## **ATTACHMENT C**

# INDEPENDENT REPORT – PARKLAND PLANNERS

#### **CITY OF SYDNEY**

## **PUBLIC HEARING REPORT**

# PROPOSED RECATEGORISATION OF COMMUNITY LAND IN SYDNEY PARK

Public Hearing: 12 February 2014

**FINAL REPORT** 

28 APRIL 2014



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#### **Attachments**

- Sydney Park Draft Plan of Management information pack Sydney Park public hearing transcript Α
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#### **INTRODUCTION** 1

#### Purpose of this public hearing report 1.1

The purpose of this report is to convey to City of Sydney Council the verbal and written submissions made in relation to a public hearing held on 12 February 2014 regarding the proposed recategorisation of community land in Sydney Park at St Peters.

This public hearing report has been prepared under Section 40A of the Local Government Act 1993 (the Act).

#### 1.2 Land covered by this report

This public hearing report addresses the proposed recategorisation of part of the land classified as community land under the Local Government Act 1993 which is included in the Draft Plan of Management for Sydney Park 2014. That Draft Plan of Management is referred to as the Draft Plan in this report.

#### 1.3 **Background**

The Draft Plan of Management for Sydney Park was prepared in late 2013 to review and update the Plan of Management for Sydney Park which was adopted by City of Sydney in 2003. As part of the review and update of the adopted Plan of Management, Council proposes to recategorise part of Sydney Park to better accommodate Council's intentions for future use and management (refer to Section 1.5).

#### 1.4 Legislative requirements

#### Requirements for categorisation of community land

The requirements of the Local Government Act 1993 for classification of public land and categorisation of community land are illustrated in Figure 1.1.

Land owned by Council may be classified as either community or operational land. Community land is defined as land that must be kept for the use of the general community, and must not be sold.

Categorisation of community land determines the way in which the land will be managed. In accordance with Section 36(4) of the Act, community land is to be categorised as one or more of the following:

Natural Area.

Sportsground.

□ Park.

Area of Cultural Significance.

General Community Use.

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PUBLIC LAND OWNED BY COUNCIL Classification Community land Operational land Area of General Categorisation Natural Area Cultural Sportsground Park Community Significance Use Bushland Wetland Sub-categories Escarpment Watercourse Foreshore

Figure 1.1 Classification and categorisation of community land

Land that is categorised as a Natural Area is to be further categorised as one or more of the following under Section 36(5) of the Act:

- □ Bushland.
- Wetland.
- Escarpment.
- Watercourse.
- □ Foreshore.

Guidelines and core objectives for the various categories of community land, which clarify Council's intentions for the use and management of community land in each category, are prescribed by legislation in the *Local Government Act 1993* and the *Local Government (General) Regulation 2005* (the Regulation). Council must categorise community land according to these guidelines, and manage the community land according to these core objectives. Any additional Council objectives for the land must comply with the core objectives established within the Act. The importance of the prescribed core objectives is to ensure that any activities or uses of the land are consistent with the core objectives for that category of land.

The Department of Local Government's revised Practice Note on Public Land Management (Department of Local Government, 2000) made general recommendations on the guidelines for categorising community land. The Practice Note stated:

"Council must have regard to the guidelines in determining a category (cl.9) but are not required to adopt any category merely because the land fits the description in the guidelines. Council should look at all the circumstances of the land in making a decision as to categorisation. For example, a piece of land may seem to satisfy the guidelines for more than one category. Council has a discretion in this case to look at the land in context, taking into account all relevant material before determining a category. It is important that Council be able to justify a decision."

Also, Council may have a piece of community land, parts of which may be best managed as different categories, for example a piece of land with remnant bushland in one part and children's play equipment in another. Council is able to categorise land as part 'Natural Area – Bushland' and part 'Park'. It is strongly recommended that the land in each category not overlap.

Overlapping categories may cause conflict in management objectives and will create confusion in the minds of Council staff and the community."

#### 1.4.2 Requirements for public hearings

Under Section 40A of the *Local Government Act 1993*, Councils are required to hold a public hearing into the proposed categorisation or re-categorisation of community land. Such hearings are required to be conducted by an independent chairperson under Section 47G of the Act.

#### 1.5 Proposed recategorisation of community land in Sydney Park

The proposed recategorisation of community land in Sydney Park is according to the guidelines set out in the *Local Government (General) Regulation 2005*.

Figure 1.2 shows the current categorisation of community land in Sydney Park as shown in the Sydney Park Plan of Management which was adopted by Council in 2003. Figure 1.3 shows the proposed recategorisation of some parts of Sydney Park.

Council proposes to recategorise community land in Sydney Park for the reasons set out below.

Table 1.1 Reasons for proposed recategorisation of community land in Sydney Park

Area	Current category	Proposed to be recateg- orised to:	Reasons
Carpark east of Sydney Park Cycling Centre	Park	General Community Use	The recategorisation of the car park adjacent to the Sydney Cycling Centre and children's bike circuit from Park to General Community Use will expand the total site area of this category along Sydney Park Road.  This will provide flexibility for future uses and potential configuration of existing facilities ensuring cohesion as this precinct evolves for the future to develop facilities to serve the community, for example, child care, City Farm activities and education.  The relationship of these types of facilities to car parking and set down areas is critical to ensure they are functional, and function with minimal impact on the park. Examples of such functions include:  the delivery of produce and farm materials  the drop off and picking up of children  coach set down for school children.
Council Depot and Nursery, Barwon Park Road	Park	General Community Use	The City-operated depot at Barwon Park Road was incorrectly categorised as Park in the 2003 Plan of Management.  This depot is an active operation providing maintenance services to parks throughout the southern area of the City's local government area including Sydney Park.  The use of the land for this purpose is not compatible with the guidelines and core objectives of the Park category.

Area	Current category	Proposed to be recateg- orised to:	Reasons
Former Council Depot, Euston Road and portion to north and west	Park	General Community Use	The former sandstone depot at Euston Road has ceased operations as an active depot for cutting and storage of sandstone.  The buildings are currently partially occupied by the City of Sydney for storage and a not for profit tenant holding over from a short term occupation.  Additionally, the Roads and Maritime Services (RMS) have acquired an interest along the frontage of Euston Road which includes the buildings. As a result the buildings along the Euston Road frontage were previously leased to commercial entities.  The current functions within this area are not consistent with the Park category and are aligned more correctly with the General Community Use category.  To account for a range of permissible future uses the recategorisation of the former Euston Rd Depot includes area along the western and northern boundary to provide greater flexibility for future configurations.
Brick kilns precinct	General Community Use, Park	Area of Cultural Significance	The brick kilns precinct meets the criteria under Section 36(4)(d) of the <i>Local Government Act 1993</i> as an area of historical significance, due to its part in the evolving pattern of Australian cultural history.

The community land included in the Draft Plan of Management is intended to be managed according to the core objectives for the Park, Sportsground, Area of Cultural Significance and General Community Use categories in the Local Government Act 1993 as they apply to the relevant areas in Sydney Park shown in Figure 1.3.

Table 1.2 lists the guidelines for and core objectives of these four categories.

Figure 1.2 Categorisation of community land in Sydney Park 2003



Figure 1.3 Recategorisation of community land in Sydney Park 2014



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Table 1.2 Guidelines and core objectives for proposed categories of community land in Sydney Park

Guidelines	Core objectives
Park	
Land which is, or proposed to be, improved by landscaping, gardens or the provision of non-sporting equipment and facilities, and for uses which are mainly passive or active recreational, social, educational and cultural pursuits that not unduly intrude on the peaceful enjoyment of the land by others.	<ul> <li>encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities.</li> <li>provide for passive recreational activities or pastimes and for the casual playing of games.</li> <li>improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.</li> </ul>
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 by specific sections of the public.	<ul> <li>promote, encourage and provide for the use of the land, and 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:         <ul> <li>public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public.</li> <li>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).</li> </ul> </li> </ul>
Sportsground	
If the land is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor games.	<ul> <li>encourage, promote and facilitate recreational pursuits in the community involving active recreation involving organised sports and informal sporting activities and games, and</li> <li>ensure that such activities are managed having regard to any adverse impact on nearby residences.</li> </ul>
Area of Cultural Significance	
Land should be categorised as an area of cultural significance under section 36 (4) of the Act if the land is:  (a) an area of Aboriginal significance, because the land:  (i) has been declared an Aboriginal place under section 84 of the National Parks and Wildlife Act 1974, or  (ii) whether or not in an undisturbed state, is significant to Aboriginal people in terms of their traditional or contemporary cultures, or  (iii) is of significance or interest because of Aboriginal associations, or  (iv) displays physical evidence of Aboriginal occupation (for example, items or artifacts such as stone tools, weapons, engraving sites, sacred trees, sharpening grooves or other deposits, and objects or materials	<ul> <li>(1) to retain and enhance the cultural significance of the area (namely its Aboriginal, aesthetic, archaeological, historical, technical or research or social significance) for past, present or future generations by the active use of conservation methods.</li> <li>(2) Those conservation methods may include any or all of the following methods: <ul> <li>(a) the continuous protective care and maintenance of the physical material of the land or of the context and setting of the area of cultural significance,</li> </ul> </li> </ul>

#### **Guidelines**

that relate to the settlement of the land or place), or

- (v) is associated with Aboriginal stories, or
- (vi) contains heritage items dating after European settlement that help to explain the relationship between Aboriginal people and later settlers, or
- (b) an area of aesthetic significance, by virtue of:
  - (i) having strong visual or sensory appeal.
  - (ii) including a significant landmark, or
  - (iii) having creative or technical qualities, such as architectural excellence, or
- (c) an area of archaeological remains:
  - (i) evidence of past human activity (for example belowground features such as building foundations, occupation deposits, features or artifacts or aboveground features such as buildings, works, industrial structures, and relics, whether intact or ruined), or
  - (ii) any other deposit, object or material that relates to the settlement of the land, or
- (d) an area of historical significance, because of the importance of an association or position of the land in the evolving pattern of Australian cultural history, or
- (e) an area of technical or research significance, because of the area's contribution to an understanding of Australia's cultural history or environment, or
- f) an area of social significance, because of the area's association with Aboriginal life after 1788 or the area's association with a contemporary community for social, spiritual or other reasons.

