changing climate and growing population, we make decisions that prepare these places and ensure their continued health into the future.

Guiding documents

- UN Declaration on the Rights of Indigenous Peoples
- Principles of cooperation: Metropolitan Local Aboriginal Land Council
- City of Sydney Aboriginal and Torres Strait Islander protocols

Executive summary

The City of Sydney recognises the importance of public open space and community facilities and the need to ensure they are appropriately managed in a way that is inclusive, regenerative and resilient for future generations.

This draft plan of management has been prepared in line with our objectives identified in the community strategic plan. This includes our commitment to sustainability, climate action, equity, access and caring for Country.

In this plan, management targets and strategies have been established that seek to care for Country and to create sustainable and welcoming spaces that are accessible for all.

Why we need a plan of management

Public land

Land owned or under the control of Council is known as 'public land' and is governed under the *Local Government Act 1993*. Under the act, all public land must be classified as either 'community' or 'operational'.

Community land is intended to be managed for use by the community for recreational, cultural, social and educational purposes. Community land is to be retained by the City of Sydney to benefit the community, both now and in the future, and cannot be sold.

Operational land may be used for a wide range of purposes, including community and administrative purposes (for example, community centres, civic buildings and depots), or as a commercial investment.

What is a plan of management

Under the *Local Government Act 1993*, Council must prepare a plan of management for community land under its ownership and control.

A plan of management is an important management tool, which is prepared by the City of Sydney in consultation with the community. A plan of management outlines the community land's features, and clarifies how we will manage, use or develop the land in the future. A plan of management provides a transparent and coordinated approach to public land management.

Community land may include a wide variety of properties, ranging from small recreation reserves to iconic parks, and in some circumstances buildings. Community land supports important aspects of community life, and is valued and appreciated by residents, workers, and visitors to the City of Sydney area.

Types of plans of management

The terms 'generic' and 'specific' plan of management are used in the *Local Government Act 1993*. The expression 'generic' is intended to convey a sense of 'group' (genus).

A generic plan of management includes a number of parks, reserves or community facilities which may have similar uses and/or management functions but are geographically separate. This allows a coordinated and consistent approach to the management of community land by Council.

A 'specific' plan of management applies to one area of community land and may be appropriate where the use of the land is complex, or where the land has special consideration.

Purpose of the plan of management

This plan of management:

- is an update of the earlier generic plan of management 2012
- consolidates specific plans of management that are no longer required
- includes community land acquired by the City of Sydney since 2012, that is not recognised under a plan of management.

The purpose of this plan of management is to:

- contribute to the City of Sydney's strategic goals and vision, as set out in the community strategic plan
- ensure compliance with the *Local Government Act 1993*
- provide clarity and transparency in the future development, use and management of community land.

Plan of management process

Community consultation

Community consultation and input is important to ensure a plan of management meets the needs of the local community. It also encourages an appreciation of the City of Sydney's aims for the management of public land.

In the past 5 to 10 years, the City of Sydney has completed extensive community consultation on open space management and the use of its community facilities. This analysis has informed the development of this plan of management.

Public feedback

Before this plan of management can be adopted by Council, it must be open for public feedback for at least 28 days. This is an opportunity for the community to review the draft plan to ensure it represents their vision and values for open space and the associated community facilities.

The period in which written submissions can be received is not less than 42 days from the first day public feedback opens.

During the public feedback process, a public hearing may also be held in to either categorise or re-categorise community land in line with the *Local Government Act 1993*. The outcomes of the public feedback period and hearing are reported to Council to enable final adoption of the plan of management.

Figure 1 (overpage) demonstrates the process to prepare this plan of management, including Council reporting, community consultation and the documents produced at each stage.

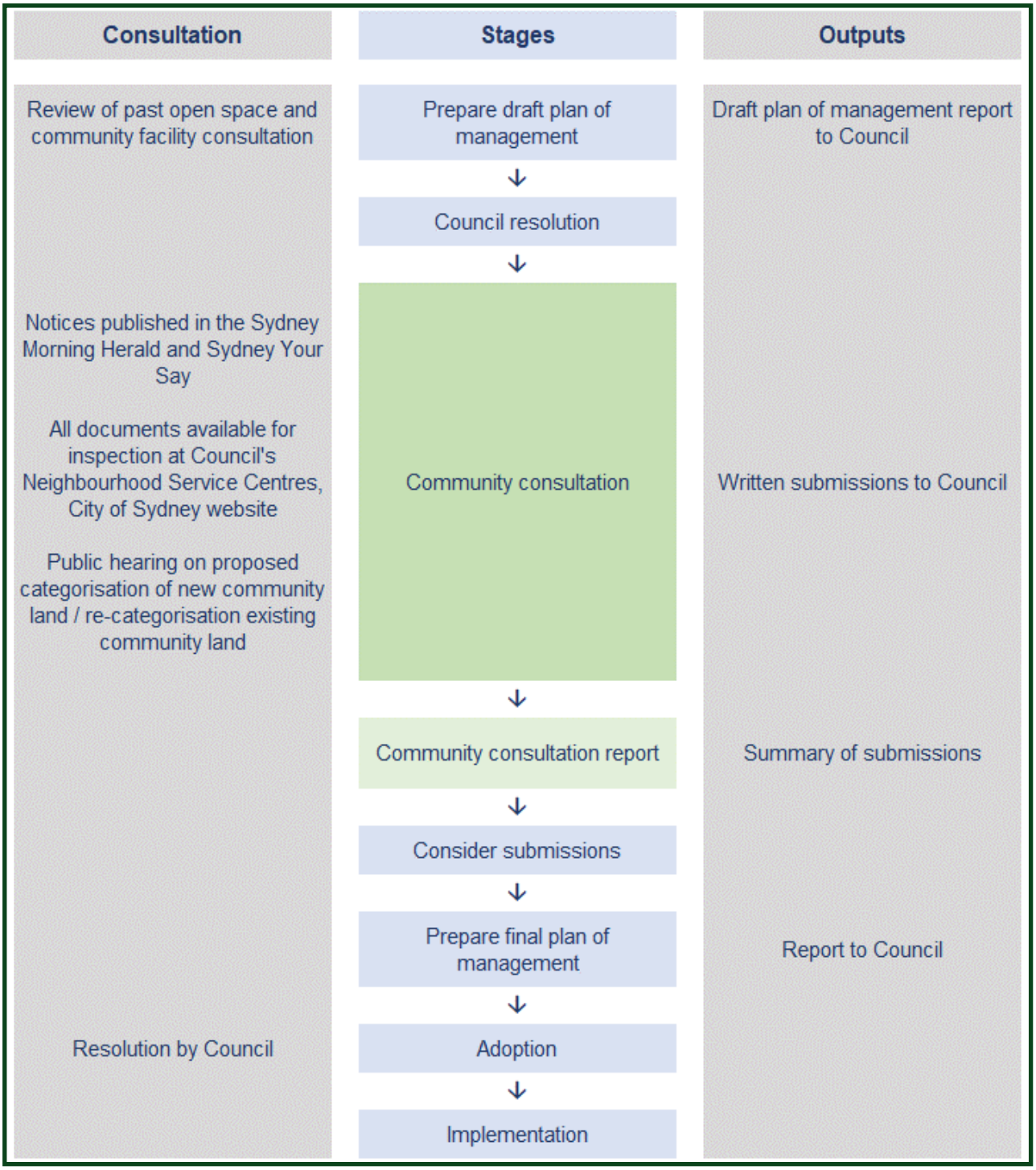


Figure 1: Process of preparing this plan of management

Content of the plan of management

This plan of management is divided into the following sections, as outlined in Table 1.

