

# Johnstons Creek Parklands Plan of Management



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# Reconciliation Statement

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Our vision for reconciliation is a Sydney that values the living cultures of Aboriginal and Torres Strait Islander peoples, embraces the truthful reflection of the history and experiences of First Nations peoples, and is dedicated to equity, opportunity and respect for Aboriginal and Torres Strait Islander communities.

In taking action, the City strives to reflect the needs and aspirations of Sydney's First Nations communities and recognise their impact and contribution. The City will listen to and elevate the voices of Aboriginal and Torres Strait Islander peoples.

Source:  
City of Sydney Stretch Reconciliation Plan  
November 2020 – November 2023

# Executive Summary

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

This Plan of Management has been prepared in accordance with the City's objectives identified within the Strategic Community Plan. This includes the City's commitment to sustainability, climate action, equity, access and Caring for Country.

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

# Part A

# Management Framework

# 1. Introduction

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## What is a PoM

A Plan of Management (“**PoM**”) is a document which provides a clear set of guidelines for the short and long-term management of a parcel of community land owned by Council or Crown land under Council’s care, control and management.

A PoM outlines how a park, facility or civic space will be used, improved and managed in the future. It identifies Council’s goals and objectives for the land, and establishes the overall direction for its planning, resource management and maintenance.

Under section 36(3A) of the Local Government Act 1993, the PoM must also:

- Describe the condition of the land, any buildings or other improvements on the land as at the adoption of the plan
- Describe the use of the land
- State the purposes for which the land will be used.

This PoM has been prepared in accordance with and seeks adoption under the LG Act and CLM Act.

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## Need for the PoM

The Crown Land Management Act 2016 (“**CLM Act**”) commenced on 1 July 2018, introducing a consolidated, modern piece of legislation to govern the management of Crown land in New South Wales.

The CLM Act introduces significant changes to the management of Crown land by councils. Specifically, councils are now required to manage dedicated or reserved Crown land as if it were public land under the Local Government Act 1993 (“**LG Act**”).

The Johnstons Creek Parklands (Crown Reserves: R.43132, R.43133, R.44050 and R.100127) are now treated as “community land” under the LG Act requiring a PoM.

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## Process for preparing the PoM

**Figure 1** on the following page illustrates the process for preparing the PoM that has been undertaken by the City of Sydney.

The process has integrated extensive consultation with the broader community, First Nations stakeholders and other authority stakeholders.

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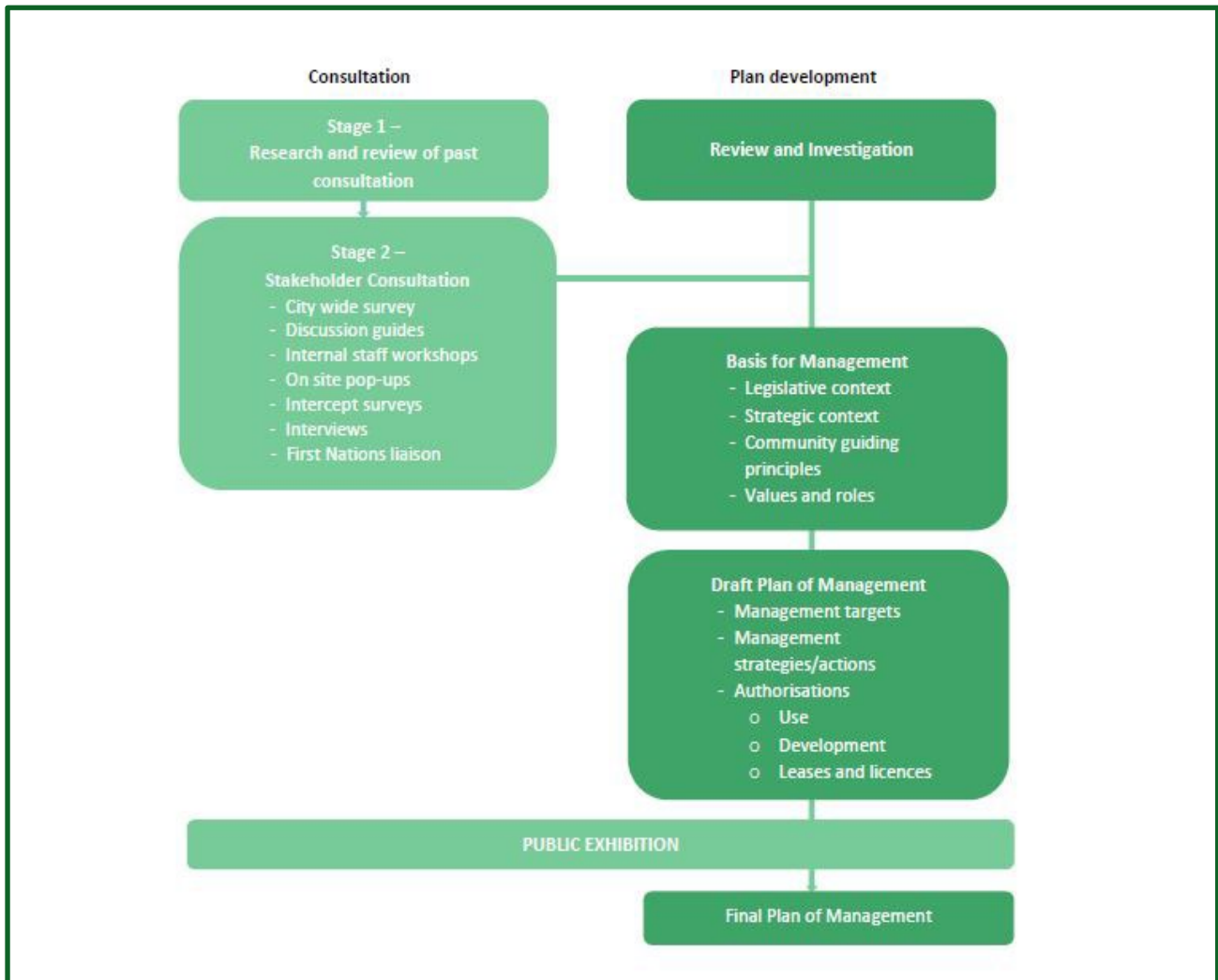
## Purpose of the PoM

Under section 36 of the Local Government Act 1993, a PoM must:

- Categorise the land in accordance with the legislation
- Contain objectives and performance targets for the management of the land
- Specify the means by which Council proposes to achieve the objectives and performance targets
- Specify how achievement of the objectives and performance targets are to be assessed.



Figure 1. PoM process



## Consultation

### Purpose of the consultation program

The purpose of the community engagement was to understand the community's vision for Crown land spaces, how the community use the land now and how they would like to use the land in the future.

An important aspect of the engagement program was to recognise the important relationship that Aboriginal and Torres Strait Islander peoples have to these spaces, strengthen the relationship with the Aboriginal and Torres Strait Islander communities and use the PoMs as an opportunity to further recognise and foster Aboriginal people's custodianship, living culture and connection to these places.

The opportunity to participate in the engagement program was communicated to the community via:

- A letter to local residents from the City of Sydney
- Sydney Your Say web page
- Notification signs in parks
- Decals with QR code on footpaths in parks, reserves and civic spaces
- E-newsletter sent to targeted stakeholder list.



## The Engagement program

The engagement program consisted of an online survey, intercept surveys and pop-ups at some of the Crown land spaces, a conversation guide and community and staff workshops.

The surveys and pop-up boards sought to gather statistical data around community values and uses of Crown land, and the workshops provided an opportunity for more in depth discussions around Crown land within different locations across the city and specifically with the First Nations community.

Children's activity kits were also sent to schools in the area and provided an opportunity for children in years 3-6 to participate.

Detailed findings of the engagement program are outlined in the separate Crown Reserves Plan of Management Engagement Report 2021.

## What we heard – community engagement

The community engagement report noted the following highlights:

- **Strong support for the recognition and practice of First Nations people's continuous Connection to Country and important role as caretakers and knowledge holders of these spaces**
- **Public open spaces are important for mental health, wellbeing and provide a place of refuge and sanctuary for all**
- **Open, green and natural public spaces in the city are highly valued and should accommodate the needs of the growing population**
- **Accessible, safe and inclusive open spaces are important for everyone to enjoy**
- **Diverse and unique open spaces that manage our shared spaces fairly**
- **Open spaces that support wildlife and biodiversity**
- **Preserving our open spaces and safeguarding their history for the future**
- **Improving amenities in our open spaces to increase accessibility and support community use**

**City-wide survey:** seek to understand community values and visions for their open spaces (informs both generic and specific Plans of Management)

**Discussion guides:** guided opportunity for regular user groups (e.g schools, sporting clubs) to map values, and places of significance.

**Internal staff workshop:** internal City of Sydney staff workshop



Engagement tools to inform general plans of management

**City-wide survey:** opportunity to comment on general issues in addition to specific parks according to preference.

**Discussion guides:** guided opportunity for regular user groups (e.g schools, sporting clubs) to map values, and places of significance.

**On-site pop-ups/intercept surveys:** pop-ups/intercept surveys in the specific parks at specific times to capture a wide variety of feedback.

**Interviews with key stakeholders:** We will conduct interviews with key external stakeholders.



Engagement tools to inform specific plans of management

**Work in partnership with local First Nations leaders and groups:** liaison with Aboriginal and Torres Strait Islander stakeholders.