#### Core objectives

- (b) the restoration of the land, that is, the returning of the existing physical material of the land to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- (c) the reconstruction of the land, that is, the returning of the land as nearly as possible to a known earlier state,
- (d) the adaptive reuse of the land, that is, the, enhancement or reinforcement of the cultural significance of the land by the introduction of sympathetic alterations or additions to allow compatible uses (that is, uses that involve no changes to the cultural significance of the physical material of the 'area, or uses that involve changes that are substantially reversible or changes that require a minimum impact),
- (e) the preservation of the land, that is, the maintenance of the physical material of the land in its existing state and the retardation of deterioration of the land.
- (3) A reference in subsection (2) to any buildings erected on the land.

### 1.6 Public hearing details

#### 1.6.1 Timing of the public hearing

The public hearing to receive submissions on the proposed recategorisation of community land included in the Sydney Park Draft Plan of Management was held on Wednesday 12 February 2014 from 7.00 pm to 8.00pm in the Sydney Park Pavilion, Sydney Park Road, St Peters.

An informal Community Information Session, during which interested community members could view background information, talk with Council officers about focus areas, concepts and projects about Sydney Park, and to provide feedback was held before the public hearing from 6pm to 7pm.

The public hearing was held during the period of public exhibition of and receipt of written submissions regarding the Sydney Park Draft Plan of Management from Monday 20 January to Friday 7 March 2014.

#### 1.6.2 Advertising and notification

Section 38 of the *Local Government Act 1993* provides that Councils must give "public notice" of a draft Plan of Management, and the length of time for which it must be on exhibition and for submissions to be made. The contents of the public notice are set out in Section 705 of the Act.

The public exhibition of the Sydney Park Draft Plan of Management 2014 and the public hearing arrangements were notified to the community by:

public notice in the Sydney Morning Herald on Tuesday 21 January
public notice in the Inner West Courier on 5 February

- notification of key stakeholders by email including:
  - City farm database
  - City farm advisory group
  - Sydney City Farm Community group
  - Friends of Sydney Park
  - Sydney Park Brick Kilns supporter Ron Ringer
  - Sydney Park Kiosk operator
  - Sydney Park Cycling Centre
  - Alan Davidson Oval hirers
  - Sydney Park 5km run club
  - Sydney Water
  - Transgrid
- □ a notification letter sent to 9,300 local residents and businesses.
- □ signs placed on-site in three prominent locations within Sydney Park.
- ☐ City of Sydney's website: <a href="www.cityofsydney.nsw.gov.au/Council/OnExhibition">www.cityofsydney.nsw.gov.au/Council/OnExhibition</a>.
- ☐ SydneyYourSay consultation hub.

The Draft Plan of Management was on public exhibition for viewing as follows:

□ PDF on Council's website (fil	ile available for download).
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hard copies at the City of Sydney One Stop Shop, Redfern Neighbourhood Centre, Green
Square Customer Service Centre, Glebe Customer Service Centre, and Kings Cross
Neighbourhood Centre.

#### 1.6.3 Attendance at the public hearing

As required under Section 47G of the *Local Government Act 1993*, Council appointed an independent chairperson, Sandy Hoy, Principal of Parkland Planners, to chair the public hearing.

Attendance sheets from the evening show that 52 community members attended the community information session from 6pm to 7pm, with approximately 34 people attending the public hearing from 7pm to 8pm.

The following Council officers represented Council on a panel during the public hearing to represent Council and to answer questions:

Michael Leyland Director, City Projects and Property Division

Adam Fowler Principal Design Manager, Landscape Architecture

Tracey Hargans Core Portfolio Manager – Public Domain, Corporate and Community

Joel Johnson Manager, City Greening and Leisure

Other Council officers attended the community information session and the public hearing to provide organisational expertise and to answer any specialised questions:

Lauren Flaherty Senior Project Manager – Community Consultation

Sophie Golding Urban Ecology Co-ordinator Damon La'Rance Project Manager, Parks

Kee Li Community Engagement Officer

Nicholas Male-Perkins Development Manager, City Projects and Property

Vivien Phung Project Officer, City Projects and Property

Andrew Ridge City Farm Project Manager



Sydney Park public hearing Wednesday 12 February 2014

#### 1.6.4 The public hearing

Ms Hoy opened the public hearing at 7.05pm.

Ms Hoy explained the purpose of the public hearing, the legislative basis for categorisation of community land, and the requirement for public hearings, based on a background information document distributed to people attending the public hearing. Refer to the *Sydney Park Draft Plan of Management information pack* in Attachment A.

Submissions regarding the proposed recategorisation of community land were received and recorded at the hearing. Other comments and questions about Sydney Park and the draft Plan of Management were noted but are outside the scope of this report. A transcript of the public hearing is in Attachment B.

The content of the submissions which are relevant to the proposed recategorisation are outlined in more detail in Section 2 of this report.

With there being no further submissions or questions, Ms. Hoy closed the hearing at 7.45pm.

#### 1.7 Submissions

#### 1.7.1 Verbal submissions

Several people asked a question or made a comment about the proposed recategorisations at the public hearing. The eight questions or comments about the proposed recategorisations are listed in Section 2.

#### 1.7.2 Written submissions

The closing date for written submissions on the Draft Plan of Management and the proposed recategorisation was advertised as 7 March 2014.

Written submissions could be made via:

feedback form (hard copy) available at the community information session and public hearing.
on-line feedback form at http://www.sydneyyoursay.com.au/sydney-park-plan-of-management
email to sydneyparkplan@cityofsydney.nsw.gov.au
post to Chief Executive Officer, Attention: Vivien Phung, City of Sydney, GPO Box 1591, SYDNEY NSW 2001.

Of the 52 written submissions received by the closing date, six submissions were relevant to the proposed re-categorisation, as follows:

Leith Mansell (no. 22)
Caro Wenzel (33), Sydney City Farm (35), and Jeannene (surname not provided) (no. 42)
These three submissions made the same points.
BikeSydney (no. 47)
Anthony Sheedy (no. 52).

#### 1.8 This report

This report presents submissions regarding the proposed recategorisation of community land included in the Sydney Park Draft Plan of Management. These submissions comprise:

u verbal submissions made at the public hearing held on 12 February 2014.

u written submissions about the proposed recategorisation received by Council between 20 January and 7 March 2014.

This report also assesses the submissions and makes recommendations to Council regarding the proposed recategorisation of community land in Sydney Park.

Information included in the attachments is:

- ☐ Attachment A: Sydney Park Draft Plan of Management information pack: Background information which was compiled for reference at the public hearing.
- ☐ Attachment B: transcript of the public hearing.

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## **2 CONSIDERATION OF SUBMISSIONS**

#### 2.1 Introduction

The people and organisations who attended the public hearing and/or made a written submission were in the main supportive of the proposed recategorisation, and understood the purpose of categorising community land. Several questions were raised on the permitted uses within a categorisation, and two objections to the proposed recategorisation of the community land were made. The questions raised and submissions made, with the comments made by Council officers in response, are set out below.

#### 2.2 Submissions and Council response

#### 2.2.1 Verbal submissions

Table 2.1 Submissions and Council response

Submission/question/comment	Council response
Verbal question at public hearing Will the City Farm be located in the Park or General Community Use area?	The Plan of Management is a framework for future use of Sydney Park and is not limiting the activities and functions of City Farm to land in one category or one location.
or conoral community coc area.	City Farm is representative of a range of activities, ideas, events, programs and functions, The key consultation themes for City Farm included growing fresh seasonal produce, learning programs for all ages, accessible spaces, sustainable design, and community involvement.
	Potential activities and programs in City Farm, such as orchards and cropping areas plus associated essential infrastructure would generally be compatible with the guidelines and core objectives of the Park category.
	The General Community Use category is appropriate for significant buildings or structures, such as but not limited to a meeting place, exhibition space, lecture or classroom and that may also be used by other groups or individuals for one or more purposes.
	Within these broad parameters, the City Farm activities may be variously located within the Park.
Verbal question at public hearing Does the proposal for a childcare centre in the General Community Use category mean the northern carpark will be relocated somewhere else? We need the carpark.	No, the carpark is important infrastructure. However the carpark may need to be reconfigured or modified overtime.  Extending the General Community Use category to this land will provide flexibility for future uses and potential configuration of existing facilities ensuring cohesion as this precinct evolves enabling greater opportunity for the future to introduce new or adapt existing facilities to serve the community, for example, child care, City Farm activities and education.
	However the carpark may be reconfigured or modified in response to future concept plans for the childcare and City Farm to ensure a good relationship to parking and set down,