Table 1: Structure of this plan of management

Section	What does it include?
1 Why we need a plan of management	Background to the plan of management
2 Land description	Land covered by the plan of management
3 Governing framework	Frameworks that govern the plan of management
4 Basis for management	Categories of community land
5 Land use	Permitted land uses and development activities
6 Leases, licences and other estates	Authorisation for leases, licences and other estates
7 Strategy and action plan	• Objectives, performance targets and assessment of performance • Funding
8 Change and review of the plan of management	Process for reviewing and updating the plan of management
9 Attachment A	• Glossary of terms • References • City of Sydney policies and strategies
10 Attachment B	Schedule of the community land covered by this plan of management
11 Attachment C	Information sheets for each site listed in Attachment B
12 Attachment D	Maps of sites with multiple categories

Table 2 details the content required within a plan of management under the *Local Government Act 1993*, and where they can be found in this plan of management.

Table 2: Contents of a plan of management for community land

Requirements of the *Local Government Act 1993*	How this plan satisfies the act
Categorisation of community land	Section 4 and Attachments C and D
Core objectives for the management of the land	Section 4
Objectives and performance targets	Section 7
A means for achieving the objectives and performance targets	Section 7
A means for assessing the performance of the objectives and performance targets	Section 7
A description of the condition of the land, and of any buildings or other improvements on the land as at the date the plan of management is adopted	Attachment C
The use of the land any such buildings or improvements as at the date the plan of management is adopted	Attachment C
The purposes for which the land, and any such building or improvements, will be permitted to be used	Section 5
The purposes for which any further development of the land will be permitted, whether under a lease, licence or otherwise	Section 5
A description of the scale and intensity of any such permitted used or development	Section 5
Authorisation of leases, licences or other estates over community land	Section 6

Land description

Land covered by the plan of management

This plan of management includes many City of Sydney parks, civic spaces and community buildings which have been categorised as either park, sportsground, or general community use. Including these spaces in a 'generic' plan of management ensures consistent management that helps supports a cohesive approach to meeting the diverse needs of the community.

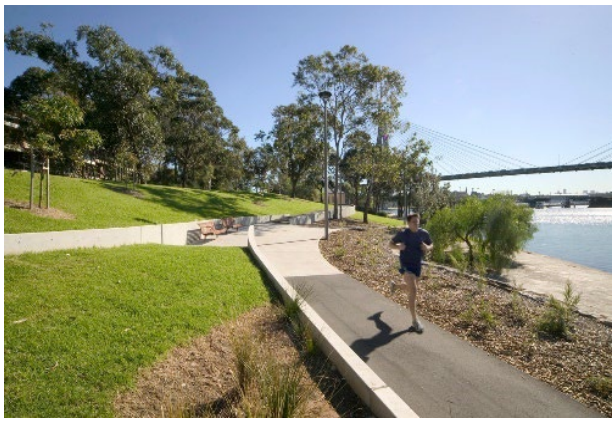
The community land contained within this plan of management is listed in **Attachment B**. Detailed information sheets for each site can be found in **Attachment C**.

Why are some parks and buildings missing?

Land and buildings that are **not** covered by this plan of management include:

- operational classified land owned by the City of Sydney
- community classified land managed under an adopted specific plan of management (see the City of Sydney website)
- crown land managed under an adopted specific or generic plan of management (see the City of Sydney website)
- public open spaces and facilities in the City of Sydney local area which are owned or managed by other entities
- privately owned land which is made available for public use
- road that has been physically closed to traffic and is landscaped for open space.

In some circumstances, the community land contained in this plan may adjoin one or more of the excluded properties forming one park space under the City of Sydney's control. While this land may be independent of a plan of management, it is the City of Sydney's intention to manage these spaces holistically.



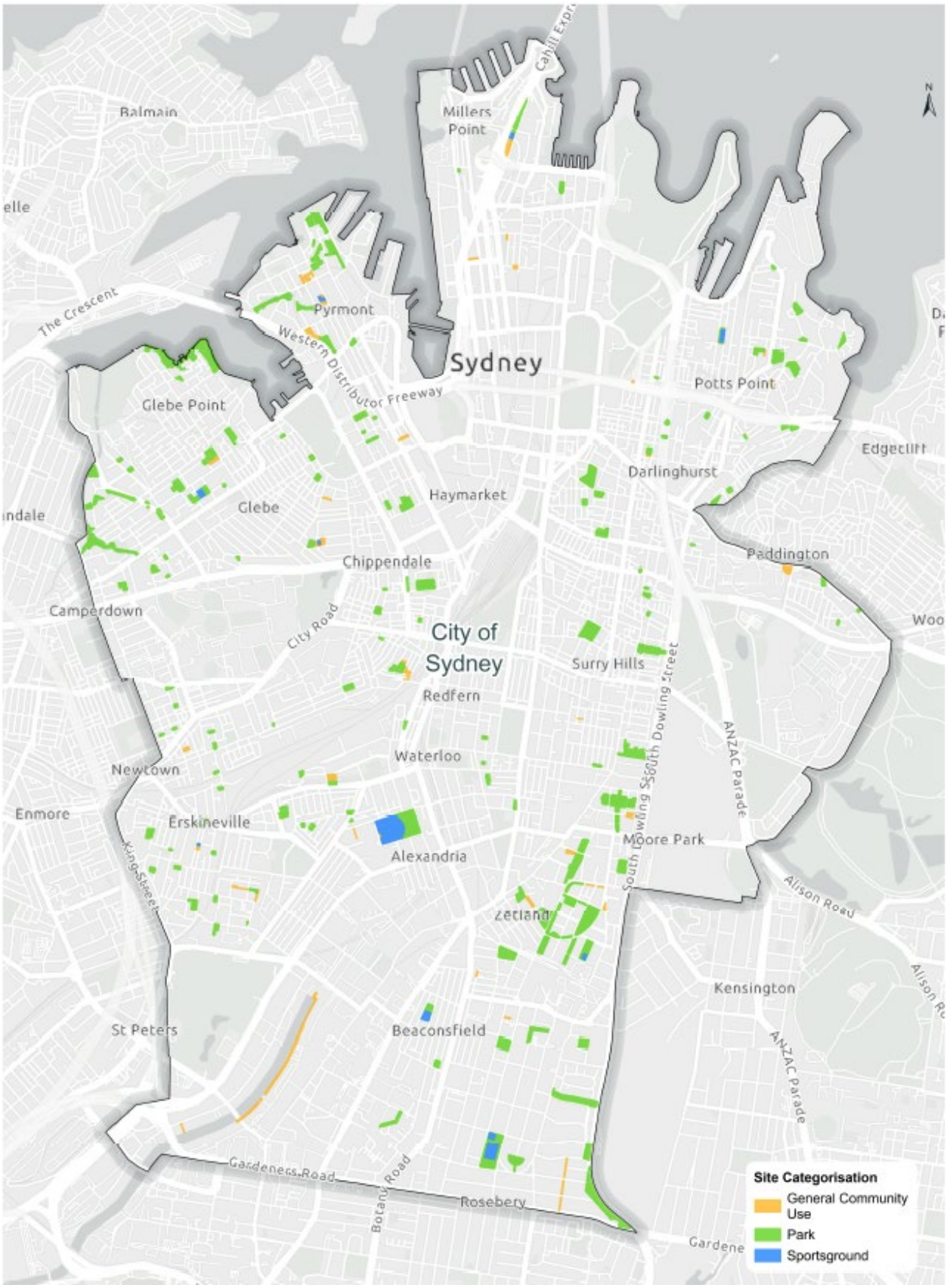


Figure 2: Community land included in this plan of management

Governing framework

This section describes the governing legislation, strategies and policies that apply to the land covered under this plan of management.