Children told us they value parks because...

"It has at least one thing everybody likes"

"Its just beautiful"

"There is space"

"They make me happy"

"When going outdoors it's nice to be in a place that is well maintained and easy to access"

"I like having time with nature"

"Everyone's welcome there"

## What we heard – First Nations engagement

A series of **general principles** for the integration of First Nations input into the management of Crown land in the City of Sydney were identified during the conversations. These included:

- **Access to land as a human right of Indigenous peoples (UN Convention on the Rights of Indigenous Peoples)**
- **Recognition and respect for sacred sites and places**
- **Truth telling**
- **Talking about Country helps bring the community together**
- **The environment as living culture**
- **Importance of waterways and wetlands-rivers tell stories**
- **Creating opportunities for Aboriginal economic benefit**
- **First Nations design principles that recognise:**
  - **Local cultural knowledge**
  - **Sustainability and resilience**

**Putting the principles into action** – potential ways that these principles can be followed through by Council and others were also discussed:

### The environment as living culture

*Imagine having a space like this in Sydney that is real and permanent, not just digital (in response to Brett Leavy's animation – Warrane)*

- Respecting ancestral sites
- Connecting places by Songlines (these include many main roads in Sydney)
- Returning Country to how it was (pre-invasion)
- A holistic approach: not just land but also water, sky, seasons, cultural calendar, plants and animals
- Implement 'Caring for Country' principles (including maintenance, planting, holistic understanding of Country, etc.)
- Important to return the knowledge of waterways and wetlands. Rivers tell stories and are an historical link that have been covered up over time

- Commitment to healing Country
- Designing with Country – a number of participants referred to the work of the State Government Architect

### Language and naming

*The use of language needs to go beyond naming*

- Dual naming in local language based on a geographical feature
- Incorporating Gadigal language into descriptions will help the community better understand the meaning of these places
- Recognising that the first language of this place is the authentic language
- Removal of colonial names of parks

### Decolonising spaces and truth-telling

*We need a different way of looking at 'monuments' – as significant, empowering, culturally correct markers of the truth*

- Trees of significance as monuments
- Sites of significance as monuments
- Take leadership on dealing with colonial artefacts
- Gadigal artists creating new markers of truth

### Visibility

*We are here - this land was never ceded*

- The need to make this more visible in Sydney
- Participants referenced how New Zealand is Indigenous culture, practices and perspectives visible to international visitors
- The potential to push digital notifications when walking on different bits of land (i.e. a notification to acknowledge/welcome to country, when you are close to a sacred site or a burial ground, etc.)
- Permanent acknowledgement in each space that enlivens and engages - not just commemorative

### Significance of Sydney as the site of invasion and first contact

*Make these important places recognisable to Aboriginal people*

- Sydney as the first frontier means it is a critical place for truth-telling and healing trauma

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- Recognise the cultural disruption and diaspora in Sydney
- Burial grounds and should be part of truth-telling
- Recognise places of protest

### Practicing and sharing culture and supporting community

- Returning cultural fishing (e.g. Woolloomooloo and Pyrmont)
- Dedicated spaces to practice culture and interact with the community
- Dedicated ceremonial spaces practical for events
- Maker-spaces (places for creating) that are culturally correct
- Locations to busk, make things, be social and demonstrate culture
- Importance of community festivals – Yabun at Victoria Park

### Economic and cultural ownership and management

- Importance of cultural ownership and intellectual property rights
- Ongoing employment and business opportunities at all levels
- Making, markets, food, trading, learning etc should be able to be practiced somewhere permanently (not a one-off event)
- There are effective working examples of shared arrangements with State Government (DPIE) who work with Metropolitan Local Aboriginal Land Council on protecting and managing places
- The Metropolitan Local Aboriginal Land Council sought that the City of Sydney provides Crown land or City-owned sites to MLALC for local Aboriginal community needs of culture, health wellbeing, housing and business
- The Metropolitan Local Aboriginal Land Council asked that the City of Sydney support addressing the issue of underpayment of NSW Aboriginal Land Rights fund of \$500 Million in perpetuity for all Freehold, Leasehold, Pastoral, National Parks, State Forests, Reserves and Parks as well as mineral and water

### Advocacy/leadership/influence

- Encourage the City of Sydney to take on the hard issues and use position to influence other organisations including other councils and government departments
- Work with other authorities who have ownership over Crown land parcels
- Advocate and work at local, state and federal levels

### Barriers

Several existing barriers to First Nations people's cultural and spiritual use of Crown land were raised that the community want to see resolved. These include:

- Red-tape constraints to the economic use of spaces
- Barriers to the practice of living culture.

It is proposed that the City of Sydney continue to engage with the First Nations community to explore avenues to pursue the above principles and actions.

**Section 5** of this plan details a series of "Community Guiding Principles". It is proposed that ongoing management of Crown and community land pursue these principles.



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## Specific feedback related to Johnstons Creek Parklands

The engagement report identifies the following outcomes specifically related to the subject sites.

### What we heard - Specific POMs snapshot:

## Johnstons Creek (incl Federal park 1 & 2, Jubilee Park, Bicentennial Park 1 & 2, Pope Paul V1 Reserve, Tram stop reserve), Glebe



Image: Bicentennial Park, Paul Patterson, City of Sydney

### Number of people who commented on this park:



8

people completed the online survey for Johnstons Creek.

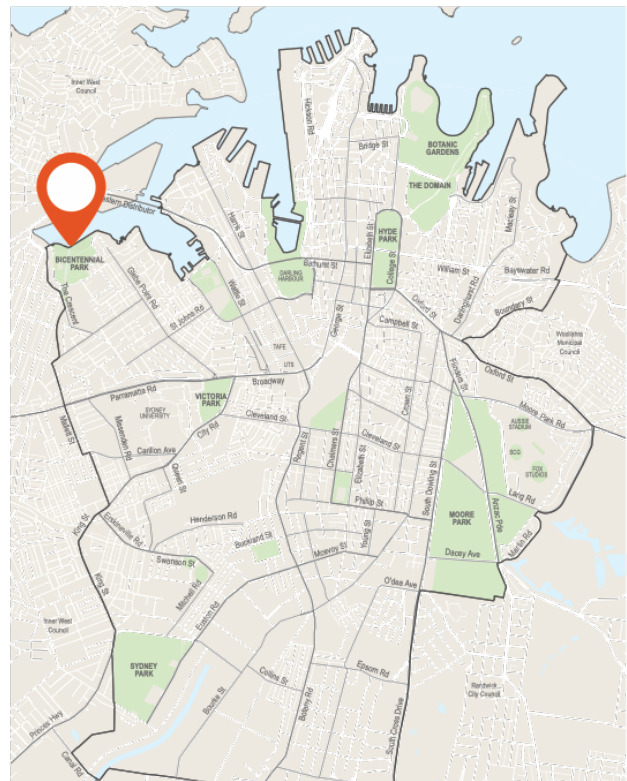


28

people participated in the community pop-ups at this park.

### Current visitation to Johnstons Creek

- Respondents were more likely to live nearby to Johnstons Creek (75%). This was followed by respondents who work nearby and used to live/work/visit the area (13% respectively). Other relationships respondents have with the park include they are a member of the Glebe Greyhounds, JAFC and they care about the park.
- The majority of respondents visit the park daily (75%).
- Half of survey respondents usually visit Johnstons Creek in the early morning (before 9am) and afternoon/evening (6pm - 9pm) (50% respectively).



Johnstons Creek, Glebe

# Johnstons Creek Parklands Plan of Management

## What people value about Johnstons Creek

### Overall

Across engagement, participants were asked to choose what they value most about Johnstons Creek. As shown in Table 4 (Total), the top values as indicated by all engagement participants are:

- It's a place for community (61%; 22 participants)
- Its nature and natural elements (42%; 15)
- Its views (36%; 13), and
- It's accessible (33%; 12).

Interestingly, outcomes for what people value about Johnstons Creek differed across the online survey and pop-ups.

### Survey

Top values as indicated by survey respondents are:

- It's a cultural place (63%; 5 respondents)
- It's a fun place (50%; 4)
- Its beauty (50%; 4), and
- It's a peaceful place (50%; 4).

### Pop-up

Top values as indicated by pop-up participants are:

- It is a place for community (75%; 21 participants)
- Its nature and natural elements (50%; 14)
- Its views (46%; 13)
- It's accessible (39%; 11), and
- It is family friendly (36%; 10).

Participants also told us they value biodiversity and parking in Johnstons Creek.

## Respondents told us...

"The sporting clubs that use the area around Jubilee and Federal help create the community atmosphere, but they are struggling to have modern, safe, appropriate facilities for the various codes."

- Survey respondent

"I think that these values are important as to how we as a community can use the land and recognise peoples interests/beliefs."

- Survey respondent

"I need a place to relax, connect with nature and support mental health."

- Survey respondent

"Need to ensure natural elements are maintained and community educated about values and threats to these values, such as too many dogs off leash in on-leash areas, overcrowding on footpaths - bikes, prams, dogs. Paths and access need to be improved."