Submission/question/comment	Council response
	with minimal impact on the park. For example:
	the delivery of produce and farm materials
	the drop off and picking up of children
	coach set down for school children.
	The recategorisation of the car park and area along the southern edge of the car park as General Community Use provides greater flexibility for future configurations.
Verbal question at public hearing Why is the park kiosk located in the green Park category area rather than in General Community Use?	The principal function of the kiosk is to support active and passive recreational users traversing the Park and to provide amenity to users of the nearby children's playground. Its size and relationship to surrounding land does not justify categorisation as General Community Use.
Verbal question at public hearing What can happen in the Area of Cultural Significance category?	The Area of Cultural Significance category is less prescriptive about use per se. Rather, it ensures the test for any use is the protection of the cultural values and fabric of the site. By proposing to categorise the brick kiln area as Area of Cultural Significance the City is committing to maintaining the heritage fabric, interpreting the buildings and structures and ensuring any adaptive reuse is sympathetic and compatible.
Verbal question at public hearing Are the wetlands shown on the map categorised as Natural Area-Wetland, or are they called 'wetland' for descriptive purposes?	'Wetlands' are a descriptive label on the map of Sydney Park. The wetlands aren't proposed to be categorised as Natural Area-Wetland because the guidelines and core objectives for the Natural Area-Wetland category are framed more around remnant pre-colonial landscapes, where there is an obligation to work with NPWS.
	The wetlands in Sydney Park are a constructed system with recreational routes through the space. The wetlands are currently being reworked as a water treatment system. The Park category is considered an appropriate for the wetlands in light of these composite roles. Management of the wetlands in Sydney Park are also guided by the Urban Ecology Action Plan to recognise and protect their ecological values.
Verbal comment at public hearing	Noted.
The proposed recategorisations are sensible, and the way in which they are described is clear.	
Verbal comment at public hearing	Noted.
The General Community Use categorisation is supported because childcare is desperately needed for young families.	A childcare facility meets the objectives of the General Community Use category and such use would not be compatible with any other category under the <i>Local Government Act 1993</i> .
Verbal comment at public hearing	Noted.
The Council depots are appropriate to be in the General Community Use area.	

#### 2.2.2 Written submissions

2.2.2 Written submissions	
Submission/question/comment	Council response
Leith Mansell 18 Feb Point 1 The Draft PLAN OF MANAGEMENT does not show current plan of management 03 or master plan 2006, only a summary without categorisation shown. (use only 2003 maps)	Both the current 2003 Plan of Management Sydney Park and the 2006 Masterplan Sydney Park are available for viewing on the City's website: <a href="http://www.cityofsydney.nsw.gov.au/explore/facilities/parks/plans-of-management">http://www.cityofsydney.nsw.gov.au/explore/facilities/parks/plans-of-management</a>
Leith Mansell 18 Feb	The focus of a plan of management is the current and future
Point 2 Comparison of land categories 2003 and draft 2014 The Draft Plan of Management fails to show comparison between current and proposed categorisation. For example, Table 4.1 on page 16 shows the category, area, and % of total area of the proposed categorisations. The map on page 18 (Figure 4.2) for comparison page 17 2003 Plan of Management map only provided without a table of current category, area of % of total.	management of the park not the past.  The draft plan of management provided a side-by-side visual comparison of the current (2003) and proposed (2014) categorisation maps to make clear the City's reasons for the changes proposed.
	A side by side comparison of total square metres by category for the 2003 Plan of Management and the draft 2014 Plan of Management was provided in the Council report recommending the public exhibition of the draft Plan of Management 2014.
	The Council report is listed on the City's website: <a href="http://www.cityofsydney.nsw.gov.au/council/about-council/meetings/calendar-and-business-papers-2013/2013/december/environment-committee">http://www.cityofsydney.nsw.gov.au/council/about-council/meetings/calendar-and-business-papers-2013/2013/december/environment-committee</a>
	The 2003 Plan of Management is also available on the City's website:
Maps are provided without a scale on either map.	http://www.cityofsydney.nsw.gov.au/explore/facilities/parks/plans- of-management
18 February Leith Mansell Point 3 Draft PLAN OF MANAGEMENT fails	The publicly exhibited draft plan of management is proposing to recategorise some areas of community land within Sydney Park.  The draft Plan of Management 2014 is not reclassifying
to show clear boundaries	community land in Sydney Park.
The Draft Plan of Management fails to show clear boundaries. For example	The table on page 16 shows the aggregated total of community land by the category.
only maps are provided with what I would describe as 'ink splotches' over	The categorisation map clearly shows each category proposed in a distinct colour and boundary.
areas affected by reclassification and 1 table, [p16] that conflates all 'general community use' into one number. Individual areas of classification, and sizes are not shown.	The map referred to in Figure 5.2 is not the categorisation map. The graphic was reflecting a more general demarcation of a focus area for the future development of the park, which may sit wholly in one category (eg Sydney Park Cycling Centre + Car Park), primarily in one category (Brick Kiln Precinct), or straddle
Another map (Figure 5.2 on page 28) appears to show a larger area, set out by a broken red line. Thus it is impossible to understand the scale of the changes proposed to 'car park area'.	a number of categories (e.g. Nursery/Depot + Grasslands). Any development of these focus areas would need to strictly accord with the park's categorisations. The graphic was intentional to distinguish it from the more precise and binding categorisation map.
When looking at 'ink splotch' on map and visiting site it is apparent the proposed changes covers much more than current car park. How much more is difficult to assess with the information provided in the draft PLAN OF MANAGEMENT, although looks like	The recategorisation of the car park adjacent to the bike circuit and Sydney Cycling Centre to General Community Use is intended to expand the total site area of this category along Sydney Park Road, enabling greater opportunity and flexibility for the future to develop facilities to serve the community, for example, Child Care, City Farm Activities and Education.

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many 100s of square metres.

#### Submission/question/comment

#### Leith Mansell 18 Feb Point 4

#### Scale and intensity of use

The draft fails to describe the scale and intensity of permitted use. For example the bottom of Page 8 of the public hearing information pack says that City of Sydney proposes reclasifations (sic) to facilitate City Farm concepts. These are not available as City Farm concepts are to be released weeks after close of submissions.

Section 7 Table 7.1, page 45 car park and cycling centre offers more, 'with purposes will be granted' including child care, libraries, kiosk/café, commercial retail, health or medical, etc., which are different to the reasons given in the 'information pack'.

#### **Council response**

The draft Plan of Management proposes to recategorise some areas of community land.

The content of the information pack provided and the content of the draft Plan of Management are consistent with each other.

The draft Plan of Management clearly details:

- the current uses, and proposed future uses which are identified in Table 7.1 'Future use and development of the Park' under Section 7.5 'Scale and intensity of future uses and development'.
- purposes for which Council may authorise the granting of a lease or licence and other estates. Section 7.6 'Leases and licences' includes a schedule identifying authorised leases, licenses and other estates.

#### Leith Mansell 7 March

Concerns regarding the appendix 2 on page 47 of "Sydney park master plan 2006"

This appendix is not present in the draft. Only a summary consisting of one page and one map.

The summary is not printed correctly i.e. borders are cut off making reading & interpretation difficult; this includes parts of sentences being cut off. This fault is present in both the hard copy and the web based copy.

The fact that 2006 PLAN OF MANAGEMENT, is missing means it is not possible to compare current 2006 management plan, which is not provided however it is listed in "contents" with the new plan.

The draft consistently refers to the 2003 plan of management and on page 19 as being "incorrectly categorised as park" again, on page 6 of the PLAN OF MANAGEMENT information pack compares the 2003 PLAN OF MANAGEMENT to new PLAN OF MANAGEMENT however, it does not say or show what the C.E.Os. current PLAN OF MANAGEMENT plan of management of 2006 details on how various areas are categorised is absent.

The above lack of clarity of intent means that anyone trying to reach an informed opinion on the matter is severely challenged in doing so. The current plan of management for Sydney Park is 2003. A master plan for Sydney Park was endorsed in 2006. The master plan does not replace a Plan of Management.

The Information Pack prepared for the community information session and public hearing reproduced information from the draft Plan of Management.

There are no conflicts in any of the publicly available documentation.

The purpose of a draft Plan of Management is not to focus on comparisons between the current Plan of Management and the Council adopted draft Plan of Management for public exhibition. Both the current 2003 Plan of Management Sydney Park and the 2006 Masterplan Sydney Park are available for viewing on the

http://www.cityofsydney.nsw.gov.au/explore/facilities/parks/plans-of-management

PARKLAND PLANNERS 16

City's website:

Submission/question/comment	Council response
The applicant has earlier emailed:	
The 2006 Plan of Management is missing, so it is not possible to compare the current 2006 management plan with the proposed new plan. It consistently refers to the 2003 Plan of Management and on page 19 as "incorrectly categorised as park". Again page 6 of the PLAN OF MANAGEMENT info pack compares the 2003 Plan of Management to the new Plan of Management, but does not say or show what the City of Sydney current Plan of Management of 2006 categorised various areas as.	
Leith Mansell 7 March	The former Council depot along Euston Road is no longer used as a depot.
Major concerns over the "recategorisation" of the Park on Euston Road, because:  Incomplete documentation [2006 PLAN OF MANAGEMENT	The draft Plan of Management 2014 proposes the recategorisation of the former sandstone depot along Euston Road to more correctly reflect the current uses and the City's management thereof.
missing] & 'major developments' not noted on maps despite the fact it would appear they are advanced in planning.	To account for a range of permissible future uses the recategorisation of the former Euston Road Depot includes an area along the western and northern boundary to provide greater flexibility for future configurations. This area could also be well suited as an alternate location for uses associated with the City
☐ The city C.o.S proposal fails its own objectives as outlined on page 3 draft PLAN OF MANAGEMENT 2.3 "this plan seeks to provide a clear and transparent management framework".	Farm or Lifelong Learning, including childcare, cycling, sustainability and ecology.  Any proposals developed for this area would be subject to subsequent further consultation, Council approval and planning assessment and approvals in accordance with the <i>Environmental</i>
☐ The C.o.S, has not established in the public domain any clear basis upon which these proposed changes are being considered.	Planning and Assessment Act 1979.
On page 8 of the PLAN OF MANAGEMENT information pack the only reason stated is "To facilitate City Farm concepts, including markets on a periodic basis". How can the community be expected to facilitate the recategorisation of a public space for "concepts" meaning the eventual reality of the project is not able to be presented prior to the request for approval! A concept is only an "idea" of a possible future reality and therefore it cannot be considered in the public interest to proceed without a clear plan of the future reality these "concepts" will produce.	
<ul><li>The provision of a proposed 'child care facility' or "education facility" has been</li></ul>	