Relevant legislation

Local Government Act 1993

Community land must be managed in line with the *Local Government Act 1993* and the *Local Government (General) Regulation 2021*.

The *Local Government Act 1993* requires all Council owned land to be classified as either 'community' or 'operational'.

Community land is defined as land that must be kept for the use of the general community, must not be sold and is required to be managed in line with a plan of management and any other laws regulating the use of the land.

Table 3 provides an overview of the *Local Government Act 1993* requirements for community land.

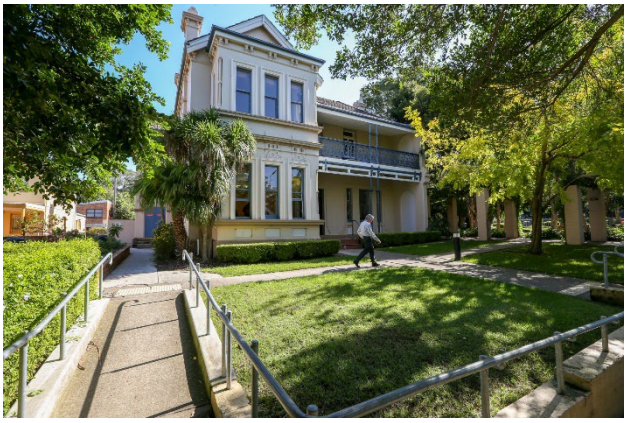
Other applicable legislation

In addition to the requirements of the *Local Government Act 1993*, there are many other pieces of legislation that are relevant to the ongoing development and management of community land. These are referenced in **Attachment A**.

Table 3: Requirements for community land

All community land must be categorised
The plan must contain core objectives for management of the land
The plan must include a description of the condition of the land, and of any buildings or other improvements on the land
The plan must specify the purposes for which the land, and any such buildings or improvements, will be permitted to be used
The plan must specify the purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise
The plan must describe the scale and intensity of any such permitted use or development
The plan must include performance targets
The plan must contain means for assessing achievement of objectives and performance targets
Council must seek public feedback on the draft plan for 28 days and give at least 42 days for submissions
Any amendments to a draft plan must be publicly consulted in the same way, until Council can adopt the draft plan without further amendment
A Council may only grant a lease, licence or other estate over community land if it is expressly authorised in a plan of management

Planning controls



Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* establishes the statutory planning framework for environmental and land use planning in New South Wales. It governs matters such as planning administration, planning instruments, development assessments, building certification, infrastructure finance, appeals and enforcement.

State environmental planning policies

State environmental planning policies are planning instruments that deal with matters of state or regional significance. These include statewide planning provisions and development controls around land use and infrastructure.

Local environmental plans

Local environmental plans are statutory planning tools that set controls over development in the area to which they apply and are one of the main instruments for implementing the *Environmental Planning and Assessment Act 1979*. They contain zoning controls, and controls for heritage conservation and protected areas, among other matters.

In the context of the community land contained in this plan of management, the Sydney Local Environmental Plan 2012 applies.

Heritage management

Items of heritage significance may be recognised by their protected status under planning controls and/or legislation.

The maintenance and management of a heritage item may also be further guided by heritage asset management or conservation management plans.

The City of Sydney, in its use, management or development of any heritage item contained in this plan of management will comply with the relevant governing and legislative frameworks.

City of Sydney framework

Community strategic plan

At the core of Council is the community strategic plan. This long-term plan describes the community's vision and aspirations for the City of Sydney local area and sets out how the City of Sydney will achieve these through achieving targets, outcomes, measures and strategies.

Figure 3 depicts the mechanism for the implementation of the community strategic plan and how it informs City of Sydney strategies, plans and programs.

City of Sydney policies

The City of Sydney has developed an extensive range of policies which guide our decision-making. A number of these influence the planning and management of open space and community facilities, and must be referred to in conjunction with this plan of management.

City of Sydney strategies

The City of Sydney has also developed a range of strategies focused on specific issues. While strategies are high-level guiding documents that usually carry less influence than policies, they can provide important references for the planning and management of open space and community facilities.

Generally, policies take precedence for managing specific issues where no guidance is provided in this plan of management. However, all decision-making and ongoing management must also have regard to the conservation of open space and community facility principles, and the core objectives of the community land categories.

A list of the key policies and strategies that govern this plan of management are referenced in **Attachment A**.

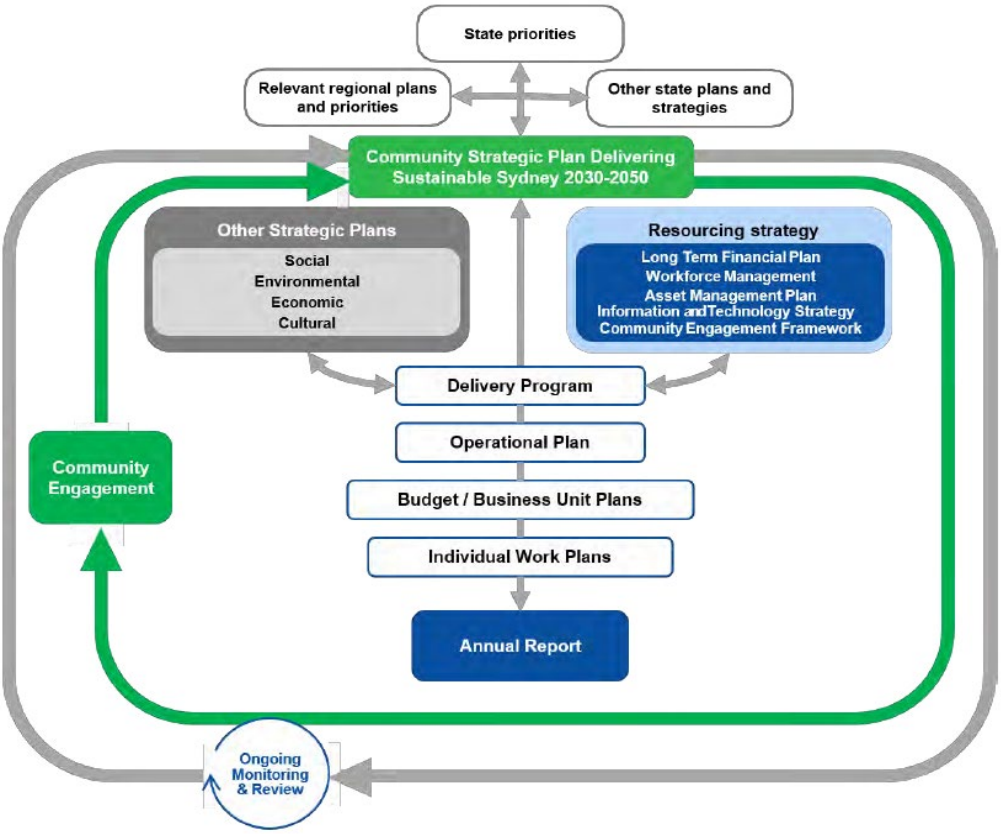


Figure 2: City of Sydney Integrated Planning and Reporting framework

Basis of management

Categorisation of community land

Under the *Local Government Act 1993*, community land is to be managed in line with one or more of the following categories and their applicable core objectives:

- natural area (to be further sub-categorised as bushland, wetland, escarpment, watercourse or foreshore)
- sportsground
- park
- area of cultural significance
- general community use.