- Survey respondent



Table 4 - What do you value most about this place? Choose up to 5

Values	Survey		Pop-ups		Total	
	#	%	#	%	#	%
It's a place for community	1	13%	21	<b>75%</b>	22	61%
Its nature and natural elements	1	13%	14	<b>50%</b>	15	42%
Its views	*	*	13	<b>46%</b>	13	36%
It's accessible	1	13%	11	39%	12	33%
It's a peaceful place	4	50%	6	21%	10	28%
It's family friendly	0	0%	10	36%	10	28%
It's a fun place	4	<b>50%</b>	5	18%	9	25%
Its beauty	4	<b>50%</b>	3	11%	7	19%
Its history & heritage	0	0%	6	21%	6	17%
Its diverse landscape	1	13%	5	18%	6	17%
It's friendly and welcoming	3	38%	3	11%	6	17%
It's a relaxing place	1	13%	5	18%	6	17%
It's a cultural place	5	<b>63%</b>	**	**	5	14%
It's well maintained	2	25%	3	11%	5	14%
Its buzzing atmosphere	3	38%	1	4%	4	11%
It's a place for sport	0	0%	4	14%	4	11%
It's interesting	1	13%	2	7%	3	8%
It feels safe	0	0%	3	11%	3	8%
It's a spiritual place connecting to a sense of Country	0	0%	2	7%	2	6%
Other (please specify)	1	13%	0	0%	1	3%
Its formal/traditional design	0	0%	1	4%	1	3%
It's an iconic place	0	0%	1	4%	1	3%
Total participants	8		28		38	

\*This value was not listed in the online survey

\*\*This value was not listed on the pop-up boards

# Johnstons Creek Parklands Plan of Management

## Current activities at Johnstons Creek

### Overall

Across engagement, participants were asked what the main activities they do at Johnstons Creek are. As shown in Table 55 walking or running for exercise (67%; 24 participants) is the most popular activity participants do at Johnstons Creek, and received the top vote across consultation type.

This was followed by walking the dog (42%; 15 participants), meet with friends (36%; 13) and enjoying nature (36%; 19).

### Survey

As shown in Table 55, walking or running for exercise (63%; 5 respondents) was the most popular activity survey respondents do at Johnstons Creek.

This was followed enjoying nature (50%; 4) and meeting with friends (38%; 3).

Other activities survey respondents currently do at this park include swimming, using the playground and visiting for school excursions.

### Pop-up

Similar to the overall findings, pop-up participants were more likely to engage in walking or running for exercise (68%; 19 participants), walking the dog (50%; 14) and meet with friends (36%; 10) as the most popular activities they do at Johnstons Creek.

Other activities participants do at Johnstons Creek include bird watching (3 comments), patting other people's dogs and observing plants.

## Future activities at Johnstons Creek

Participants were asked to comment on anything else they would like to do in this park in the future. Participants across the consultation would like to see:

- Additional basketball hoops across the area
- Improved amenities including more toilet blocks and change rooms
- Seating in natural bush areas
- More community events and festivals
- Additional BBQ facilities and seating
- Additional outdoor fitness station, and
- Support and protect bird habitats and wildlife.



"Continue bird surveys systematically to monitor hopefully improvements in habitat after creek works completed and new freshwater wetland in place."

- Survey respondent

Table 5 - What are the main activities you do here?

Activities	Survey		Pop-ups		Total	
	#	%	#	%	#	%
Walking or running for exercise	5	63%	19	68%	24	67%
Walking the dog	1	13%	14	50%	15	42%
Meet with friends	3	38%	10	36%	13	36%
Enjoying nature	4	50%	9	32%	13	36%
Sight-seeing/enjoying the views	1	13%	8	29%	9	25%
Other (please specify)	2	25%	7	25%	9	25%
Playing with kids	1	13%	6	21%	7	19%
Watching the world go by	1	13%	6	21%	7	19%
Walk through to get somewhere else	2	25%	4	14%	6	17%
Sitting and relaxing	2	25%	4	14%	6	17%
Cycle, scooter or skate	0	0%	5	18%	5	14%
Picnics and BBQs	1	13%	4	14%	5	14%
Attend cultural/ community events	1	13%	4	14%	5	14%
Informal games and sports	2	25%	1	4%	3	8%
Fitness training or classes	0	0%	2	7%	2	6%
Eat lunch	1	13%	1	4%	2	6%
Formal team sports	1	13%	1	4%	2	6%
Attend sporting events	1	13%	0	0%	1	3%
Total participants (#)	8		28		36	

"I would like for there to be a basketball hoop somewhere within this catchment so my friends and I can play basketball. This would also benefit others in the area with the same interests."

- Survey respondent





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## Additional comments about Johnstons Creek

Respondents were asked if there was anything else they would like to share about Johnstons Creek, with comments including:

- Conflict between users groups (6 comments), particularly cyclists, dogs and joggers:
  - Need for managed spaces to minimise overcrowding of different user groups (3)
  - Opportunity to place a foot bridge from Jubilee to Federal
  - Stop Federal Park being a dog park as it is currently creating hazards including holes and dog poo, for sporting clubs who book the space
  - Increase open space
- Upgrade and improve amenity including (3) including:
  - Upgrade lights, particularly on Jubilee to increase utilisation at night
  - Upgrade toilets
  - Additional bins and regular bin replenishment
  - Additional BBQs
- Retain existing parking for the community (2), including:
  - Concerns the removal of 45 car spaces from Chapman Road, Annandale to build sports fields will put added parking pressure on nearby streets, particularly as surrounding streets are at capacity
- Increase biodiversity (2), particularly diversity of tree species, especially native and appropriate for the area
- Opportunity to rehabilitate biodiversity in the yet to be developed "Hill" area
- Additional and upgraded change rooms for female players
- The water is an important element of this park, and
- Some open spaces can't be both sporty and relaxing.

## Respondents told us...

"Removing 45 car spaces from Chapman Rd Annandale and building a sports field will put added parking pressure on the nearby streets - The Crescent, Trafalgar and View Sts which are already under pressure. Nelson St is under pressure from the Harold Park residents who do not have enough car spaces on site to accommodate. The 45 car spaces should remain."

- Survey respondent

"With some simple changes the Federal/ Jubilee area could be enhanced to a vibrant sporting precinct. Put a foot bridge from Jubilee to Federal, stop Federal being a dog park so when clubs book the space they don't have to navigate holes dug by dogs, this is a serious safety issue that will result in a broken ankle on day and dog poo, upgrade the lights on Jubilee so games can be played at night, put in new change rooms for girls and upgrade the toilets."

- Survey respondent



"Better management of dogs, people and nature."

- Pop-up participant



## 2. Land description

### Location and description

The Johnstons Creek Parklands is the name given to a group of parks located on the western foreshore of Rozelle Bay, bordering the suburbs of Glebe, Annandale and Forest Lodge. The parklands include Bicentennial Park, Federal Park, Jubilee Park, Pope Paul VI Reserve, Tram Stop Reserve and newer spaces – The Crescent Lands and Harold Park.

The parklands are an important open space and recreational asset for the City of Sydney and resource for the community and are well used for a range of active and passive recreational pursuits. The parklands have a district profile as

an open space asset because they offer sports fields, parking, playgrounds, off-leash dog areas, walking and cycling paths and form part of a larger foreshore recreation trail connecting Blackwattle Bay to the Sydney Fish Markets.

The table below summarises key land information for the Johnstons Creek Parklands. A Site Plan has been provided on page 19, refer to **Figure 3**.

Table 1. Summary land information

Item	Description
Site Name	Johnstons Creek Parklands
Address	Western foreshore of Rozelle Bay, east of The Crescent and bordering suburbs of Glebe, Forest Lodge and Annandale
Ownership	Crown (The State of New South Wales), Multiple Ownership
Crown Reserve No., purpose and gazetted date	Reserve 43132, Public Recreation, 23/9/1908 Reserve 43133, Public Recreation, 23/9/1908 Reserve 44050, Public Recreation, 30/6/1909 Reserve 100127, Public Recreation, 24/12/1987 Dedication 1000413, Access, 20/12/1911 Reserve 1039732, Community Purposes; Public Recreation, 18/02/2022
Zoning	RE1 Public Recreation
Area	R.100127 - Bicentennial Park – 41,272.40m <sup>2</sup> R.43132 - Federal Park 1 – 15,573.57m <sup>2</sup> R.43133 - Jubilee Park – 50,170.04m <sup>2</sup> R.43133 – Tram Stop Reserve – 273m <sup>2</sup> R.44050 - Pope Paul VI Reserve – 4,354.13m <sup>2</sup> D.1000413 – 5,073.89m <sup>2</sup> R.1039732 – Federal Park 2, 4,081m <sup>2</sup>