17

Submission/question/comment	Council response
separately submitted to residents in a letter/notice sent out to residents by Michael Leyland.[2nd paragraph] listed in draft PLAN OF MANAGEMENT as "Major projects"& "key elements" these Major projects are not marked on any map in the draft PLAN OF MANAGEMENT!	
☐ It would seem clear that the intent is to obtain approval for the recategorisation of this space in order to have a "free hand" in placing permanent structures on the site as the CoS sees fit in the future.	
☐ The information pack, provided on 12 <sup>th</sup> February 2014 at a public hearing makes the requirements of the Act & regulation clearer than any of the documents supplied by C.o.S,(PLAN OF MANAGEMENT i.e. The what, why & who) thus, I believe it would help the public to make this document available to view & download. In order to facilitate the making of more informed submissions.	
Sydney City Farm Community Group Caro Wenzel	Crops, including orchards, would be aligned to passive recreational use and would align with the core objectives of the Park category.
Jeannene (surname not supplied) " It is our understanding,from the	Yes, growing vegetables, including raised planter beds (if
public hearing, that the areas categorised "General community use" allow specific infrastructure to be built or modified to support the Farm.	necessary), would be permissible within this "Park" category.  To maximise flexibility, there is scope to utilise areas categorised as General Community Use for the City farm activities aligned to the Park category objectives.
It is also understood that the majority of city farm activities, including growing crops and orchards, would be permissible in any of the areas categorised as "Park" on page 18 Figure 4.2: Proposed categorisation under the 2014 plan of management.  We are seeking confirmation that growing vegetables, including raised planter beds (if necessary), would be	The activities of a City Farm that would require a large structure or building or part thereof would be aligned to the objectives of the General Community Use category.
permissible within this "Park" category."	
BIKESydney  "We congratulate the City on including the following elements in the Draft Plan in particular:  The re-categorisation of the existing Sydney Park Road carpark;"	Noted

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#### Submission/question/comment

#### **Anthony Sheedy**

I support the inclusion of a City Farm in the Sydney Park Reserve. However, I note what appears to be an inconsistency between the categorisations proposed on pages 18 &19, and that of proposed uses on pages 28 & 31. The City Farm is proposed for category "park" areas, but needs to be wholly included in category area of "General community use" and include not only the car park next to the Cycling centre but also the proposed expansion into the Southern grasslands next to the Council nursery. The areas proposed for the City Farm ought to be categorised as General Community Use, and not Park Management category.

As the proposed areas for the City Farm are some distance apart I think it would be appropriate to include more detail in the draft plan of how these areas would functionally link. It seems to me that they are generally too far apart and alternatively it may be better to amend the plan so as to put them in closer proximity to one another, perhaps using "The Green" area for growing of fruit and vegetables and linking to the Wetland 1 which would also link to the proposed City Farm involvement with the Cycling Centre and Cultural significant Brick Kilns Precinct."

#### Council response

City Farm is representative of a range of activities, ideas, events. programs and functions. The key themes for City Farm included growing fresh seasonal produce, learning programs for all ages. accessible spaces, sustainable design, and community involvement

Specific elements of City Farm such as orchard would be aligned to passive recreational use (Park category) whilst other activities such as periodic farmers markets could be initially established in management precincts where buildings or large structures have a capacity to be adapted such as the Sydney Park Cycling Facility or the Brick Kilns precinct (Area of Cultural Significance).

The exact location of the individual projects that will collectively comprise a future City Farm will be subject to further public consultation.

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## 3 RECOMMENDATIONS

#### 3.1 Consideration of submissions

Most verbal and written submissions supported the proposed recategorisations.

However, objections to the proposed recategorisations were received from two people. The objections are regarding:

- □ re-categorisation of the carpark on Euston Road from Park to General Community Use.
- ☐ the land intended for the City Farm should be wholly categorised as General Community Use and not Park, and should include the carpark next to the cycling centre and expansion into the southern grasslands next to the Council nursery.

After considering the verbal and written submissions, and Council's response to the submissions in Section 2 above, my assessment is set out below.

Table 3.1 Assessment of submissions

Submission/question/comment	Assessment and recommendations	
Verbal question at public hearing Will the City Farm be located in the Park or General Community Use area?	Community gardens and orchards are consistent with the guidelines and core objectives of the Park category of community land, while substantial buildings and structures that may be occupied by the City or leased, licenced and/or subject to service agreement are more appropriate for the General Community Use category.	
	This would not preclude low-key City Farm structures being located in the Park category.	
	It is understood that elements of City Farm will be situated in either the Park category or the General Community Use category as appropriate.	
Verbal question at public hearing  Does the proposal for a childcare centre in the General Community Use category mean the northern carpark will be relocated somewhere else? We need the carpark.	The need for a vehicle parking area in the northern section of Sydney Park to serve proposed activities in the park is reflected in the Draft Plan of Management.	
	A childcare centre is consistent with the guidelines and core objectives of the General Community Use category of community land.	
Verbal question at public hearing Why is the park kiosk located in the green Park category area rather than in General Community Use?	The kiosk provides food, beverages and a low-key seating area for park users during daylight hours. As such the Park category of community land is appropriate for the land on which the park kiosk is situated.	
Verbal question at public hearing What can happen in the Area of Cultural Significance category?	The use of buildings and/or structures and/or land within an area categorised as an Area of Cultural Significance is required to be consistent with the guidelines and core objectives for that category in Section 36H of the Local Government Act 1993 (page 20 of the draft Plan of Management) and Clause 105 of the Local Government	

Submission/question/comment	bmission/question/comment Assessment and recommendations			
	(General) Regulation 2005 and informed by the Conservation Management Plan (CMP) dated August 2007 by Tropman and Tropman Architects.			
	Any uses of buildings, structures or land in the Area of Cultural Significance category need to protect the heritage fabric and reflect adaptive re-use of the site, among other requirements set out in the Act, Regulation and the CMP.			
Verbal question at public hearing Are the wetlands shown on the map categorised as Natural Area-Wetland, or are they called 'wetland' for descriptive purposes?	The wetlands in Sydney Park are referred to as wetlands for descriptive purposes. As reconstructed wetlands they are not natural, and so do not satisfy the guidelines and core objectives of the Natural Area category and Wetland subcategory of community land.			
	The Park category is more appropriate for the wetlands in Sydney Park. If the wetlands in Sydney Park were natural they would require categorisation as Natural Area-Wetland, and for Council to liaise with National Parks and Wildlife Service, and undertake other obligations under the <i>Local Government Act 1993</i> and other legislation to protect natural areas.			
Verbal comment at public hearing The proposed recategorisations are sensible, and the way in which they are described is clear.	Noted.			
Verbal comment at public hearing The General Community Use categorisation is supported because childcare is desperately needed for young families.	A childcare centre is an appropriate use for the proposed General Community Use category.			
Verbal comment at public hearing The Council depots are appropriate to be in the General Community Use area.	The General Community Use category is the most appropriate category of community land to apply to the Euston Road Former City Depot and the Barwon Park Road Depot to permit flexible, multi-purpose use in future.			
Leith Mansell 18 Feb	It is incorrect to say that the categorisations are not shown and that only 2003 maps are used.			
Point 1 The Draft PLAN OF MANAGEMENT does not show current plan of management 03 or master plan 2006, only a summary without categorisation shown. (use only 2003 maps)	The 2014 Draft Plan of Management shows the categorisation of community land in the 2003 Plan of Management and the proposed 2014 recategorisation to illustrate the proposed changes.			
	The 2006 plan referred to in the submission is the Sydney Park Master Plan 2006 which is not a Plan of Management prepared under the <i>Local Government Act 1993</i> .			
	A Master Plan is prepared to show proposed spatial actions. A Master Plan is not required to show the categorisation of community land, so categorisations are not shown on the Sydney Park Master Plan 2006.			
Leith Mansell 18 Feb Point 2	The Draft Plan of Management does show a comparison between current and proposed categorisation.			
Comparison of land categories 2003 and draft 2014  The Draft Plan of Management fails to	Maps of the adopted 2003 (current) categorisations and the proposed categorisations were included as Figures 4.1 and 4.2 in the Draft Plan of Management 2014. In addition, the area in hectares and the percentage of the total area of the			
show comparison between current and proposed categorisation.	four proposed categories were listed in Table 4.1 on page 16 of the Draft Plan of Management.			

#### Submission/question/comment

#### Assessment and recommendations

For example, Table 4.1 on page 16 shows the category, area, and % of total area of the proposed categorisations.

The map on page 18 (Figure 4.2) ... for comparison page 17 2003 Plan of Management map only provided without a table of current category, area of % of total. Maps are provided without a scale on either map.

The Draft Plan of Management did not set out the equivalent areas and percentages for the adopted categorisations, because it can be argued this information is too detailed to include in a Draft Plan of Management and which will be irrelevant if the Draft Plan of Management is adopted by Council.

The information sought by Mr. Mansell was reported to Council's Environment Committee on 2 December 2013. The areas and percentages of land in each category in the adopted 2003 Plan of Management are:

- ☐ Park: 40.52 ha, 92.08%
- ☐ Sportsground: 1.74 ha, 3.95%
- ☐ General Community Use: 1.75 ha, 3.97%.