Categories are selected based on the use, and/or physical characteristics of the land. This enables the City of Sydney to focus its attention on the dominant character of the land, and the operational management of its assets.

Figure 4 identifies the categories applicable to the community land referenced in **Attachment B**.

Attachment C provides detailed information sheets for each site contained in this plan of management, including the applied categories.

Where sites function in different ways, more than one category may be applied to reflect the diverse uses. For example, a site may include an informal park (park) and playing field for active sport (sportsground). **Attachment D** illustrates sites that contain multiple categories.

The guidelines for each category are set out in the *Local Government (General) Regulation* 2021, while the core objectives are set out in the *Local Government Act 1993.* The guidelines and core objectives for the park, sportsground and general community use categories are detailed in Table 4.

Park

Sportsground

General community use

Figure 3: Community land categories applicable to this plan of management

Table 4: Guidelines and core objectives of community land categorised as park, sportsground or general community use

Guidelines for categorisation (1)	Core objectives for management (2)
Park: Land, which is, or is proposed to be, improved by landscaping, gardens or by providing non-sporting equipment and facilities, and for uses which are mainly passive or active recreational, social, educational and cultural pursuits that do not unduly intrude on the peaceful enjoyment of the land by others.	– Encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities. – Provide for passive recreational activities or pastimes and for the casual playing of games. – Improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.
Sportsground: Land should be categorised as 'sportsground' if the land is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor/indoor games.	– Encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games. – Ensure that such activities are managed having regard to any adverse impact on nearby residences.
General community use: Land that may be made available for use for any purpose for which community land may be used, whether by the public at large or specific sections of the public.	– To provide facilities on the land, to meet the current and future needs of the local community and of the wider public in relation to: • public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public; and • purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

(1) Local Government (General Regulation) 2021

(2) Local Government Act 1993

Land use

Permitted use and development

The *Local Government Act 1993* states that a plan of management must expressly authorise any proposed uses and development activities on community land.

The use and development of community land should generally be compatible with both the intended function of the land, and the wider community context.

The City of Sydney encourages a wide range of uses on community land and intends to facilitate uses which increase the vitality and general enjoyment of the land. In community buildings, recreation and sporting facilities, the City of Sydney intends to permit and encourage a broad range of activities. These are listed in Table 5.

The anticipated uses and associated development activities identified in Table 5 are intended to provide an overview and guide. The expressions used and defined in **Attachment A** are not intended to provide a strict meaning. This ensures that for the life of this plan, it has the ability to adapt and accommodate changes in community preferences on the use of community land.

Planning instruments

The Sydney Local Environmental Plan 2012 specifies the range of uses and activities that may be permitted on community land, in line with the relevant zoning and its objectives.

Guidelines and core objectives of the community land category

Under the *Local Government Act 1993*, the use and development of community land must be consistent with the guidelines for categorisation, the core objectives of each category, and any additional objectives Council has placed on the community land categories.

Consistency with adopted policies and strategies

City of Sydney policies and strategies have been used to guide the outcomes of this plan of management and are referenced in **Attachment A**. After this plan is adopted, these policies and strategies will continue to develop.

The use and development of community land will consider existing policies and strategic frameworks at the relevant time.

Buildings and structures

Express authorisation

This plan of management expressly authorises the development, renewal and refurbishment of buildings, structures and civil infrastructure which support the desired use of community land.

Such buildings, structures and civil infrastructure will be consistent with legislative requirements and the objectives identified in this plan.

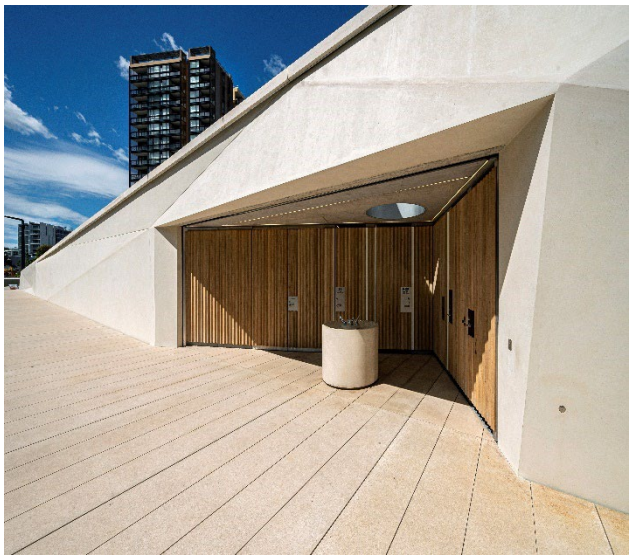


Table 5: Permitted uses and development activities for community land categorised park, sportsground and general community use

Permitted uses	Development activities
– Access – Centre-based child care – Commercial uses – Community events – Community greening – Cultural uses – Emergency occupation – Filming – Information and education facilities – Management and operation of a recreation area, recreation facility or community facility – Mobile vending – Parking – Recreational uses – Social uses – Storage – Venue hire	– Development that facilitates cultural, environmental, recreational and social uses, including: ○ adaptive reuse of existing buildings/structures ○ advertising ○ cultural installations ○ demolition of buildings/structures ○ environmental management ○ heritage management ○ improving safety, access, amenity and visual character ○ new buildings and structures ○ recreation areas and facilities (indoor and outdoor) ○ roads and parking ○ signs ○ temporary structures.

Assessment and approval of permitted uses and development activities

The authorisation in a plan of management gives 'in principle' support for uses and development activities consistent with the objectives of the land categorisation to proceed to development assessment under the *Environmental Planning and Assessment Act 1979*.

This plan of management does not in itself imply or grant consent for uses or development activities. Where required, proposed uses and development activities which are consistent with this plan must still be referred for development consent and be advertised widely for information and invitation to comment.

Proponents wishing to obtain a development consent on community land will require landowners consent from the City of Sydney before lodging a development application.

Any proposal for the use and development of community land will be assessed against this plan of management, the applicable land use zoning, and considered on merit, benefit to the community, and balance against physical constraints.

Prohibited activities

Uses and development activities that are inconsistent with the core objectives of the community land category and land use zoning are prohibited.

Prohibited uses and development activities that are incompatible with community land or unsupported by the City of Sydney will be communicated through booking requests, proposals, or otherwise communicated where prohibited activities may be temporary or casual.