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Item	Description
<b>Lot &amp; DP</b>	
Crown Reserves	<p>R.100127 – Bicentennial Park – Lot 1 DP 624729, Lot 673 DP 729296</p> <p>R.43132 – Federal Park 1 – Lot 670 DP 729294, Lot 671 DP 729294</p> <p>R.43133 – Jubilee Park – Lot 668 DP 729291, Lot 387 DP 752049, Lot 7391 DP 1179946</p> <p>R.43133 – Tram Stop Reserve – Lot 669 DP 729291</p> <p>R.44050 – Pope Paul VI Reserve – Lot 672 DP 729295, Lot 270 DP 752049</p> <p>D.1000413 – Lot 7040 DP 93653, Lots 7037-7039 DP 1059866</p> <p>R.1039732 – Federal Park 2 – Lots 713-722 DP 47216, Lot 1 DP 852638, Lot 3 DP 852638, Lot 10 DP 1210203</p>
City-owned community land	<p>Bicentennial Park - Lot 1 DP 616528</p> <p>Federal Park 2 - Lot 1 DP 590808</p> <p>Harold Park - Lot 104 DP 1179442, Lot 2 DP 1207279</p> <p>Jubilee Park - Lots 1-6 DP 120209</p>
Miscellaneous land	<p><b>City-owned operational land (The Crescent Lands):</b></p> <p>Lot 5 DP 1108302, Lots 6-7 DP 5117, Lot 8 DP 1098065, Lots 14-19 DP 5117, Lot 6 DP 1033147 and Lot 7 DP 1033147</p> <p><b>City of Sydney as Roads Authority:</b></p> <p>Bicentennial Park and Jubilee Park - Road Reserve</p> <p><b>Marine Ministerial Holding Corporation:</b></p> <p>Bicentennial Park - Lot 5 DP 873379</p> <p><b>RailCorp:</b></p> <p>Light Rail Corridor - Lot 30 DP 1055559</p> <p><b>Sydney Water Corporation:</b></p> <p>Johnstons Creek Stormwater Channel</p> <p>Bicentennial Park - Lot 1 DP 577642 and Lot 2 DP 616528</p> <p>Federal Park - Lot 1 DP 852638, Lot 52 DP 1225089, Lot 1 DP 179865, Lot 2 DP 180911, Lot 2 DP 179865, Lot 1 DP 181675 and Lot 1 DP 80141</p> <p>The Crescent Lands - Lot 1 DP 176336 and Lot 2 DP 176336</p>
Restrictions / easements	RailCorp
<b>Community land categorisation</b>	

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Item	Description
Bicentennial Park	Park
Federal Park	Park / Sportsground
Federal Park 2	Park
Harold Park	Park / General Community Use
Jubilee Park	General Community Use/ Park / Sportsground
Pope Paul VI Reserve	Park
Tram Stop Reserve	Park
<b>Condition of land</b>	refer to <b>Table 2</b> for Condition Summary



Figure 2. Site Plan



## Heritage and culture

### Overview

The land on which the Johnstons Creek Parklands lie is within the traditional lands of the Gadigal people. The site is predominantly situated on low lying foreshore that was reclaimed in the 1890's at the head of Johnstons Creek.

Federal Park was the first area dedicated as a park in 1899. Over the following century other parcels were added to the parklands as industry on the waterfront was relocated. More recently Harold Park and The Crescent Lands have been added to help meet the recreational and open space needs of adjacent growing communities.

The layout, plantings and built fabric of each precinct is reflective of the period the space was dedicated and developed within.

The Johnstons Creek Parklands is of heritage significance as evidence of the continued importance and council led development of public open space and recreation facilities in the area over the last 120 years.

### Heritage Context

The parklands are not listed as a heritage item or HCA, however, there are multiple listed items within the boundaries in the vicinity.

This includes:

- I30 (Federal Park including landscaping)
- I32 (Railway viaduct)
- SHR Item 01034 - Glebe and Wentworth Park Railway Viaducts
- I630 (Johnstons Creek including canal and bridge)
- I648 (Jubilee Park and Oval including cricket pavilion, oval with picket fence and landscaping)
- I669 (Avenue of fig trees, adjacent to tram sheds)
- I815 (Allan truss bridge, former Federal Road Bridge)
- C29 - Glebe Point Road Conservation Area (Local)

### History

Johnstons Creek is located within the land of the Gadigal people who occupied much of the southern shores of Sydney Harbour from South Head to around Petersham.

The surrounding landscape contains rolling rises and low hills in Hawkesbury Sandstone, with Johnstons Creek flowing into Rozelle Bay. This estuary was once dominated by mangroves and mudflats, interspersed with dry sclerophyll and open woodlands and an open Sydney turpentine iron bark forest. This natural environment would have provided a rich and varied food source for the First Nations people who lived and traversed the area. The estuary would have provided foods such as shellfish and crustaceans, while the adjacent forests would have provided habitat for other food, water and materials used by the First Nations peoples.

In 1789, the smallpox epidemic devastated the First Nations population and disrupted clan boundaries in Sydney. However, the Aboriginal people did not vanish or die. They adapted their lifeways and culture to the profoundly different circumstances balancing new ways with traditional practices in locations of refuge. They formed alliances and cross-cultural relationships with colonialists where they could and rebuilt their communities actively contributing to the life of the city.

As settlement began to spread out from Sydney Cove, foreshore land around central Sydney Harbour was granted in large parcels to military, wealthy merchants and civilian administrators. George Johnston was granted 100 acres (40 ha) in the District of Petersham Hill in May 1791. His Annandale Farm lay westward of Johnstons Creek and extended from Rozelle Bay to Parramatta Road and present-day Leichhardt. On the other side of Johnstons Creek lay Toxteth Park, a 90-acre (36.42 ha) property acquired by George Allen by 1831 and extending from the waterfront at Rozelle Bay and Blackwattle Bay to St Johns Road, Glebe.

During the second half of the 19<sup>th</sup> century Johnstons Creek was heavily polluted as local residents were using it as a sewer. The situation was mirrored across the city with many small, natural watercourses draining into the harbour and foreshores polluted by sewerage, domestic and industrial waste, posing a serious health hazard.



## Johnstons Creek Parklands Plan of Management

In **September 1890**, the Secretary for Public Works, Mr Bruce Smith, MLA, directed the Department to commence a program of improvement to stormwater drainage throughout the city. Reclamation of 48 acres of land at the head of Johnstons Creek was initiated in 1892 and as a first step, a stone dike (a substantial ballast retaining wall with an opening to the bay) was erected from Glebe Point to Johnston Street in **1893-1894**. Between **1895 and 1900**, the swampy ground at the head of Johnstons Creek was gradually filled up with sand dredged up in other parts of the harbour and the Johnstons Creek stormwater channel and trunk drainage system was constructed.

To offset the cost of the reclamation works and construction of the stormwater channel, the government leased land on the Annandale and Glebe foreshores and The Crescent to various light industrial firms such as timber merchants, cabinet and joinery works, cabinet makers and suppliers, furniture factory and contractors. By the 1930's the waterfront was home to various businesses including timber merchants and joinery works. The residue of **reclaimed land was dedicated as park in 1899**, and in **1902 was named Federal Park** to commemorate the federation of the Australian colonies in 1901. A new road was formed across the park linking Glebe Point and Chapman Roads, which was named Federal Road. The road was closed in the 1980's and its route is now marked by paving and the replica Allan Truss pedestrian bridge across the stormwater canal. In **1908**, the park was split between the municipalities of Annandale to the west of the creek, 3 acres, and Glebe to the east, 12 acres. Glebe's section was renamed **Jubilee Park in 1909** to mark 50 years of the municipality.

Jubilee Park was originally planted with Canary Island Date Palms and Moreton Bay Fig trees. There was also a cricket oval and pavilion for the Glebe Cricket Club.

Bicentennial Park was formed on the reclaimed land extending along the waterfront in front of Federal and Jubilee Parks to mark the 200th anniversary of European settlement in **1988**. It was formed owned by the Maritime Services Board and leased to timber companies including Vanderfield and Reid, Steetley Industries, National Plywood, Sydney Sawmilling and Standen Brothers. As these industries declined during the 1970's the community campaigned for

waterfront parks and foreshore walkways. Stage 1 of Bicentennial Park, east of the canal, was opened in **1988** and stage 2, west of the canal, opened in **1995**.

Pope Paul VI Reserve was named to commemorate the first papal visit to Australia in December 1970. It marked the site of a former wharf at the end of Glebe Point Road which had been replaced by others nearby. Pope Paul alighted from a launch at this site during his historic visit, which was described as an enormous success both as a demonstration of catholicity and in the warmth of the general public's response.

At the confluence of the Johnstons and Orphan School Creeks, the wetlands was reclaimed with material dredged from Rozelle bay and stormwater channels constructed to divert creek and stormwater. An athletics and pony racing track was established on this land in 1889. Lillie Bridge was shut down in 1899. The racecourse was then known as Forest Lodge Racing Club and Epping Racecourse. In 1927, it was renamed Harold Park when greyhound racing and trotting began at the site. The last race at Harold Park took place on 17 December 2010. Mirvac turned the area into a new park in conjunction with the residential and commercial redevelopment of the former paceway and tram sheds.

### Statement of Significance

*Johnstons Creek is on the Country of the Gadigal people who occupied much of the southern shores of Sydney Harbour from South Head to around Petersham. Their practices and traditions combined with knowledge and values contribute to the understanding of land and water and enrich cultural life in the City of Sydney.*

*The Johnstons Creek Parklands is of heritage significance as evidence of the continued importance and council led development of public open space and recreation facilities in the area over the 120 years. This can be seen through the evolution of the site from marshy estuary, Federal Park and adjacent heavy industry to the gradual reclamation of the surrounding from both natural conditions and reuse of former industrial land to meet the needs of the Glebe Community for open parks.*

*Jubilee Park has local history, aesthetic and social significance. It was set aside as a commemorative park for the municipal jubilee of Glebe Council in 1909*

## Johnstons Creek Parklands Plan of Management

*and has social significance as a public place of recreation since its inception.*

*The Jubilee park pavilion and oval is a prominent and recognisable feature within the Johnstons Creek Parklands, also having historical and associate significance with the glebe district cricket club and other local sporting clubs since its construction.*

*The Johnstons Creek stormwater channel was constructed predominantly in 1898 as part of public health initiative in order to help alleviate poor water conditions of natural water courses across Sydney, such as Johnstons Creek. It is associated with Bruce Smith and the Public Works department and represents one of the earliest purpose-built stormwaters drains to be constructed in Sydney.*

*The 28-span Jubilee Park Viaduct is significant as the longest section of brick arch viaduct on the NSW system. The elegant curved structure is integral parts of the parklands in which it stand and remain as an important landmark along the Glebe foreshore. The structures (including the matching viaduct in Wentworth park) are both major engineering works and are historically significant as important elements in the development of the Darling Harbour Goods Line in the early 20th century, and as one of the first major infrastructure projects to use bricks from the State Brickworks at Homebush, with more than 3 million bricks used in their construction.*

### Key Features

The Johnstons Creek Parklands, a series of reserves and parks part owned and largely managed by the City of Sydney, contain several important cultural heritage elements.