## 18 February Leith Mansell Point 3

## Draft PLAN OF MANAGEMENT fails to show clear boundaries

The Draft Plan of Management fails to show clear boundaries. For example only maps are provided with what I would describe as 'ink splotches' over areas affected by reclassification and 1 table, [p16] that conflates all 'general community use' into one number. Individual areas of classification, and sizes are not shown.

Another map (Figure 5.2 on page 28) appears to show a larger area, set out by a broken red line. Thus it is impossible to understand the scale of the changes proposed to 'car park area'.

When looking at 'ink splotch' on map and visiting site it is apparent the proposed changes covers much more than current car park. How much more is difficult to assess with the information provided in the draft PLAN OF MANAGEMENT, although looks like many 100s of square metres.

No areas in Sydney Park are proposed to be reclassified from community land to operational land.

Table 4.1 on page 16 lists the proposed area and percentage of total park area of land in the General Community Use category. It is appropriate for Council to do this, as General Community Use is one of the five categories of community land under the *Local Government Act 1993*. As there are no sub-categories of the General Community Use category, as there are for the Natural Area category, it would be incorrect and misleading for Council to do anything other than supply the land area and percentage of land in the General Community Use category as one number.

Figure 5.2 on page 28 shows an area on the northern boundary of Sydney Park delineated with a broken red line as a "Focus area" and marked with "Sydney Park Cycling Centre" and "Car Park". The size of the General Community Use category applying to that area in Figure 4.2, and the broken red line delineating the "Sydney Park Cycling Centre" and "Car Park" focus area, appear equal. The scale of the changes proposed to 'car park area' are not the intent or function of Figures 4.2 and Figures 5.2. An understanding of the scale of the changes proposed to 'car park area' may be gained from the key elements of the Sydney Park cycling centre and carpark listed on page 30, and from the action plans in Section 6.3.

#### Leith Mansell 18 Feb Point 4

#### Scale and intensity of use

The draft fails to describe the scale and intensity of permitted use. For example the bottom of Page 8 of the public hearing information pack says that City of Sydney proposes reclasifations (sic) to facilitate City Farm concepts. These are not available as City Farm concepts are to be released weeks after close of submissions. Section 7 Table 7.1, page 45 car park and cycling centre offers more, 'with purposes will be granted' including child care,

libraries, kiosk/café, commercial retail,

The text at the bottom of page 8 of the public hearing information pack states "This plan proposes recategorising the adjoining car park to facilitate City Farm concepts, including markets on a periodic basis."

The City does not propose any reclassification of land in Sydney Park from community land to operational land.

The information pack was compiled for easy reference by people attending the public hearing. The information pack includes a summary of relevant information from the Draft Plan of Management.

The primary, authoritative document for permitted uses of Sydney Park is the Draft Plan of Management, which includes more detail on permitted uses than does the information pack.

Submission/question/comment Assessment and recommendations health or medical, etc., which are different to the reasons given in the 'information pack'. Leith Mansell 7 March The Draft Plan of Management 2014 reviews and updates the 2003 Plan of Management. They are separate Concerns regarding the appendix 2 on documents, so the 2014 Draft Plan of Management is not page 47 of "Sydney park master plan 2006" required to include the current Plan of Management. It is This appendix is not present in the draft. reasonable to only provide a summary of the 2006 Master Only a summary consisting of one page Plan in the 2014 Plan of Management. and one map. It is incorrect to say that the categorisations are not shown The summary is not printed correctly i.e. and that only 2003 maps are used. borders are cut off making reading & The 2014 Draft Plan of Management shows the interpretation difficult; this includes parts of categorisation of community land in the current 2003 Plan of sentences being cut off. This fault is Management and the proposed 2014 recategorisation to present in both the hard copy and the web illustrate the proposed changes. based copy. The 2006 plan referred to in the submission is the Sydney The fact that 2006 PLAN OF Park Master Plan 2006 which is not a Plan of Management MANAGEMENT, is missing means it is not prepared under the Local Government Act 1993. possible to compare current 2006 management plan, which is not provided A Master Plan is prepared to show proposed spatial actions. however it is listed in "contents" with the A Master Plan is not required to show the categorisation of new plan. community land, so categorisations are not shown on the Sydney Park Master Plan 2006. The draft consistently refers to the 2003 plan of management and on page 19 as being "incorrectly categorised as park" again, on page 6 of the PLAN OF MANAGEMENT information pack compares the 2003 PLAN OF MANAGEMENT to new PLAN OF MANAGEMENT however, it does not say or show what the C.E.Os. current PLAN OF MANAGEMENT plan of management of 2006 details on how various areas are categorised is absent. The above lack of clarity of intent means that anyone trying to reach an informed opinion on the matter is severely challenged in doing so. The applicant has earlier emailed: The 2006 Plan of Management is missing, so it is not possible to compare the current 2006 management plan with the proposed new plan. It consistently refers to the 2003 Plan of Management and on page 19 as "incorrectly categorised as park". Again page 6 of the PLAN OF MANAGEMENT info pack compares the 2003 Plan of

areas as.

Management to the new Plan of

Management, but does not say or show what the City of Sydney current Plan of Management of 2006 categorised various

#### Submission/question/comment

#### Leigh Mansell 7 March

Major concerns over the "re-categorisation" of the Park on Euston Road, because:

- Incomplete documentation [2006 PLAN OF MANAGEMENT missing] & 'major developments' not noted on maps despite the fact it would appear they are advanced in planning.
- ☐ The city C.o.S proposal fails its own objectives as outlined on page 3 draft PLAN OF MANAGEMENT 2.3 "this plan seeks to provide a clear and transparent management framework".
- ☐ The C.o.S, has not established in the public domain any clear basis upon which these proposed changes are being considered.
- On page 8 of the PLAN OF MANAGEMENT information pack the only reason stated is "To facilitate City Farm concepts, including markets on a periodic basis". How can the community be expected to facilitate the re-categorisation of a public space for "concepts" meaning the eventual reality of the project is not able to be presented prior to the request for approval! A concept is only an "idea" of a possible future reality and therefore it cannot be considered in the public interest to proceed without a clear plan of the future reality these "concepts" will produce.
- ☐ The provision of a proposed 'child care facility' or "education facility" has been separately submitted to residents in a letter/notice sent out to residents by Michael Leyland.[2nd paragraph] listed in draft PLAN OF MANAGEMENT as "Major projects" & "key elements" these Major projects are not marked on any map in the draft PLAN OF MANAGEMENT!
- □ It would seem clear that the intent is to obtain approval for the recategorisation of this space in order to have a "free hand" in placing permanent structures on the site as the CoS sees fit in the future.
- ☐ The information pack, provided on 12<sup>th</sup>
  February 2014 at a public hearing
  makes the requirements of the Act &
  regulation clearer than any of the
  documents supplied by C.o.S,(PLAN
  OF MANAGEMENT i.e. The what, why
  & who) thus, I believe it would help the
  public to make this document

#### Assessment and recommendations

The 2006 plan referred to in the submission is the Sydney Park Master Plan 2006 which is not a Plan of Management prepared under the *Local Government Act 1993*.

Major developments proposed for various focus areas in the park are outlined in Section 5.6 of the Draft Plan of Management.

It is not the function of a Plan of Management to include detailed plans. Such plans would be included in a masterplan, and plans for design and documentation.

Inclusion of a proposal in the Plan of Management does not imply planning approval of "concepts" or "major developments". It is understood that Council will undertake further community engagement when masterplans and detailed designs on 'major developments' are prepared, and also as part of the process of preparing a development application for approval.

The former Council Depot/Stone Yard on Euston Road is no longer used as an active depot for cutting and storing sandstone. The key features of the site are hardstand, industrial plant (water treatment) and warehousing. The buildings are currently partially occupied by the City of Sydney for storage and by a not-for-profit tenant holding over from a short term occupation. Roads and Maritime Services (RMS) have acquired an interest along the frontage of Euston Road which includes a portion of the buildings.

The former Euston Road depot site was not appropriately categorised as Park in the adopted Plan of Management 2003 because the recent and current uses are not consistent with the guidelines or core objectives of the Park category.

Additionally, Council has indicated demolition of this former depot as necessary to expand passive recreational opportunities and potential future community facilities. The potential future use of this area and surrounds for community activities for which substantial structures are required is not consistent with the guidelines and core objectives of the Park category.

Council proposes to re-categorise the former Euston Road depot site and the surrounding area to the north and west from Park to General Community Use in the Draft Plan of Management 2014 to allow both passive recreational uses and a range of community uses on the site, for example a skate facility, childcare, possible adaptive reuse of the warehouse buildings, and recreation space.

This area would also be well suited as an alternative location for uses associated with the land categorised as General Community Use in the Sydney Park Cycling Centre Precinct and carpark, ie. City Farm or Lifelong Learning, which includes childcare, cycling, sustainability and ecology.

As this site is the lowest point in Sydney Park, future use of this area will need to take into account the outcomes of the leachate management study and stormwater management works.

The spatial extent of the proposed General Community Use category reflects the area required for the potential community uses such as childcare, for leachate/ stormwater management infrastructure, and would allow flexibility for

#### Submission/question/comment

## available to view & download. In order to facilitate the making of more informed submissions.

#### **Assessment and recommendations**

future location and configuration of these uses on the site. The boundaries of the proposed area also take into account the slopes and planting on the western and northern edges of the defined area, which separate the proposed General Community Use area from the remainder of Sydney Park and as such does not intrude into other park use areas. The General Community Use category is the most appropriate category of community land for the current and proposed future uses on and around the former Euston Road depot site.