Managing impacts on adjoining land uses

In assessing permitted uses and development activities, the City of Sydney must consider the needs of and impact to local residents, visitors, workers and adjoining land uses in terms of accessibility, noise, lighting, traffic and parking.

Scale and intensity of use

The scale and intensity of uses and development activities on community land is to be generally compatible with the scale and anticipated use of the park, sportsground, civic space or community facility.

In particular, the scale and intensity of use will be consistent with the carrying capacity of the land, any development consent relating to the land, and will be managed to avoid undue impacts on any facilities, park fabric and the environment.

Applications for permitted activities will be assessed on a case-by-case basis.

Access for building-related activities

Authorisation

Access across community land for the purpose of transporting materials or for the temporary placement of structures associated with building-related activities on adjoining properties is authorised under this plan of management provided that:

- the access is of a temporary nature
- proponents must clearly demonstrate there are no alternative means of access available to undertake the required works
- activities comply with the City of Sydney's technical guidelines and requirements
- the City of Sydney has received proof of suitable insurances including public liability insurance
- a performance bond as prescribed in the schedule of fees and charges in respect of potential damage to City of Sydney assets is lodged with us.

Land use planning controls

Under the Sydney Local Environmental Plan 2012, the temporary use of community land may be deemed as exempt development if the proposed activity can be authorised under the *Local Government Act 1993*, and is no more than 52 days within any 12-month period.

Proponents requiring access to community land should seek City of Sydney planning advice before applying.

If the City of Sydney is unable to approve a short-term agreement or licence for access, proponents should consider an application under the provisions of the *Access to Neighbouring Lands Act 2000*.

Bookings and events

In supporting urban liveability, parks, sportsgrounds, and buildings intended for community use have significant potential as venues for short term public and private special events of different sizes and scale.

The City of Sydney is responsible for bookings of community land and seeks to encourage a broad range of uses within its area.

Community events and temporary structures

Community events and associated temporary structures are authorised under this plan of management and are to be assessed and approved in line with the City of Sydney's temporary event approvals process and in line with existing applicable guidelines, policies and legislative requirements.

Venues for hire

The City of Sydney offers a diverse range of indoor and outdoor venues for hire on a short-term, hourly or seasonal basis that service the community enabling cultural, recreational and social outcomes.

Applications to use venues for hire are to be assessed and approved in line with the City of Sydney's venue for hire approval process and in line with applicable guidelines, policies and legislative requirements. All applicable fees are outlined in Council's adopted schedule of fees and charges.

Banner Hire

The City of Sydney banner network is used to promote events and activities which are of public interest. Banner campaigns are subject to approval and must comply with the City of Sydney's banner terms and conditions. All applicable fees are outlined in Council's adopted schedule of fees and charges.

Personal trainers

The City of Sydney encourages all members of its community to use parks and open space responsibly in meeting their health, wellbeing and fitness needs.

The City of Sydney chooses not to charge for the use of its parks and open spaces for outdoor fitness training as it does not wish to create a barrier to participating in physical exercise.

Personal fitness trainers including commercial, not-for-profit and community groups, wishing to train outdoors in the City of Sydney local area are expected to comply with the outdoor fitness training voluntary code of conduct and its criteria for use.

Fitness training groups and activities that are exempt from this code are:

- walking groups
- activities of schools under the supervision of a teacher
- hirers that have a current booking with the City of Sydney to use a sportsfield, oval or court and comply with the terms and conditions of use.

Leases, licences and other estates

What are leases and licences?

Leases and licences formalise the use of community land by entities such as sporting clubs, community groups and schools, or by commercial organisations and individuals providing facilities or services for public use.

A lease is issued where an entity proposes exclusive control of all or part of an area. Licences allow multiple, non-exclusive uses of an area. A licence may be required where intermittent or short-term use or control of all or part of the land or facilities is proposed. Several licences to different entities may apply to the same area at the same time, provided there is no conflict of interest.

What are short-term uses and agreements?

Agreements for the use of community land and its facilities may be granted for short-term activities such as community programs, events and seasonal sporting passes. These casual arrangements allow for non-exclusive use of land and/or a facility that may range in duration from a few hours to 12 months.

Agreements and approvals for short-term casual use may also be granted in line with the *Local Government (General) Regulation 2021*.

Management of facilities

The City of Sydney may choose to use different models for the management of its community and recreation facilities. This plan of management does not preclude the City of Sydney from staffing a facility directly, entering into a service agreement with an external provider or leasing to an external entity.

Other estates

Easements across community land for the purpose of public utilities, providing pipes, conduits, or other connections above/below the ground, or for the connection of a premises adjoining the community land to a City of Sydney facility or other public land shall be authorised by this plan of management, subject to the following:

- there is no feasible alternative to connecting to a facility on the community land
- there is no significant impact on the land
- where the proposal involves the creation of an easement and/or a restriction on the future development potential of the land, compensation is assessed.

In instances where there is an encroachment (existing or proposed) on community land by a permanent structure, and the structure does not significantly interfere with the functioning of the land, the City of Sydney may consider creating an easement. In all cases, the applicant is to be responsible for all costs incurred by the City of Sydney in creating the easement.

Subject to the provisions of Section 47F of the *Local Government Act 1993*, an estate in respect of the land category is expressly authorised by this plan of management for the purpose of a ‘public road’ where the provision of that road is consistent with the core objectives stated herein and where the road is necessary for the enjoyment of that land.

Authorisation of tenure

Tenure may be granted for exclusive and non-exclusive uses to an entity for any compatible purpose, as determined by the City of Sydney, on such terms as we may provide.

Under the *Local Government Act 1993*, a lease or licence may be granted for a maximum term of 30 years, including options. A lease or licence for a term exceeding 5 years may be granted only by tender unless it is granted to a not-for-profit organisation. All leases and licences must be publicly notified for a minimum period of 28 days.

Tables 6 and 7 outline the types of criteria and conditions an activity is to be assessed against by the City of Sydney.

Express authorisation of tenure under the plan of management

Table 8 (overpage) details the specific authorisations and purposes for which tenure may be granted in line with the community land categories. It is not an exhaustive list and other non-listed purposes may still be permitted subject to merit.

Table 6: Examples of criteria when assessing tenure on community land

Criteria
Compatibility with the plan of management
Compatibility with the core objectives for the community land category
Compatibility with the land use zoning
If development consent is required and has been obtained
Demonstrates a component of community benefit
Environmental and social impacts of the activities to be permitted by the proposed tenure
Capability of the land to support the proposed tenure
Appropriate term (period of occupation)

Table 7: Examples of other considerations when assessing tenure on community land

Other considerations
Current and future use of the land
Potential impact on historical heritage sites or significant fabric
Not alienate the community land unreasonably
Be ecologically sustainable
Demonstrate a clear nexus between the activity and land/facility
Not result in overuse of the land/facility or conflict with community use of the area
Ensure traffic, parking and essential or required vehicle access implications are considered
Be in line with all City of Sydney policies and procedures governing the use of open space and community facilities

Table 8: Authorisations and purposes for which tenure may be granted

Type of tenure	Community land category	Purpose for which tenure may be granted
Lease **(up to 30 years)**	**General community use**	Sympathetic, compatible uses may include: – access – centre-based education and care – commercial uses – cultural uses – filming – information and education facilities – management and operation of a recreation facility or community facility – parking – recreational uses – social uses – storage