These elements, have been identified as significant in past heritage inventory investigations and as part of the heritage review for this Plan of Management, and include:

- Expansive open grass areas linking the various Crown reserves / parks within the landscape
- Formal circulation routes and paths following or reinforcing the former road alignment prior to the reclamation of the industrial land to the northern section of the site along the waterfront. This does not include path or road surfacing unless specifically identified however reflects the alignment of the roads and paths, etc.
- Range of plantings including mature historical plantings such as Moreton Bay Figs, Weeping Willows, Willow Canary, Island Palms, Brush Box, Norfolk Island pines
- The Jubilee Park Viaduct which transects the southern part of the site
- Sandstone edging / retaining wall to Eglinton Road
- Skate park in Federal Park and Children's play equipment in Jubilee Park, Federal Park/Glebe Foreshore parks
- Jubilee oval and pavilion (constructed in 1910) associated ancillary buildings and seating area
- Potential archaeological resources, including former WWII air raid trenches.

It is noted that no listed Aboriginal sites or places have been recorded within the site on the Aboriginal Heritage Information Management System.

## Environment and landscape

The parklands provide an expansive area of green space within a densely populated area.

The Johnstons Creek Parklands comprises of a series of well-established parks and a number of new open space that contributes to a unique foreshore parkland.

The foreshore is a prized asset that defines and characterises the parklands. The Johnstons Creek Canal, which gives its name to the open space, runs through the centre of the parklands carrying stormwater to Sydney Harbour. Other features that define the site include the heritage-listed viaduct, a light rail station in the centre of the park, the former Tramsheds, important habitat and trees and a range of well-used amenities and facilities.

The Johnstons Creek Master Plan 2013 site analysis involved rigorous investigation and research into current conditions, and a review of many background and technical studies which has been summarised below.

### Pre-Existing Natural Characteristics:

**Topography** - The parklands are located in a highly disturbed landscape. The area has been levelled for industrial and residential purposes whilst the sides and base of Johnstons Creek have been constructed with sandstone, bricks and cement to form the present canal. The canal construction has realigned the Johnstons Creek and formalised the creek bank with landscaped gardens and pathways. The landscape is one of undulating to rolling rises and low hills on Hawkesbury Sandstone with Johnston Creek flowing into Rozelle Bay.

**Geology** - The underlying geology of study area is Hawkesbury Sandstone. Surrounding the study area is the Liverpool sub-group of the Wianamatta Group of shales consisting of a lower formation of Ashfield Shale, which grades upwards into a fine sandstone siltstone laminate (Minchinbury sandstone) culminating in the overlying Bringelly Shale (Sydney 1:100,000 geological map).

**Vegetation** - The vegetation surrounding the study area would once have consisted mainly of dry sclerophyll or open woodland on the higher sections where the soils are sandy and well drained, whilst the slopes would have supported an open Sydney Turpentine Ironbark forest. The

alluvial soils would have supported a river-flat forest, including various Eucalypt species and Angophoras. The open woodland species would have included *Eucalyptus siberi* (Silver-top Ash), *Eucalyptus piperita* (Sydney Peppermint), *Eucalyptus sclerophyllia* (Scribbly Gum), plus *Corymbia* with an understorey of *Banksia serrata* (Old Man Banksia), *Banksia spinulosa* (Hairpin Banksia), *Banksia integrifolia* (Coast Banksia) and various *Acacia* spp., including *Acacia longifolia*. Flowering shrubs would have included *Telopea speciosissima* (Waratah) and *Boronia serrulate* (Native Rose), whilst groundcover species would have included *Grevillia laurifolia* and *Persoonia chamaepitys*. Clumps of *Lomandra longifolia* would also have grown on headland areas. In addition, various heathland communities would have existed along coastal areas (Baker 1986).

The urbanisation of Sydney has ensured that the landscape and its vegetation has been dramatically altered and no longer resembles the pre-contact landscape.

### Existing Physical Characteristics:

#### Water and Drainage

Areas around Johnstons Creek Canal, Jubilee Oval, Federal Park and parts of the foreshore are all regularly affected by flooding. Flood records show rainfall intensities as low as the two-year ARI (average recurrence interval) storm cause flooding at many points in the catchment. Large areas of Bicentennial and Jubilee Park flood during a five-year ARI storm.

Significant flooding affects the amenity and usability of the park, especially for active sports. This is due to several issues, including elevation above sea level, compacted and poor soil quality, and aging infrastructure. This is particularly evident in Federal Park, where recovery times after rain are delayed by poor drainage.

The Master Plan 2013 identified opportunities to reveal the story of water throughout the parklands, to create an educational and functional environmental asset. The topography and the location at the end point of the catchment area provide great opportunities for the parklands to serve an important ecological function in treating stormwater. The parklands also offer a great opportunity to extend the

## Johnstons Creek Parklands Plan of Management

estuarine habitat that existed before the bay was filled.

Since the Master Plan was adopted, water quality treatment works in the adjoining Harold Park development have been completed and has provided the opportunity to allow for stormwater treatment and additional aquatic habitat within the parklands. These opportunities to collect, treat and recycle water on site must be balanced with the open space recreation pressures. The Johnstons Creek Naturalisation Project by Sydney Water is currently in construction with works proposed for completion by 2023. The project consists of renewing and naturalising a 600m section of the existing concrete-lined stormwater channel on Johnstons Creek situated between Bicentennial Parks, Federal Parks and Jubilee Park.

### Vegetation and Habitat

The parklands provide a habitat corridor between Forest Lodge and the Glebe foreshore. This habitat is predominantly found in small pockets of native vegetation and the established tree canopy.

Habitat opportunities in the parklands also include a range of features and interfaces that are unusual in a highly urbanised environment.

These include an estuary, a tidal watercourse, a rocky outcrop, land areas containing planted native vegetation (volunteer “bush regeneration” sites) and (potentially) sources of fresh water.

Features within the parklands important to local biodiversity include:

- Coastal Saltmarsh, which is an endangered ecological community
- Estuarine mangroves
- Several bush rehabilitation sites
- Food resources (mainly fig trees) for the grey-headed flying-fox, a threatened species
- Foraging area for waders at the mouth of the canal
- Rock crevices in the outcrop and some constructed stone walls which provide shelter for small reptiles.

An area of Jubilee Park referred to as The Hill on the south side of the tram stop is a residual area of filled land with very steep grades, presently inaccessible. It has over time been colonised primarily by self-sown Portuguese Elms (*Celtis sinensis*) and canary Island Date palms

(*Phoenix canariensis*). On the southern a row of significant Moreton Bay Figs borders the Tram Sheds. The Hill could be considered to provide biodiversity in its current state.

The Johnstons Creek Master Plan 2013 identified opportunities to increase biodiversity with connected tree canopies, additional dense understorey planting, and optimisation of rock features for habitat provision, including the cliff area at Harold Park.

### Character and visual amenity

The Johnstons Creek Parklands are an amalgamation of local parks, divided by the Johnstons Creek Canal and the impressive arched features of the viaduct. Each of the park precincts illustrates a discrete character, which reflects the gradual evolution of the parklands.

There exists an identifiable formal character in Bicentennial Park, which consists of expansive managed lawn areas and fig tree plantings.

By contrast, Federal Park expresses a more naturalistic and organic planting character defining areas of active and passive recreation.

The canal introduces a hardscape infrastructure quality, synonymous with mid-late 20<sup>th</sup> century stormwater treatment interventions.

The Master Plan 2013 identified opportunities to embellish these qualities and knit together the newer areas with unifying design measures such as paths, lighting and planting. Newer areas provide opportunity to create more informal and natural character to balance the existing more formal foreshore park areas and to provide a broad range of experiences.

The north-south orientation of the parklands, extending into the concentrated residential areas of Glebe and Annandale, provides good access and links between these urban areas and the amenity provided by the open spaces and the foreshore.

A light rail link also services the parklands, widening the catchment to include Lilyfield, Pyrmont and the Sydney CBD. Johnstons Creek Parklands is also readily accessible from the City West Link and is a visible feature from the Anzac Bridge.

## Transport, Access and Circulation

Getting to the parks: The parklands are well-served by public transport. The Jubilee Park Light Rail Stop is located in the south-eastern corner of the parklands and the Rozelle Bay Light Rail Stop is located about 300 metres from the entry on The Crescent near Johnston Street. Buses run along the east and west boundaries with various stops along the periphery.

There are two entries on The Crescent, but the parklands cannot be seen from them. By contrast, the connection on Federal and Northcote Roads boasts an identifiable parkland quality.