## Sydney City Farm Community Group Caro Wenzel

#### Jeannene (surname not supplied)

"... It is our understanding, from the public hearing, that the areas categorised "General community use" allow specific infrastructure to be built or modified to support the Farm.

It is also understood that the majority of city farm activities, including growing crops and orchards, would be permissible in any of the areas categorised as "Park" on page 18 Figure 4.2: Proposed categorisation under the 2014 plan of management.

We are seeking confirmation that growing vegetables, including raised planter beds (if necessary), would be permissible within this "Park" category."

The areas categorised as General Community Use allow specific infrastructure to be built or modified to support the City Farm.

The majority of city farm activities (including growing crops and orchards, and growing vegetables including raised planter beds if necessary), would be permissible in any of the areas categorised as Park because these passive recreation/educational/ social activities involving gardens are consistent with the guidelines and core objectives of the Park category of community land.

#### **BIKESydney**

"We congratulate the City on including the following elements in the Draft Plan in particular:

☐ The re-categorisation of the existing Sydney Park Road carpark; ..."

#### Noted

#### **Anthony Sheedy**

I support the inclusion of a City Farm in the Sydney Park Reserve. However, I note what appears to be an inconsistency between the categorisations proposed on pages 18 &19, and that of proposed uses on pages 28 & 31. The City Farm is proposed for category "park" areas, but needs to be wholly included in category area of "General community use" and include not only the car park next to the Cycling centre but also the proposed expansion into the Southern grasslands next to the Council nursery.

The areas proposed for the City Farm ought to be categorised as General Community Use, and not Park Management category.

The submission states that the City Farm should be categorised as General Community Use and not Park, while going on to state that growing of fruit and vegetables could perhaps occur in the "The Green" area which is categorised as Park.

The City Farm need not be located wholly in either of the Park or General Community Use categories.

Community gardens and orchards are consistent with the guidelines and core objectives of the Park category of community land, while substantial buildings and structures are more appropriate for the General Community Use category. This would not preclude low-key City Farm structures being located in the Park category for example.

Submission/question/comment	Assessment and recommendations
As the proposed areas for the City Farm are some distance apart I think it would be appropriate to include more detail in the draft plan of how these areas would	
functionally link. It seems to me that they are generally too far apart and alternatively it may be better to amend the plan so as to put them in closer proximity to one another,	
perhaps using "The Green" area for growing of fruit and vegetables and linking to the Wetland 1 which would also link to	
the proposed City Farm involvement with the Cycling Centre and Cultural significant Brick Kilns Precinct."	

#### 3.2 Recommendations regarding proposed recategorisations

#### 3.2.1 Consideration of objections

The two objections to the proposed recategorisations were carefully considered as follows.

## 1. Major concerns over the "re-categorisation" of the Park on Euston Road to General Community use.

The former Council Depot/Stone Yard on Euston Road is no longer used as an active depot for cutting and storing sandstone. The key features of the site are hardstand, industrial plant (water treatment) and warehousing. The buildings are currently partially occupied by the City of Sydney for storage and by a not-for-profit tenant holding over from a short term occupation. Roads and Maritime Services (RMS) have acquired an interest along the frontage of Euston Road which includes a portion of the buildings.

The former Euston Road depot site was not appropriately categorised as Park in the adopted Plan of Management 2003 because the recent and current uses are not consistent with the objectives of the Park category.

Additionally, Council has indicated likely demolition of this former depot as necessary to expand passive recreational opportunities and potential future community facilities. The potential future use of this area and surrounds for community purposes for which facilities are required is not consistent with the guidelines and core objectives of the Park category.

Council proposes to re-categorise the former Euston Road depot site and surrounding area to north and west from Park to General Community Use in the Draft Plan of Management 2014 to allow a both passive recreational uses and a range of community uses on the site, for example skate facility, childcare, possible adaptive reuse of the warehouse buildings, and recreation space.

This area would also be well suited as an alternative location for uses associated with the land categorised as General Community Use in the Sydney Park Cycling Centre Precinct and carpark ie. City Farm or Lifelong Learning, which includes childcare, cycling, sustainability and ecology.

As this site is the lowest point in Sydney Park, future use of this area will need to take into account the outcomes of the leachate management study and stormwater management works.

The spatial extent of the proposed General Community Use category reflects the area required for the potential community uses such as childcare, and for leachate/stormwater management infrastructure, and would allow flexibility for future location and configuration of these uses on the site.

The boundaries of the proposed area also take into account the slopes and planting on the western and northern edges of the defined area, which separate the proposed General Community Use area from the remainder of Sydney Park and as such does not intrude into other park use areas.

The General Community Use category is the most appropriate category of community land for the current and proposed future uses on and around the former Euston Road depot site.

#### 2. The areas proposed for the City Farm ought to be categorised as General Community Use, and not Park Management category.

The submission states that the City Farm should be categorised as General Community Use and not Park, while going on to state that growing of fruit and vegetables could perhaps occur in the "The Green" area which is categorised as Park.

The City Farm need not be located wholly in either of the Park or General Community Use categories.

Community gardens and orchards are consistent with the guidelines and core objectives of the Park category of community land, while substantial buildings and structures are more appropriate for the General Community Use category. This would not preclude low-key City Farm structures being located in the Park category for example.

#### 3.2.2 Recommendations

Based on the representations and written submissions to the public hearing on 12 February 2014 and written submissions made to Council by 7 March 2014, my recommendations to City of Sydney Council regarding the proposed recategorisation of community land in Sydney Park are to:

- 1. Note the verbal and written submissions made in Section 2.
- 2. Adopt the proposed recategorisation of community land in the Sydney Park Draft Plan of Management because they are considered appropriate for the intended future uses of Sydney Park, and there is no compelling reason to change any proposed recategorisation.
- 3. Replace the reasons for categorising land in Sydney Park in various categories as given in Table 4.2 of the Draft Plan of Management with the more detailed reasons in Table 1.1 of this report to aid community understanding of the reasons for the recategorisation.
- 4. Add additional desirable uses under the 'Future Purpose' Heading in Table 7.1 of the Draft Plan of Management to include passive uses associated with City Farm concepts that would be suitable within the 'Park' category without having to re-exhibit the Draft Plan as this would not require any alteration to the categories that were publicly exhibited.

#### 3.3 Adoption of proposed recategorisation

Council must agree to the proposed recategorisation of community land as set out in the Sydney Park Draft Plan of Management 2014 before resolving to adopt the Draft Plan of Management. Section 114 of the Local Government (General) Regulation 2005 states that if Council receives any submission objecting to a categorisation of land in the Sydney Park Draft Plan of Management, and the Council adopts the Plan of Management without amending the categorisation that

gave rise to the objection, the resolution by which Council adopts the Plan of Management must state the Council's reasons for categorising the relevant land in the manner that gave rise to the objection.

Submissions from two people were received which objected to the proposed recategorisations. One submitter objects to the recategorisation of the carpark on Euston Road from Park to General Community Use. The second objection was to the categorisation of all land proposed for the City Farm as Park rather than General Community Use, which should include the car park next to the cycling centre and the proposed expansion into the southern grasslands next to the Council nursery. My reasons for not agreeing with these objections were outlined above.

If Council intends to adopt the proposed recategorisations as were set out in the Draft Plan of Management, it must state the reasons why it did not make changes to categorisations in response to the objections received in its resolution to adopt the Sydney Park Plan of Management.

If Council decides to alter the proposed recategorisation of community land from that in the Draft Plan of Management and that considered at the public hearing, Council must hold a further public hearing in respect of the proposed Plan of Management (Section 40A(3) of the *Local Government Act 1993*.

#### 3.4 Reporting

Within four days of receiving this final report, Council is required under Section 47G(3) of the *Local Government Act 1993* to make a copy of this report available for inspection by the public at a location within the area of the Council. It is recommended that Council:

- □ send a copy of the public hearing report to the people and organisations who attended the public hearing and made a written submission.
- □ keep a copy of the public hearing report for inspection at Council's One Stop Shop and at all neighbourhood service centres.
- post an electronic copy of the public hearing report on Council's website.

Sandy Hoy

Principal,

Parkland Planners

28 April 2014

#### **Attachments**

- A Sydney Park Draft Plan of Management information pack
- B Sydney Park public hearing transcript

Nandra Hoy

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## **Attachment A**

# Sydney Park Draft Plan of Management information pack





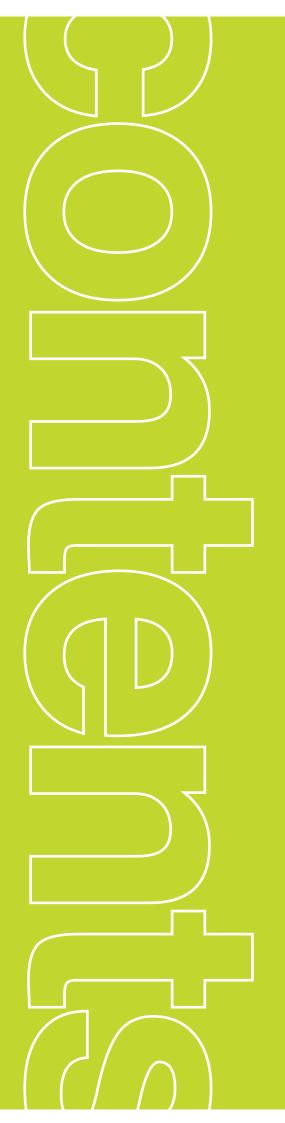
# Sydney Park Draft Plan of Management information pack





**12 February 2014** 

First floor, Sydney Park Pavilion (rear of Alan Davidson Oval) Sydney Park Road, St Peters



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## **Agenda**



#### 6pm - Community Information Session

Talk with Council officers about focus areas, concepts and projects for Sydney Park and provide your feedback

#### 7pm - Public Hearing - Land Recategorisation

Chairperson: Sandy Hoy, Parkland Planners

- Welcome and Introductions
- Purpose of public hearing and role of the Chairperson
- Requirements of the Local Government Act and Regulation
- Background to the Proposed Recategorisation of Community Land
- Submissions about Proposed Recategorisation of Community Land
- Next steps

8pm - Close

### Public Hearing Welcome and introductions

Sandy Hoy

Principal, Parkland Planners

Chairperson of public hearing

#### **Council staff**

Michael Leyland, Director, City Projects and Property Division

Joel Johnson, Manager, City Greening and Leisure

Tracey Hargans, Core Portfolio Manager – Public Domain, Corporate and Community

Adam Fowler, Principal Design Manager, Landscape Architecture

## **Purpose**

# Role of the chair

#### Purpose of the public hearing

A public hearing is required under section 40A of the Local Government Act 1993 if a proposed plan of management is either categorising or recategorising the community land.