Type of tenure	Community land category	Purpose for which tenure may be granted
Lease **(up to 30 years)**	**Park** **Sportsground**	– commercial uses – management and operation of a recreation area or recreation facility – recreational uses – storage
Licence **(up to 30 years)**	**General community use**	– access – commercial uses – community greening – cultural uses – filming – information and education facilities – management and operation of a recreation facility or community facility – mobile vending – parking – recreational uses – social uses – storage – temporary structures
	Park	– access – commercial uses – community greening – cultural uses – mobile vending – social uses – storage – temporary structures
	Sportsground	– access – commercial uses – management and operation of a recreation area of recreation facility – recreational uses – storage – temporary structures

Type of tenure	Community land category	Purpose for which tenure may be granted
Short-term agreement **(12 months or less)**	**General community use** **Park** **Sportsground**	– access – community events – community greening – cultural uses – emergency occupation – filming – mobile vending – parking – recreational uses – social uses – storage – temporary structures – venue hire

Other estates	**This plan of management allows the City of Sydney to grant 'an estate' over community land for the provision of public utilities and works associated with or ancillary to public utilities in line with the *Local Government Act 1993*.** **Estates may also be granted across community land for the provision of pipes, conduits, or other connections above/below the ground for the connection of premises adjoining the community land to a City of Sydney facility or other public utility provider that is situated on community land.**

Strategy and action plan

Management framework

The strategy and action plan provides a decision-making framework for the future management of the community land included in this plan of management and addresses the requirements of the *Local Government Act 1993*.

Management targets

The framework sets out management targets that define a series of 'desired outcomes' for the management of community land. The outcomes seek to conserve and enhance the values of these community spaces and address management challenges and opportunities identified by the community and the City of Sydney.

Assessment indicators and measurement

A means of assessing the achievement of the identified management targets is provided for ongoing monitoring and evaluation.

Table 8 details the strategies and actions the City of Sydney intends to carry out in its management of the community land contained in this plan of management.

Table 9: Strategy and action plan

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
Urban context		
To maintain parks, sportsgrounds and general community use land as vibrant and integral components in the visual and social fabric of the community.	Maintain and enhance the role of open space and facilities in the context of their local area. Develop a consistent design vocabulary for park and sportsground furniture, walls, paving and fencing that is appropriate to the setting, sport and activity type. When undertaking renewal projects: − seek to strengthen the visual character to ensure open space and facilities are welcoming and inviting − assess in the context of local area provisions and site specific environmental constraints.	Park intercept surveys and independent assessments of sportsgrounds, as required. Increased use and visitation of facilities, measured by bookings. Community consultation to determine level of use and any community concerns when undertaking renewal projects. Maintain records of public comments in relation to open space and facilities. Regular review of register to guide future directions.
To provide functional, inviting, accessible and safe routes from adjoining areas.	Review, monitor and work towards improving public access to open space and facilities through appropriate connections with surrounding developments, pedestrian and transport routes.	Maintain records of public comments in relation to open space and facilities. Regular review of register to guide future directions.
Community use and activation		
To encourage use and activation of parks, sportsgrounds and general community use land in a considered and balanced approach.	Ensure that planning and management maintains and enhances flexible use of open space and facilities for broad community benefit. Investigate opportunities to introduce/improve amenities, services and programs to increase use and enjoyment of these spaces.	Park intercept surveys and independent assessments of sportsgrounds, as required. Increased use and visitation of facilities, measured by bookings. Maintain records of public comments in relation to open space and facilities. Regular review of register to guide future directions.

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
To provide equitable access to parks, sportsgrounds and general community use land for a range of recreational, social, cultural and educational activities.	Seek to provide open space and facilities which are: − multipurpose and flexible for a range of appropriate uses − universally accessible − Safe and of high quality. Carry out an audit of open space and facilities to identify compliance with the City of Sydney's inclusion (disability) action plan, as required.	Park intercept surveys and independent assessments of sportsgrounds, as required. Increased use and visitation of facilities, measured by bookings. Routine surveys, audits and inspections.
To encourage community events that contribute to local activation, cultural and community outcomes.	To facilitate temporary event use that is appropriate to scale of the open space or facility and in consideration of other uses. Provision of improved services and/or amenities for community event use so that these functions may be accommodated without adversely affecting the values and character of open space or facilities.	Increased use for community events, appropriate to scale and intensity.
Parks, sportsgrounds and general community use land is managed as part of a coordinated compassionate approach across the city to assist people experiencing homelessness.	Ongoing management of people sleeping rough in line with the City of Sydney's policy on homelessness in public spaces, which 'recognises the right of everyone in the community to use public spaces' (homelessness action plan 2019) and aims to ensure that public space can be accessed and enjoyed by everyone, including people who are homeless'.	Maintain records of public feedback in relation to people sleeping rough. Regular review of register to guide future directions.

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
Cultural and historical significance		
Appreciation and interpretation of the heritage significance of identified sites in terms of both natural, historical and cultural components.	Undertake heritage and cultural assessment studies to identify cultural and heritage values for retention and interpretation.	Retention and interpretation of heritage and cultural values.
Access and circulation		
To provide functional and compliant internal circulation routes and path networks.	Maintain and upgrade paths and pavements in line with technical service levels. Opportunities for new pathways or amended pathway alignments to create greater connectivity for open space and facilities may also be considered.	Compliance with technical specifications, design codes and Australian Standards. Routine surveys, audits and inspections.
Traffic and parking		
To ensure traffic and parking requirements provide a safe environment for community use and do not impact on the amenity of the parks, sportsgrounds and general community use land.	Ensure the permitted use of vehicles is regulated and does not affect community use of open space and facilities. Where vehicles are permitted, provide clearly demarked vehicle movement areas, signs and encourage safe driver behaviour. Ongoing provision of access for emergency or services. Ongoing surveillance and enforcement of open space areas.	Management measures carried out. Maintain records of public comments in relation to traffic and parking in open space and facilities. Regular review of register to guide future directions.
Safety and risk management		
Safety and/or amenity of parks, sportsgrounds and general community use land through lighting.	Maintain and renew lighting in line with technical specifications. Opportunities for new or amended lighting schemes may also be considered.	Compliance with technical specifications, design codes and Australian Standards. Routine surveys, audits and inspections.

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
Provision of safe parks, sportsgrounds and general community use land.	Open space and facilities are designed and maintained in line with crime prevention through environmental design principles including: − passive surveillance − good sight lines − territorial reinforcement and space management − lighting. Monitor ongoing safety and access. Coordinate with local police to identify and act on safety issues.	Compliance with relevant Australian Standards. Safe open space and facilities with no reported incidents. Sustained relationship with local police.
Built form and infrastructure		
Buildings and structures that improve amenity, facilitate a range of uses and have regard for environmentally sustainable design, resource use and maintenance.	When implementing new buildings/structures, or undertaking renewal projects, design specifications are to consider: − the character and expected use of the open space or facility − site opportunities and constraints − environmentally sustainable features and principles.	Measured against contract key performance indicators.
To ensure service infrastructure requirements are effectively integrated into planning and design.	Liaise and coordinate with service authorities to identify amplification and renewal works that may impact open space and facilities. Manage relationships to limit impacts on use and facilitate effective integration.	Maintained relationship with service authorities. Limited disruption to use of open space and facilities.