Along The Crescent, vehicle and pedestrian access to the site is limited by traffic conditions. Pedestrian access from the adjoining public footpath will be improved with the removal of buildings, fences, and land uses at The Crescent which previously created a significant pedestrian barrier to entering the parklands.

The Johnston Street entrance straddles two remnant foreshore industries. On the right, The Crescent Timber and Hardware are one of the last remaining elements of the timber industry that once used much of the foreshore and the marine focused businesses on the left-hand side.

Since the development of the Master Plan 2013 many of the buildings and businesses previously blocking views into the park from The Crescent have been removed. Excluded from the site is number 1 The Crescent, which has a 99-year lease and is occupied by Webbers Carpets, and a Pet O Barn (previously was Lawson's Auction House).

Chapman Road forms the edge to The Crescent Lands and has car parking along both sides of the road.

Parking: Parking areas are available at either end of Chapman Road adjacent to The Crescent Lands or Federal/Bicentennial Parks with a two-hour time limit between the hours of 8am-6pm. On-street parking is also available on the east side of the park on the adjacent residential streets which now are also restricted to two hours between 8am-6pm. The Tramsheds offer a surface car park and undercover parking area with the first two hours free.

The Master Plan 2013 background studies revealed that parking is an issue when structured sporting programs are in operation. Past consultation feedback indicated that unrestricted parking areas are used mainly by commuters accessing the light rail station. At the time this Plan of Management was being prepared, Council adopted the closure of a section of Chapman Road (south of viaduct) to accommodate the construction of a new sports field.

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## Reserve development

The Johnstons Creek Parklands has evolved over an extended period with designs and strategies developed over this time to address the different components and elements. A summary of key milestones follows.

- After being reserved for public recreation in 1899 following land reclamation Federal Park was named in 1902 and gazetted in 1908
- First trees were planted in the area of Jubilee Park in 1908 and after municipalities were split the portion of park east of the channel were renamed Jubilee Park in 1909
- Bicentennial Park was developed in two stages on former industrial waterfront lands. Stage 1 was completed in 1988 and Stage 2 developed in 1995
- The Glebe Foreshore redevelopment project 2003-2005 included works to create a continuous and universally accessible foreshore promenade around the Glebe peninsula. The project included works to Pope Paul VI Reserve to connect to Bicentennial Park, upgrades to Bicentennial Park and Jubilee Park
- The Johnstons Canal Shared Path project in 2011 included upgrades to paths on both side of the canal within Federal Park and Jubilee Park
- In 2011 the Sydney Development Control Plan (Harold Park) was adopted providing detail on the nature and size of open spaces for Harold Park which includes open spaces areas related to the Tramsheds. Harold Park was officially opened in 2018

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- Jubilee Park Playground was refurbished and upgraded in 2013/14
- The Master Plan for the Johnstons Creek Parklands was developed and adopted in 2013
- The Crescent Lands area added in 2016
- The Federal Park/Bicentennial Park play space is currently being replaced and extended and includes the addition of a skate park and new sports field on The Crescent Lands
- Johnstons Creek Naturalisation project by Sydney Water - construction works are underway and anticipated for completion 2023
- Future projects include the replacement of the pedestrian footbridge aligning with Chapman Road.

Across the evolution of the parklands, several master plans and designs have been prepared for varied areas and precincts. In 1988, the former industrial foreshore was given back to the community with a park design by prominent Australian Landscape Architect Bruce Mackenzie.

In 1994, a Community Master Plan was prepared for Bicentennial Park Stage 2 and Rozelle Bay Parklands on the western side of the canal, and a linking bridge, connecting pathways and playground was built.

In 2003-2005, the Glebe Foreshore Project for the area along the Rozelle and Blackwattle Bay foreshore linking to the Boatshed in Glebe created a popular foreshore promenade. Improvements were also made to Bicentennial Park and Federal Park.

The City of Sydney has also recently completed improvements on the linear parklands along Johnstons Creek and Orphan School Creek to the south.

Now, with redevelopment of The Crescent on the western edge of the site and the addition of a southern corridor next to new residential development on the Harold Park Paceway land and Rozelle Tram Depot, a new era for the consolidated parklands begins.

### **Future Capital Works upgrades by the City of Sydney:**

#### ***Federal Park/The Crescent Lands at Johnstons Creek***

This project brings together several existing well-loved parks with new land areas including a new area of open space with frontage to The Crescent.

It will create a consolidated and more usable parkland with expanded and improved facilities for community recreation

The project includes works to six key features over an area of approximately 1.5 hectares. The following key works are outlined:

1. A new recreational open space below and to the west of the Glebe Railway Viaduct
2. A new skate park over existing concrete pavement with a mini skate ramp adjacent
3. New playground, fitness station and picnic areas
4. Heritage conservation works to the Glebe Railway Viaduct
5. Drainage works and an overland swale
6. Minor works to the internal road, Chapman Road south and north

The project integrates the Replacement of the Concrete Pedestrian Bridge across the Creek Channel (completed 2021).

#### ***Jubilee Park***

Feasibility for the future upgrade or extension of the existing public toilets and amenities is underway.

#### **Works by other Authorities:**

Works by other authorities of relevance to the planning and management of the parklands are also listed:

#### ***Johnstons Creek Naturalisation project by Sydney Water. (Bicentennial Park & Federal Parks)***

The Sydney Water proposal for the renewal and naturalisation of a 600m section of an existing concrete-lined stormwater channel at Johnstons Creek, located in Annandale and Glebe.



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Previous condition assessments identified structural defects with the stormwater channel. Sydney Water determined that these defects are in need of renewal to prevent a potential failure of the asset. The scope of works includes:

- Channel widening with formed voids and a porous rock weir for saltmarsh establishment
- Replacement of the existing concrete channel walls and batter with stabilised rock bank layback and indigenous planting
- Replacement of damaged concrete channel base with a winding centreline along the base of the channel using sandstone blocks at varying heights
- Minor earthworks throughout the creek in the form of bank modification to reduce bank slope to a stable limit
- Construction of lookout and seating areas with signage on the western side of the channel
- Construction of paved and unpaved pedestrian paths including a path from the southern end of the proposal at The Crescent, extending north along the western bank of the creek
- Provision of an elevated boardwalk over an area of proposed saltmarsh on the western side of the creek
- Demolition and removal of existing fencing, and provision of safety fencing where required on eastern side of the channel.

– Johnstons Creek - Glebe Foreshore -  
Heritage Impact Statement 2004

### **Past Studies and master plans:**

- Open Space, Sports and Recreation Needs Study 2016
- Johnstons Creek Parklands Master Plan 2013
- Johnstons Creek - Aboriginal Archaeological & Cultural Heritage Report 2011 (Shared Pathway Project)
- Federal Park 1 - The Crescent Archaeological Assessment 2016
- Glebe Railway Viaduct Statement of Heritage Impact Parts 1 and 2 2016

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## Figure 3. Timeline of reserve development



Figure 4. Reserve development





Figure 5. Location of Crown Reserves



## Reserve purpose and community use

### Crown Reserve Purpose

Crown land is to be used for the original purpose for which it was dedicated or reserved. Multiple uses of reserves are encouraged, where those uses are consistent with the original purpose of the Crown reserve.

The public purposes for the Johnstons Creek Parklands Crown reserves are **Public Recreation, Access and Community Purposes**.

### Community usage

The parklands are a much-valued area for active and passive recreation, including organised sports, dog walking, jogging, cycling, kayaking, picnicking, play and casual ball sports.

The expansive parklands offer both recreation and community facilities and accommodate a broad range of user groups. Currently, the field areas in Federal and Bicentennial Parks, and Jubilee Oval accommodate sporting programs, such as AFL, cricket, hockey, soccer and informal ball games.

These active precincts are complemented by unstructured areas for informal kick-about and passive recreation along the foreshore and The Crescent.

The internal footpath network provides circuits for strolling or running. The shady areas along the foreshore are popular for picnickers and quiet contemplation.

These land based recreation options are supplemented by water based recreation opportunities. Small craft launch, water taxi access and a temporary access pontoon are each currently available.

Bicentennial Park and Federal Park are particularly busy with boot campers and personal fitness groups. As this is one of the main off-leash areas. The beach is a popular place to congregate, and is used for canoe and kayak launching, as well as dog walking. The jetty is used for boat pickups.

Federal Park is used for active sport and training, although poor drainage can restrict this use after rain.

There are a range of community buildings on site including the Jubilee Oval pavilion, numerous amenity buildings, and the operational spaces under the viaduct.

These buildings support recreational activity and provide a community service element in the parklands.

In addition, the Hilda Booler Childcare Centre is located in Jubilee Park accessed off Eglington Street.

Several of the viaduct spaces are enclosed and accommodate, amongst other things, music practice, maintenance machinery storage and a sporting team kiosk.

The Federal Park play space is currently undergoing refurbishment and expansion works.

Recent user intercept surveys undertaken for the Crown Reserves Plan of Management in 2020, indicate that the most popular activities undertaken in the park by respondents were:

- Walking or running for exercise
- Walking the dog
- Meet with friends
- Enjoying nature

The majority of the survey respondents (75%) were more likely to live nearby the parklands. Other relationships respondents have with the park include workers nearby, used to live/work in the area, or they are a member of the Glebe Greyhounds, JAFC and they care about the park. The majority of respondents (75%) visit the park on a daily basis with the peak times for visiting in the early morning (before 9am) and afternoon/evening (6pm-9pm).