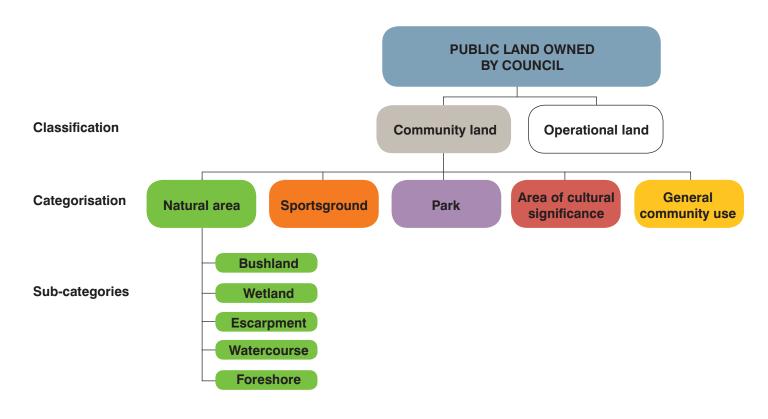
- -The act requires the Chair to be independent ie. not a Councillor or employee of the Council holding the public hearing either currently, or within the past five years.
- -The role of the Chair is to:
  - •receive submissions to the public hearing about proposed recategorisation of community land in Sydney Park; and
  - prepare a report to Council on submissions to the public hearing and recommendations for recategorisation.
- -The public hearing will be recorded to ensure submissions are accurately reported to Council.





# Requirements of Local Government Act and Regulation

The Local Government Act 1993 and Local Government (General) Regulation 2005 set out requirements for management of public land, including preparing plans of management, and categorisation of community land.



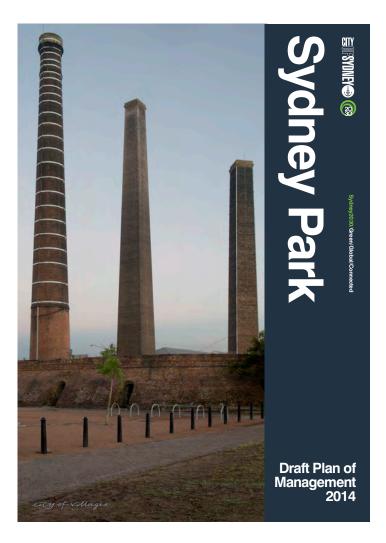


### 06

### Plans of management

#### Plans of management for community land

- A plan of management must be prepared for community land.
- -Use and management of community land is according to the plan of management.
- -Draft Plan of Management for Sydney Park is now on public exhibition for comment.







# Categorisation of community land



# Core objectives for community land

- -Guidelines for categorising community land are in the Regulation.
- -The categories of community land include:
  - Park;
  - Area of cultural significance;
  - General community use;
  - Natural area (bushland, wetland, escarpment, watercourse, foreshore); and
  - •Sportsground.
- Only one category may apply to any part of community land.

- -Core objectives for each category and sub-category of community land are in the Local Government Act 1993.
- -The core objectives set out how the land is intended to be managed.





## Proposed recategorisation of community land in the draft plan of management for Sydney Park

Current categorisation under the 2003 plan of management







### Draft plan of management Proposed recategorisation

The guidelines for categorising community land and the City's recommendation for the recategorisation is detailed on the next page





General Community Use

Sportsground

Area of Cultural Significance

Site Boundary

RMS-owned land





## Guidelines and core objectives for proposed recategorisations

#### **Application of management categories**

#### Park management category

Land which is, or proposed to be, improved by landscaping, gardens or the provision of non-sporting equipment and facilities, and for uses which are mainly passive or active recreational, social, educational and cultural pursuits that not unduly intrude on the peaceful enjoyment of the land by others.

#### **Core objectives**

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.

With the exception of the following areas, close to 85 per cent of the park falls under the 'park management' category.

Sportsground management category	Core objectives
Land which is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor games.	Encourage, promote and facilitate recreational pursuits in the community involving active recreation involving organised sports and informal sporting activities and games.
	Ensure that such activities are managed having regard to any adverse impact on nearby residences.

The Alan Davidson Oval falls under this category.

General community use management category	Core objectives
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 by specific sections of the public.	Promote, encourage and provide for the use of the land, and to provide facilities on the land, to meet the current and future needs of the local community and of the wider public.
	Public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public.
	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).

The City-operated depot at Barwon Park Road and the former sandstone depot at Euston Road were both incorrectly categorised as park in the 2003 plan of management. This plan proposes recategorising these as 'general community use', although this cannot be practically applied to part of Barwon Park Road Depot.

The Sydney Park cycling centre (previously known as C.A.R.E.S) retains the 'general community use' categorisation.

This plan proposes recategorising the adjoining car park to facilitate City Farm concepts, including markets on a periodic basis.



#### Area of cultural significance management category

Land should be categorised as an area of cultural significance under section 36 (4) of the act if the land is:

- (a) an area of Aboriginal significance, because the land:
  - (i) has been declared an Aboriginal place under section 84 of the National Parks and Wildlife Act 1974, or
  - (ii) whether or not in an undisturbed state, is significant to Aboriginal people in terms of their traditional or contemporary cultures, or
  - (iii) is of significance or interest because of Aboriginal associations, or
  - (iv) displays physical evidence of Aboriginal occupation (for example, items or artefacts such as stone tools, weapons, engraving sites, sacred trees, sharpening grooves or other deposits, and objects or materials that relate to the settlement of the land or place), or
  - (v) is associated with Aboriginal stories, or
  - (vi) contains heritage items dating after European settlement that help to explain the relationship between Aboriginal people and later settlers, or
- (b) an area of aesthetic significance, by virtue of:
  - -having strong visual or sensory appeal.
  - -including a significant landmark, or
  - -having creative or technical qualities, such as architectural excellence, or
- (c) an area of archaeological remains:
  - evidence of past human activity (for example belowground features such as building foundations, occupation deposits, features or artefacts or aboveground features such as buildings, works, industrial structures, and relics, whether intact or ruined), or
  - (ii) any other deposit, object or material that relates to the settlement of the land, or
- (d) an area of historical significance, because of the importance of an association or position of the land in the evolving pattern of Australian cultural history, or
- (e) an area of technical or research significance, because of the area's contribution to an understanding of Australia's cultural history or environment, or
- (f) an area of social significance, because of the area's association with Aboriginal life after 1788 or the area's association with a contemporary community for social, spiritual or other reasons.

#### **Core objectives**

- (1) To retain and enhance the cultural significance of the area (namely its Aboriginal, aesthetic, archaeological, historical, technical or research or social significance) for past, present or future generations by the active use of conservation methods.
- (2) Those conservation methods may include:
  - (a) the continuous protective care and maintenance of the physical material of the land or of the context and setting of the area of cultural significance.
  - (b) the restoration of the land, that is, the returning of the existing physical material of the land to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
  - (c) the reconstruction of the land, that is, the returning of the land as nearly as possible to a known earlier state.
  - (d) the adaptive reuse of the land, that is, the, enhancement or reinforcement of the cultural significance of the land by the introduction of sympathetic alterations or additions to allow compatible uses (that is, uses that involve no changes to the cultural significance of the physical material of the 'area, or uses that involve changes that are substantially reversible or changes that require a minimum impact).
  - (e) the preservation of the land, that is, the maintenance of the physical material of the land in its existing state and the retardation of deterioration of the land.
- (3) A reference in subsection (2) includes a reference to any buildings erected on the land.

The brick kilns precinct meets the description under Section 36 (4) (d) as an area of historical significance, due to its part in the evolving pattern of Australian cultural history.





## Submissions about proposed recategorisation

- -Submissions can be made by:
  - a verbal submission at the public hearing;
  - •tabling a written submission at the public hearing; or
  - making a written submission by 7 March 2014 marked `Draft Sydney Park Plan of Management'.

Please address to:

Chief Executive Officer Attention: Vivien Phung City of Sydney, GPO Box 1591, Sydney, NSW 2001

 sending an email by 7 March to sydneyparkplan@ cityofsydney.nsw.gov.au

If you would like to speak to a Council officer about this project, please contact Vivien Phung, Project Officer, on 02 9265 9333 or email vphung@cityofsydney.nsw.gov.au

- -Questions to consider:
  - Do you agree or disagree with the proposed recategorisation of community land in Sydney Park as set out in the draft plan of management?
  - After considering the guidelines for categorisation and the core objectives for the categories of community land, are the proposed recategorisations appropriate for Sydney Park?
- Are the boundaries of the categories drawn correctly on the maps?