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
Natural environment		
To sustain a green landscape for continued community enjoyment.	Maintain and renew horticulture, grass cover and plantings that are suitable for future climate conditions.	Improved grass cover condition. Measurement and monitoring of vegetation. Compliance with park service levels.
To maintain and enhance the health of park ecology, including plants, animals, wetlands and water bodies. To ensure access is appropriately controlled to any environmentally sensitive areas.	Develop and implement a native vegetation planting program to provide additional habitat for local animals. Provide additional habitat and expand bush restoration areas. Manage wetlands and water bodies to maintain and improve the quality of the environment. Identify environmentally sensitive areas and implement appropriate access control measures.	Measurement and monitoring of created native vegetation and habitat. Water quality monitoring of wetlands and water bodies. Compile and review list of environmentally sensitive areas and regularly inspect control measures. Significant upgrades to take into account urban ecology strategy adopted by Council.
To conserve existing tree canopy and to selectively extend to create new canopy. To effectively maintain and manage the existing tree resources at optimum health for their safe and practical lifespans.	Maintain and manage existing tree canopy for reducing heat and improving community health. Plan for and integrate tree canopy in suitable locations with trees that are suitable for future climate conditions, and with consideration to canopy cover targets. Plan and implement a succession planting program in line with relevant adopted policies, plans and technical specifications, where required. Implement tree management including pruning and/or removal of trees in line with tree service levels and adopted policies.	Preserved and increased canopy cover with consideration to canopy cover targets. Significant upgrades to take into account the urban forest strategy adopted by Council. Improved tree health and successful establishment of new trees as measured by routine audits and inspections. Implemented succession planting, where required. Compliance with tree service levels and adopted policies.

Objectives and performance targets	Means to achieve objectives and performance targets	Performance measures
Sustainability		
To effectively manage water use and run off.	Where feasible, implement water saving initiatives, alternative water sources and install metering to effectively manage water use. Implement water-sensitive urban design to minimise environmental degradation and improve waterway quality.	Increased savings in water consumption. Reduced potable water demand. Improved water quality.
To effectively manage energy use.	Where feasible, implement energy management initiatives, renewable energy, investigate alternatives to temporary generators and install metering as appropriate to effectively manage energy.	Implemented sustainable initiatives. Increased savings in energy consumption.
To maximise the diversion of waste away from landfill.	Ongoing implementation and support of best practice waste management activities for open space and facilities.	Minimised waste measured against contract key performance indicators and audits.
Maintenance and management		
To provide well-maintained and efficiently managed parks, sportsgrounds and general community use land.	Undertake annual condition assessments. Maintenance and renewal programs carried out in line with maintenance specifications and asset management plans. Life cycle approach to management.	Completed annual condition assessments. Measured against contract key performance indicators and audits. Maintain records of public comments. Regular review of register to guide future directions.
Tenure and use agreements		
To ensure that tenure and permitted use arrangements allow the widest possible community access to parks, sportsgrounds and general community use land and are orientated to mutually compatible recreational, educational, cultural and social activities.	All future tenure and use agreements to meet the requirements of the *Local Government Act 1993.*	Compliance of tenure and use agreements.

Funding

Funding is integral to implementing the management targets identified in this plan of management and is defined under 2 categories:

- capital works involving the construction and development of parks, facilities and structures
- maintenance and management of community land.

The implementation of this plan of management is achieved through its links with the City of Sydney's management plan, operational budget, and capital works program.

The City of Sydney currently funds management and maintenance costs through its annual budget allocation and uses capital funds and development contributions for capital and nonrecurrent works.

Funding arrangements for community land need to address recurrent costs of management and maintenance, together with capital costs for new facilities or upgrading works. Funding for construction of new facilities is generally through the annual budgeting process, but special projects may be partly funded through NSW Government grant allocations, which may involve matching funding from Council.

Sources of funding include:

- development contributions – used for new landscaping and/or facilities complementary to the core management objectives
- partnerships – there is an opportunity to develop further partnerships with residents and interested people in relation to park improvements and ongoing management, such as bush regeneration
- revenue – income from the park/facility is generated by lease and licence fees, and from applicants for approved functions and events.
- Grants – several state and federal government grants are available to assist with capital works for parks/facilities.

Change and review of the plan of management

Lifespan of the plan of management

This plan of management will require regular review to align with community values, changing community needs and to reflect changes in Council priorities.

The performance of this plan will be reviewed on a regular basis to ensure the park, sportsground and general community use land and buildings are well-maintained and provide a safe environment for public enjoyment.

Process for review

It is recommended the plan of management be reviewed in the following sequences and intervals:

Annually:	Monitor progress
Every 5 years:	Review identified issues and any amendments to the governing framework. Review outcomes against survey information, photographic records and registers of correspondence. Strategic review and amendment (where required).
Every 10 years:	Strategic review.

Other triggers for review / update

If a major development or works are proposed that are not represented or cannot be accommodated by the permitted uses or developments activities, this plan of management will require amending.

If changes in categorisation are proposed, the plan will require amendment, public consultation and a public hearing before Council adoption.

The community will have an opportunity to participate in reviews of this plan as part of the Council meeting cycle.

Attachment A

Glossary of terms

Term	Definition
Categorisation	Informs which management category is applied to community classified land under the *Local Government Act 1993*. The categories applied within this plan of management are park, sportsground and general community use.
Centre-based child care	A building or place used for the education and care of children such as long day care, occasional child care, out-of-school-hours care (including vacation care) or preschool care.
Commercial uses	Includes a cafe or restaurant, outdoor dining, coffee carts, kiosks, markets, sale or hire of recreational equipment, sports tuition, health-related services or any other commercial activity consistent with the categorisation and is permitted under the land use zoning.
Community event	A function or event open to the public or a section of the public that is a ceremony, cultural celebration, exhibition, fete, fair, gathering, market or sporting event.
Community facility	A building or place owned or controlled by a public authority or not-for-profit community organisation and is used for the physical, social, cultural or intellectual development or welfare of the community.
Community greening	Community participation in activities, projects and programs that promote education and awareness on greening and the environment (for example, community gardens).
Community land	Land owned by the City of Sydney that is to be retained for current and future community benefit (for example, parks and community facilities).
Cultural installations	Includes public art, murals, cultural displays and the like.
Cultural uses	Includes visual arts, crafts, media arts, performing arts (music, dance, theatre, physical theatre), public art and installations, museums, archives, publishing, sound recording, film, cinema, music hall, concert hall, dance hall, audio visual, television, radio and digital arts and the like.
Emergency occupation	Use and occupation of land and facilities by the City of Sydney, government agencies or organisations for disaster management and emergency activities.
Filming	Recording images (whether on film or video tape or electronically or by other means) for exhibition or broadcast (such as by cinema, television or the internet or by other means) and includes such acts or things as may be prescribed by the *Local Government Act (Regulation) 2021* as being filming.