### Event use of the park

The parklands are a popular place for a variety of events and are used on regular basis for a mix of commercial and community events – community and club sports; sports carnivals; bookable open space for parties and ceremonies; community bush care group and Mens Shed community group.

Bicentennial Park has hosted the So Frenchy, So Chick on an annual basis.

Attendance at events has ranged up to 5000 people. The City of Sydney registered a total of 12 events between 2015-19.

**Table 2. Usage and condition of facilities and improvements**

Facilities	Usage	Condition assessment (source / reference)
<b>Bicentennial Parks 1 &amp; 2</b>		
Shelter/rotunda	General public	Average (3)
Drinking fountains	General public	Average to Good
Playground	General public	Under refurbishment and expansion 2020
Water access Steps	General public	Good
Seawall	n/a	Good
Footpaths	General public	Good
Park Furniture	General public	Good
Public Art – Earth V Sky	Interactive	Good (2) Electronics, lights, cam, wind turbine (installed 2012)
Public Art – Time Rings	Interactive	Good (2) Stone rings with engraved text. Lifespan 100 years (installed 1998)
<b>Federal Park 1</b>		
Sports field	Organised sports users General public	Average to Good
Fitness Station equipment	General public	Excellent (1)
Public Toilet	General public	Good
Footpaths	General public	Good
Public BBQ	General public	Good
Park furniture - Drinking fountain	General public	Good
Perimeter Fencing to wetland	n/a	Good
Saltmarsh	Habitat	Good



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Facilities	Usage	Condition assessment (source / reference)
<b>Federal Park 2</b>		
Future perimeter fencing to wetland	n/a	Future construction
Future Wetlands	Habitat	Future construction
Skate – Mini Ramp	General public	Average condition
<b>Jubilee Park</b>		
Sports oval	Organised sports users General public	Average to Good
Grandstand	Organised sports users	Good (2)
Clubroom	Closed to public	Very poor (5)
Public Toilets	General public	Average (3)
Children's playground	General public	Good (2)
Hilda Booler Child Care Centre	City-operated child care centre	Good (2)
Viaduct Rooms	Community use	Average (3)
Footpaths	General public	Average to Good
Park Furniture - Drinking fountains	General public	Average to Good
<b>Pope Paul VI Reserve</b>		
Seawall	n/a	Average to Good
Footpaths	General public	Average to Good
<b>Tram Stop Reserve</b>		
Park furniture – bench seats	General public	Fair to Good
<b>Harold Park</b>		
Harold Park Community Space (strata)	Community use	Excellent (1)
Children's playground	General public	Excellent (1)
Footpaths	General public	Excellent (1)

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Facilities	Usage	Condition assessment (source / reference)
Park Furniture	General public	Excellent (1)
<b>Crescent Lands</b>		
Skatepark	General public	Under construction
Sports Field	Organised sports users General public	In development
Park Bridges	General public	Average to Good

(#) City of Sydney Asset Assessment - other assessments by general observation for PoM

**Table 3. Existing leases and licences**

Lease / licence	Crown Reserve / Lot and DP	Lease / licence holder	Date commenced Date expiring Term	Purpose / Comments
Head-Lease Jubilee Park - Viaduct Rooms	Railcorp land / part Lot 30 DP 10555559	City of Sydney	1/10/2007 Expiry 30/09/2037 30 years	Community Use
Licence Viaduct Rooms - Archways 1 & 2	Railcorp land / part Lot 30 DP 10555559	The Pyrmont Ultimo Glebe Mens Shed	01/07/2021 Expiry 30/06/2026 5 years	Woodwork and metalwork workshop and other activities as normally conducted by the Mens Shed
Licence Viaduct Rooms - Archway 4	Railcorp land / part Lot 30 DP 10555559	Big Fag Press	01/07/2021 Expiry 30/06/2026 5 years	Artist-Run Printing Collective
Licence Viaduct Rooms - Archway 5	Railcorp land / part Lot 30 DP 10555559	Glebe District Hockey Club	01/07/2021 Expiry 30/06/2026 5 years	Sporting Club
Licence Viaduct Rooms - Archway 6	Railcorp land / part Lot 30 DP 10555559	Glebe Junior AFL Club	01/07/2021 Expiry 30/06/2026 5 years	Sporting Club
Licence Viaduct Rooms - Archway 7	Railcorp land / part Lot 30 DP 10555559	Geoff Holmes	01/07/2021 Expiry 30/06/2026 5 years	Community Use

# 3. Legislative context

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## Ownership and management

The Johnstons Creek Parklands comprises of Crown reserves owned by the State of New South Wales and adjoining City-owned land. The City of Sydney is the Crown land manager responsible for the management of the Crown reserves. Refer to **Section 2**, pages 16-18 for further property details.

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## Relevant legislation

### Crown Land Management Act 2016

Crown land is governed by the Crown Land Management Act 2016 (“**CLM Act**”). Historically, reserve trust managers were appointed as the custodians of Crown reserves. Upon the introduction of the CLM Act in 2018, the reserve trust regime was abolished. The management of Crown reserves is now delegated to Crown land managers, many of which are local councils.

The Objectives of the Crown Land Management Act 2016 under section 1.3 are identified as:

- Provide for the ownership, use and management of the Crown land of NSW
- Provide clarity concerning the law applicable to Crown land
- Require environmental, social, cultural heritage and economic considerations to be considered in decision-making about Crown land
- Provide for the consistent, efficient, fair and transparent management of Crown land for the benefit of the people of NSW
- Facilitate the use of Crown land by the Aboriginal people of NSW because of the spiritual, social, cultural and economic importance of land to Aboriginal people and, where appropriate, to enable the co-management of dedicated or reserved Crown land
- Provide for the management of Crown land having regard to the principles of Crown land management.

### State Environmental Planning Policy – Infrastructure 2007

The State Environmental Planning Policy (Infrastructure) 2007 (“**ISEPP**”) aims to facilitate the effective delivery of infrastructure across NSW. The Infrastructure SEPP assists local government and the communities they support by simplifying the process for providing essential infrastructure.

The ISEPP has specific planning provisions and development controls for 25 types of infrastructure works or facilities including roads, emergency services, electricity delivery, parks and other public reserves and telecommunications networks.

The ISEPP outlines the planning rules for such works and facilities, including:

- Where such development can be undertaken
- What type of infrastructure development can be approved by a public authority under Part 5 of the Environmental Planning and Assessment Act 1979 (“**EP&A Act**”) following an environmental assessment (known as ‘development without consent’)
- What type of development can be approved by the relevant local council, Minister for Planning or Department of Planning under Part 4 of the EP&A Act (known as ‘development with consent’)
- What type of development is exempt or complying development.

Of relevance to the Johnstons Creek Parklands is Clause 65 that specifies that development for any purpose may be carried out without consent if the development is for the purposes of implementing an adopted Plan of Management. The clause also lists a range of ancillary developments permitted without consent.

Clause 66 provides for a range of exempt developments within a public reserve such as the construction, maintenance and repair of walking tracks, boardwalks, stairways, gates, seats shelters and shade structures.

## Applicable planning controls for the reserve

### Environmental Planning and Assessment Act 1979

Local Environmental Plans are statutory planning tools that set controls over development in the area to which they apply and are one of the main instruments for implementing the EP&A Act. They contain zoning controls as well as controls for heritage conservation areas and protected areas, amongst other matters.

Johnstons Creek Parklands is zoned **RE1 – Public Recreation**.

#### 1 Objectives of zone

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.
- To provide links between open space areas.
- To retain and promote access by members of the public to areas in the public domain including recreation facilities and waterways and other natural features.

#### 2 Permitted without consent

Environmental protection works

#### 3 Permitted with consent

Aquaculture; Boat launching ramps; Boat sheds; Charter and tourism boating facilities; Centre-based child care facilities; Community facilities; Electricity generating works; Emergency services facilities; Environmental facilities; Food and drink premises; Horticulture; Information and education facilities; Jetties; Kiosks; Marinas; Markets; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Respite day care centres; Roads; Roadside stalls; Signage; Water recreation structures; Water recycling facilities; Water supply systems

#### 4 Prohibited

Any development not specified in item 2 or 3.

## Native Title

On Crown land, Native Title rights and interests must be considered unless Native Title has been extinguished, surrendered, or determined by a court to no longer exist.

Dealings in land or water that affect (impair or extinguish) Native Title are referred to as 'Future Acts' and these acts must be done in compliance with the Native Title Act 1993 (Cth) ("**NT ACT**"). The NT Act specifies procedures that must be followed before future acts can be done legally.

Some examples of acts which may affect Native Title on Crown land managed by the City of Sydney include:

- The construction of new buildings and other facilities such as toilet blocks, walking tracks, tennis courts, grandstands and barbecues
- The construction of extensions to existing buildings
- The construction of new roads
- Installation of infrastructure such as powerlines, sewerage pipes, etc.
- The creation of an easement
- The issue of a lease or licence
- The undertaking of major earthworks.

On Crown land, a future act undertaken by the City of Sydney which is not covered by one of the Future Act subdivisions of the NT Act will be invalid.