### 12 Next steps

- -Make a submission on recategorisation of community land and/or the draft plan of management to Council by the closing date of Friday 7 March 2014.
- -The Chair will compile and consider submissions from public hearing and public exhibition.
- -The Chair will prepare a public hearing report and send to Council.
- Council will make the public hearing report available to the public for inspection up to four days after receiving it.
   A copy will be added to the City's website, at
   Neighbourhood Service Centres, and can be sent to people who attended the public hearing (on request).
- -The Sydney Park Plan of Management and Public Hearing Report to be considered by Council.
- -Adoption of final plan of management.
- -Council will manage the land according to the adopted plan of management and core objectives of categorisation.



#### **Attachment B**

Sydney Park public hearing transcript

PARKLAND PLANNERS 32

#### ATTACHMENT B - SYDNEY PARK PUBLIC HEARING TRANSCRIPT

Sydney Park public hearing 12 February 2014 Alan Davidson Pavilion, Sydney Park 7pm-8pm

#### Introductions

Ms. Lauren Flaherty of City of Sydney introduced the independent chairperson, Ms. Sandy Hoy of Parkland Planners.

Ms. Hoy opened the public hearing at 7.05pm and welcomed people attending.

Ms. Hoy introduced Council staff on the panel who would answer questions on behalf of Council:

- Michael Leyland Director, City Projects and Property Division
- Joel Johnson Manager, City Greening and Leisure
- Tracey Hargans Core Portfolio Manager Public Domain, Corporate and Community
- Adam Fowler Principal Design Manager, Landscape Architecture.

#### Purpose of the public hearing

Ms. Hoy explained that the public hearing is required under Section 40A of the *Local Government Act 1993* if community land is to be categorised or recategorised by a Plan of Management. As the Draft Plan of Management for Sydney Park is proposing to recategorise community land then a public hearing is required.

The role of the chairperson is to be independent by not being a current employee of Council, nor in the last 5 years. The chairperson receives submissions from the public hearing regarding recategorisation and to prepare a report to Council on public submissions on the proposed recategorisation.

The hearing is being recorded to assist in preparing a report to Council to relay comments and submissions to Council accurately.

#### Legislative requirements

The Local Government Act 1993 and the Local Government (General) Regulation 2005 set out requirements for management of public land, including preparing Plans of Management for and categorisation of community land.

The diagram on page 3 of the handout (Sydney Park Draft Plan of Management information pack) shows public land is classified as either community land or operational land. Community land allows public access, while public access to operational land is generally not desirable. Community land is categorised as Natural Area, Sportsground, Park, Area of Cultural Significance, or General Community Use. The Natural Area category is sub-categorised as bushland, wetland, escarpment, watercourse, or foreshore.

A Plan of Management is required to be prepared for community land such as Sydney Park, and sets out how community land is to be used and managed in future.

The Draft Plan of Management for Sydney Park is currently on public exhibition for comment. The *Local Government (General) Regulation 2005* sets out guidelines for categorising community land into one of the five categories. Only one category may apply to any part of community land at one time. Guidelines and core objectives are associated with each category.

#### **Proposed recategorisation**

The map on page 7 of the handout show that City of Sydney is proposing to categorise parts of Sydney Park as:

- Park (green) most of Sydney Park
- General Community Use (pink) Sydney Park Cycling Centre, Alan Davidson Oval pavilion
- Sportsground (purple) within fence of Alan Davidson Oval
- ACS (orange) brick kiln area.

Pages 6 and 7 of the handout show two maps: the current categorisation under the adopted Plan of Management (page 6), and the proposed recategorisation (page 7).

Council is proposing to adjust the boundaries of some categories (Park, General Community Use), and to categorise the brick kiln area as Area of Cultural Significance.

On pages 8 and 9 of the handout the guidelines and core objectives for each proposed category are set out, as well as the land it is proposed to apply to.

#### Guidelines for submissions about recategorisation

The point of the public hearing is to ask whether the guidelines and core objectives for each proposed category match the map on page 7.

Submissions may be made by:

- Question, comment or submission tonight
- Complete and submit a feedback form
- Make a written submission to Council by 7 March 2014 by email or letter.

I will include submissions tonight and written submissions to Council by 7 March in my report. Questions to help with submissions:

- 1. Do you agree or disagree with how Council are proposing to categorise community land in Sydney Park as set out in the Draft Plan of Management and the maps in the handout?
- 2. Are the proposed categories appropriate for Sydney Park? Do proposed categories limit uses?
- 3. Are the boundaries of the various categories drawn correctly?

#### Verbal submissions about recategorisation

Verbal submission	Council staff response
Clarify the location of the City Farm – would it be in the Park or General Community Use category? Where it was last year was better.	The Plan of Management is not limiting the location of City Farm. City Farm potential programs such as community gardens and orchards would be compatible with the Park category. General Community Use is suitable for meeting place, education components. Any significant buildings, such as a classroom, would be in the General Community Use category.  The Plan of Management is the framework for future use. The City Farm is subject to future design and development of ideas.
Is the carpark going to be relocated somewhere else, because we need the carpark.	No, the carpark is a compatible use with the General Community Use category. The sealed carpark may be used as a market from time to time.  If a childcare centre or a building for a more intensive or dedicated use would be built, it would be in the pink General Community Use area. The Alan Davidson Oval pavilion is an example of such a building.  The Plan of Management is meant to be flexible enough not to tie Council down to detailed design details now. Detailed design would be developed in consultation with the community.
Why is the kiosk in the green Park area rather than the General Community Use area?	If the kiosk area is categorised as Park (green) it limits use of the kiosk to passive activity compatible with activity in the green area.
What can happen in the Area of Cultural Significance category?	The Area of Cultural Significance category is less prescriptive about use, and more prescriptive about the test for use being cultural values of the site. Use has to be sympathetic with the cultural values and to protect the fabric. The City is committing to caring for the heritage fabric and interpretation.
Are the wetlands shown on the map categorised as such, or are they called wetland for descriptive purposes?	The wetlands are a descriptive label. The wetlands aren't proposed to be categorised as Natural Area-Wetland because the guidelines and core objectives are written for true natural areas. And there is an obligation to work with NPWS. The wetlands in Sydney park are a reconstructed ecology with recreational routes through the space. The wetlands are being reworked as a water treatment system. The Park category is the best way for the wetlands in the Plan of Management. Management of the wetlands is also guided by the Urban Ecology Action Plan for the ecological values of the wetlands.
The recategorisations are sensible, and the way of describing them is clear.	Noted
The General Community Use categorisation is supported because childcare is desperately needed for young families.	Noted
Depots are appropriate to categorise as General Community Use	Noted

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#### Questions and comments about other aspects of Sydney Park Draft Plan of Management

Question / comment	Council staff response
Is there a clear plan for what will be extracted from ponds – excess water? Water could be extracted from the roofs of the brick kilns with guttering and awnings. Water is wasted and should be mentioned in the Draft Plan of Management. There is nothing in the draft plan about sustainability.	Water harvesting and reuse is always a part of every park works in the past 5-7 years, such as water tanks in Waterloo Park and Pirrama Park. One purpose of the wetland is as a potential source of water to a quality which can be reused. Council don't intend selling water to anyone yet. Council has a \$5 million grant from the federal government for half the cost of building the wetland to re-use water. The focus is on cleaning water so it can be reused. The City Farm will have non-mains source of water for watering the oval and village green to help manage water levels and environmental issues such as algal blooms. Water in Munni Channel in both stormwater and low flow currently empties into Alexandria Canal. Council aims to improve the health of the wetland.
There is a lot of land in the park where rain water runs off and it goes into the street and then into the ocean. An internal irrigation system is needed in the park to retain water over time. Like to see healthy plants with huge water absorption area in the park to redistribute water through ag pipes and blue metal channels.	Council has designed the wetland for capture of water. Stormwater pits have been recently installed in Barwon Park Road which was causing flooding issues. Council continue to look for opportunities to capture water.
Is the draft Plan of Management on display anywhere in Sydney Park? Development Applications require signs on site. How was this session publicised?	Four signs were placed in the park. The Plan of Management is not a development application, but the Plan of Management is the framework for future development. A Development Application (DA) for a childcare centre, for example, has to comply with the Plan of Management and be subject to a DA under the Environmental Planning and Assessment Act. The DA would be advertised, and notified on the site for people to see it. Therefore it is important that proposed categorisations are understood about what could happen in each area, and what may be excluded in each category.
The operator of the kiosk in Sydney Park wants a local community information board to help Council to distribute information to the public.	Noted

#### **Next steps:**

- Read background material
- Make a comment about recategorisation or the Draft Plan of Management by Friday 7
   March
- Review submissions about recategorisation
- · Combine comments tonight and written submissions
- Prepare report about recategorisation with recommendations
- Council makes the public hearing report available to the public within four days
- The Plan of Management and the public hearing report considered by Council

- Adoption of Plan of Management by Council
- Council manages Sydney Park according to the adopted Plan of Management and the core objectives of categories of community land.

The hearing closed at 7.45pm.

#### Additional questions and comments

Question – Is there a proposal to sell water from the park, such as to local laundries, which is a great idea.

Answer – There are no contracts for sale of water. Council wants to make sure the wetlands work first. An action in the Plan of Management is to look at opportunities for selling water.

Question – What is the timeframe for adoption of the Plan of Management? Answer – It depends on submissions received. The aim is to submit the Plan of Management to Council for adoption before the end of the financial year in May or June.

Comment – There could be more bike parking and shade at the kids bike track.

#### Thanks and close

With there being no more questions, Ms. Hoy thanked everyone for attending and showing interest in the park.

She thanked the panel members.

Applause from people attending.

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