Term	Definition
Information and education facility	A building or place used for providing information or education to visitors, and the exhibition or display of items, and includes an art gallery, museum, library, visitor information centre and the like.
Land classification	Applies to all public land owned by the City of Sydney and is a requirement under the *Local Government Act 1993*. Land can be classified as either community or operational.
Mobile vending	Includes any means of transport designed to be moveable from place to place which provides a service (for example, return and earn kiosks and recycling stations, outreach services) and does not include food trucks and the like which may be approved as part of a community event.
Operational land	Land owned by the City of Sydney for operational purposes (for example, administrative buildings, depots, commercial investments).
Plan of management	Public facing framework adopted by Council that governs the management of community land.
Public land	Any land (including a public reserve) vested in or under the control of Council.
Recreation area	A place used for outdoor recreation such as a children's playground, area used for community sporting activities, public park, reserve, garden or the like.
Recreation facility	A building or place used predominantly for indoor or outdoor recreation (for example, indoor courts, sportsfields, tennis courts).
Recreational uses	Includes informal, passive and social recreational activities, organised and structured sporting activities, recreational pastimes and the like.
Social uses	Includes weddings, picnics, community gatherings, functions, meetings, community and educational programs or services, playgroups, public speeches, community auctions, workshops, outreach services and the like.
Temporary structure	Not designed, installed or constructed to be permanent, and is: • erected on public land to facilitate demolition, excavation, construction or maintenance work; and site safety/security fencing, scaffolding, cantilevered work platforms and other constructed-related temporary structures; or • erected on public land to facilitate community events-related activities and involves installing stages, platforms, tents, marquees, booths or other events-related temporary structures.
Tenure	The authorisation upon which land or buildings are occupied by a third-party (for example, lease, licence, short-term agreement or easement).

References

Commonwealth Government legislation

Aboriginal and Torres Strait Islander Heritage Protection Act 1984

Federal Telecommunications Act 1997

NSW Government legislation

Access to Neighbouring Land Act 2000

Biodiversity Conservation Act 2016

Companion Animals Act 1998

Contaminated Land Management Act 1997

Disability Inclusion Act 2014

Dividing Fences Act 1991

Electricity Supply Act 1995

Environmental Planning and Assessment Act 1979

Heritage Act 1977

Local Government Act 1993

Major Events Act 2009

National Parks and Wildlife Act 1974

Pesticides Act 1999

Protection of the Environment Operations Act 1997

Retail Leases Act 1994

Roads Act 1993

State Environmental Panning Policies (SEPPs)

Threatened Species Conservation Act 1995

Water Management Act 2000

City of Sydney strategies and reports

Community Strategic Plan, Sustainable Sydney 2030–2050 Continuing the Vision

Asset Management Plan 2022

Greening Sydney Strategy 2022

Community Asset Strategy 2022

Open Space, Sports and Recreation Needs Study 2016

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Sea of Hands, National Reconciliation Week, Redfern Community Centre (Chris Southwood) 2

'Welcome to Redfern' Mural, Redfern (Sarah Rhodes) 4

Local bushcare group, Orphan School Creek, Forest Lodge (Katherine Griffiths) 4

Park opening, Wulaba Park, Waterloo (Katherine Griffiths) 4

Young people playing wheelchair basketball as part of National Youth Week, KGV Recreation Centre, The Rocks (Damian Shaw) 4

Young boy pictured playing with bubbles in Tote Park, Zetland (Adam Hollingworth) 7

Inclusive tai chi, Fitzroy Gardens, Potts Point (Katherine Griffiths) 7

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Glebe Foreshore Walk East, Glebe (Eric Sierins, Max Dupain Assoc.) 10

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Paddington Town Hall, Paddington (Paul Patterson) 15

Bellevue Cottage, Glebe (Paul Patterson) 15

Tennis Centre, St James Park, Glebe (Katherine Griffiths) 18

Crete Reserve, Rosebery (Katherine Griffiths) 18

Children's reading corner, Newtown Library, Newtown (Katherine Griffiths) 18
Public toilet, The Drying Green, Zetland (Paul Patterson) 20
Park opening, Strickland Park, Redfern (City of Sydney) 24
Newtown Community Garden, Newtown (Richard Payne) 29

City of Sydney policy framework

These policies informed the preparation of this plan of management.

Policy name
Aboriginal and Torres Strait Islander Protocols 2012
A City for All – Social Sustainability Policy and Action Plan 2016
Asset Management Policy 2022
Busking and Aboriginal and Torres Strait Islander Cultural Practice Policy 2022
Community Gardens Policy 2016
Companion Animals Policy 2022
Environmental Sustainability Policy 2021
History Policy 2018
Inclusive and Accessible Public Domain Policy 2022
Managing Waste in Public Places – Local Approvals Policy 2022
Markets Policy 2022
Mobile Voluntary Services Policy 2020
Naming Policy 2023
Outdoor Dining Policy 2022
Public Art Policy 2016
Revenue Policy 2023/24
Tree Management and Donation Policy 2023

City of Sydney strategy framework

These strategies informed the preparation of this plan of management.

Strategy name
A City for All: Homelessness Action Plan 2020
A City for All: Inclusion (Disability) Action Plan 2021–2025
A City for All: Community Safety Action Plan 2019–2023
A City for All: Towards a Socially Just and Resilient Sydney 2018–2028
Adapting for Climate Change 2017
City Art Public Art Strategy 2011
City North Public Domain Plan 2023
City South Public Domain Plan 2021
Climate Emergency Response 2020
Community Asset Management Plan 2022
Community Strategic Plan – Delivering Sustainable Sydney 2030–2050
Creative City Cultural Policy and Action Plan 2014–2024
Cycling Strategy and Action Plan 2018–2030
Delivery Program 2022–2026
Environmental Strategy 2021–2025
Greening Sydney Strategy 2021
Leave Nothing to Waste: Waste Strategy and Action Plan 2017–2030
Liveable Green Network 2011
Making Sydney a Sustainable Destination 2018
Open Space, Sports and Recreation Needs Study 2016
Operational Plan 2023
Our Approach to Engaging the Community 2023
Park Fitness Equipment Plan 2015
Public Toilet Strategy 2014
Stretch Reconciliation Action Plan 2020–2023

Strategy name
Urban Ecology Strategic Action Plan 2014
Urban Forest Strategy 2023
Walking Strategy and Action Plan 2015-2030
Wayfinding Strategy 2012

Attachment B

Schedule of community classified land

Attachment C

Site information sheets

Schedule of definitions

Site and location map	Identifies the land being categorised.
Land owner	City of Sydney.
Land classification	Land classification under the *Local Government Act 1993*, for example, community or operational land.
Land interest	City of Sydney land interest (for example, freehold, leasehold, care and control).
Property type	Park property types include terms such as iconic, neighbourhood, pocket park, streetscape, oval, sportsfield, tennis courts, outdoor courts. All other property types include terms such as community building, drainage reserve, civic space, right of way, through site link, retaining wall, road, pathway, other. Sites containing more than one property type will be listed as multiple.
Land and building condition	1. Excellent – no work required or as new condition 2. Good – well maintained, minor maintenance only 3. Average – maintained but in need of repair 4. Poor – in need of major repair or renewal 5. Very poor – urgent renewal or upgrade required
Heritage	Indicates the site contains an item of heritage significance.
Available facilities	The available facilities located on the land.
Categorisation	This informs the category(ies) for the specific land.
Real property description	This is the legal identifier of the land (Lot and DP).
Supporting occupations	Indicates current supporting uses (for example, lease).

Attachment D

Community land with multiple categories – Identification maps