Section 8.7 of the Crown Land Management Act 2016 requires that written Native Title Manager advice is required before a council Crown land manager does any of the following:

- a. Grants leases, licences, permits, forestry rights, easements or rights of way over the land
- b. Mortgages the land or allows it to be mortgaged
- c. Imposes, requires or agrees to covenants, conditions or other restrictions on use (or removes or releases, or agrees to remove or release, covenants, conditions, or other restrictions on use) in connection with dealings involving the land
- d. Approves (or submits for approval) a plan of management for the land that authorises or permits any of the kinds of dealings referred

## Johnstons Creek Parklands Plan of Management

to in paragraph (a), (b) or (c). Accordingly, Native Title Manager advice must be obtained prior to the approval (or submittal for approval) of a PoM that allows a dealing in (a)–(c) and the execution of any lease, licence, permit, etc. that may be authorised under that plan.

The City of Sydney’s Native Title Manager has been and will continue to be consulted in all relevant aspects of Native Title pertaining to the land that is covered by this Plan of Management.

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### Heritage management

The planning and management of the Johnstons Creek Parklands must recognise and adhere to the requirements applicable to Local and State heritage listings.

# 4. Strategic context

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## Past planning and management

Planning and management directions have been established for the Johnstons Creek Parklands through past master planning (Johnstons Creek Parklands Master Plan 2013) and the Open Space, Sports and Recreation Needs Study 2016. This Plan of Management references the adopted Master Plan 2013 as the current planning direction for the parklands.

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## Key strategic directions

The following guiding strategic directions are summarised for the planning and management of the Johnstons Creek Parklands.

### Master Plan – The Vision

*(Source: Master Plan 2013, page 22)*

This evolution of the parklands incorporates new public spaces to create a place with life and purpose for the community, encompassing an expanded range of recreation and cultural experiences and based on sound ecological principles.

Beyond its local watercourse, open space and Rozelle Bay foreshore, Johnstons Creek Parklands belong to Sydney's city-wide network of harbour bays, rivers and tributary creeks. The parklands form part of the larger urban design vision and planning framework established by the Government for Sharing Sydney Harbour, the City of Sydney's defining asset recognised in the Regional Action Plan as "a natural asset belonging to future generations" and intended to be shared by the community in balance with all human activities.

One core value of the harbour to be shared is the creation of a healthy environment over the water and land resources of the whole harbour catchment. It is evident that the quality of water draining through urban creeks and into the harbour will determine the quality and popularity of the surrounding parkland.

Johnstons Creek Parklands, an important harbour tributary and large public open space system for the inner west, is well placed to be a leading example in environmental design and management.

Catchment identification, water sensitive urban design (WSUD) treatments, constructed wetlands, soil remediation and planting programs, interpretation strategies, education and arts initiatives will all contribute to maintaining a natural harbour and the sustainability of the local parklands.

### Master Plan principles:

#### Environment

Principles:

- Provide habitat for local fauna
- Improve the ecological integrity of the parklands
- Maximise opportunity to link habitat and introduce new habitat areas within the park.

#### Water

The parklands are largely built over estuarine intertidal wetlands. The central channelised stormwater canal, which drains the creek's 500 hectare catchment, rises and falls with daily tidal movements. Water is at the heart of the park character, and the Master Plan elevates it to a more visible component and manages it as a valuable resource in a sustainable way.

Principles:

- Improve water quality in the park, the canal, and the water entering the Harbour
- Harvest water to use in the park
- Improve active recreation areas' ability to withstand heavy rain and flooding
- Use water to unite the individual parks as one, foreshore parkland.

#### Heritage and culture

Principles:

- Make the layered history of the site clear to users and visitors.



## Johnstons Creek Parklands Plan of Management

The site's pre-history, its natural systems and the interaction of the Cadigal people with this environment; The story of timber and the development of timber industries on the site; The story of the trams - state-of-the art early 20th century industrial achievement; The story of the Harold Park Paceway as a reflection of its social contribution during its rise and decline; The story of water as a linking element through the parklands; The story of community activism.

- Tell the varied stories of use and development through interpretation and public art.
- Retain and enhance all heritage items and heritage landscapes.

### **Recreation and community facilities**

The parklands are a much-valued area for active and passive recreation, including sport, dog walking, jogging, cycling, kayaking, picnicking, play and casual ball sports. The Master Plan encourages continuation of these in harmony with new facilities for niche activities and cultural needs.

Principles:

- Ensure that all spaces are flexible to suit a broad range of user groups
- Identify areas for active and passive recreation
- Integrate community and cultural activity
- Balance recreation with ecological integrity
- Ensure active recreation areas are designed to operate at efficient levels of use
- Consider retaining some buildings on The Crescent for re-use as a flexible community space
- Provide accessible toilet blocks near play equipment and other facilities where possible, and generally within 400 metres of any place in the park.

### **Transport, Access and circulation**

Principles:

- Encourage visits by public transport
- Provide universal access to and between key destination points and facilities
- Provide adequate opportunity for visitor parking

- Establish a hierarchy of entries to the parklands
- Establish a hierarchy of routes into the parklands.

### **Character and visual Amenity**

Principles:

- Recognise the value in the varied landscape characters and respect the landscape types
- Use landscape to create a sense of arrival at key entrances to the Park
- Provide the right balance of wild spaces for exploration or habitat protection and more formal spaces for recreation, play, eating and gathering
- Integrate a common design language that knits the park together
- Recognise the park's high level of visibility from the water and beyond
- Ensure that the Harold Park open space is integrated with the parklands and has a clear public character
- Tell the varied stories of use and development through interpretation and public art.

**Figure 6** (pages 42-45) are the approved Master Plan Concept Plans for the Johnstons Creek Parklands, prepared in 2013.

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## **Demographic context**

As part of the Plan of Management process Cred Consulting reviewed the demographic and recreational context of the subject reserves which provides useful background to ongoing planning and management.

Key observations are summarised following:

### **More residents**

The City of Sydney's increasing resident population and density will result in more use and capacity pressures on all levels of the open space network, particularly the larger parks that offer opportunities for active sport.

The majority of population growth will be accommodated in various urban renewal areas. This trend will continue over the next 10-15 years.



The planning of urban renewal areas will provide opportunities to increase the open space and recreation facility network provision and provide linkages to the established open space network.

### **More workers and visitors**

In the city centre and other concentrations of workforce population and visitors the quality of public spaces to allow people to lunch sit and socialise as well as provision of larger spaces for lunch time sport and exercise needs to be an important consideration.

### **Increasing density**

Open space provision will be critical to the liveability of higher density urban areas by supporting community well-being, physical activity, social interaction, and a sense of space within an otherwise intensive built environment.

### **More lone persons**

The acceptance for high density housing in order to live close to the city centre and lone person households places importance on the distribution of the open space network to ensure people have convenient access to a park that serves as a “backyard” and facilitates social interaction and recreation opportunities. Open space planning and management is an important component of the liveability and quality of high density developments.

### **More young and old people**

The age structure profiles increasing in the city of families with young children, young adults, and older people are expected to be heavy users of open space network.

In 2041, 47% of the City of Sydney’s residents will be between 18 and 34 years of age. This age group has high participation rates in active sports and recreation, and many reside in new high density urban renewal areas which suggests higher density communities could potential be very active communities and will require opportunities for physical activity and social interaction.

The open space network needs to be flexible and provide a diverse offer of recreational, social, cultural and creative activities and facilities to cater for various age, cultural and income groups.

### **Total population**

City of Sydney is forecast to grow by 949,824 people or 37% in 2041. The highest growth will be in Green Square-City South, CBD-Harbour, Chinatown-CBD South and Redfern Street villages respectively.

### **Service age structure**

#### ***Decrease in the proportion of 25 to 49 year old people***

While the working age population will remain the largest demographic group to 2041, the proportion of this age group decreases across the Local Government Area (“LGA”). The villages with the most significant change in this age group proportion will be King Street (-5%), Glebe Point Road (-4%), Harris Street (-4%), Macleay Street-Woolloomooloo (-4%) and Oxford Street (-4%).

#### ***Increase in the proportion of 60 to 84 year old people***

The proportion of people aged between 60 and 84 years is forecast to increase by 2% in 2041. While the increase in proportion of 60 to 69 year old people is consistent across all villages within the LGA, the increase in proportion of 70 to 84 year old people varies. The villages with the highest increase in proportion of 70 to 84 year old people will be Glebe Point Road (+4%), Crown – Baptist Streets (+3%), Harris Street (+3%), Macleay Street-Woolloomooloo (+3%) and Oxford Street (+3%).

### **Households**

The total number of dwellings in the LGA is forecast to increase by 35%. The villages that will see the highest increase in number of households are CBD-Harbour, Green Square – City South and Redfern Street. Villages including CBD-Harbour and Redfern Street with a high number of Crown lands will cater to an increasing number of households by 2041.

### **Household type**

The overall LGA is forecast to see a high increase in households with one parent families and group households. However, there are variations in forecast household type across the villages including those within this PoM study area:

- Glebe point road will have an increase in lone person households and a decrease in group households

### **Overnight and daily visitors**

The City of Sydney is Sydney's premier metropolitan core that contains regional and village level services including retail to health, education to entertainment. The Sydney CBD and surrounds are also attractive places for tourists to visit, explore and stay overnight.

Given the diversity of offerings across the LGA, visitors are distributed to places such as Oxford Street, Kings Cross/Darlinghurst, Newtown, the Rocks, Chinatown and Central Station. Accommodation is provided throughout the LGA via short term rental accommodation as well as through traditional hotel and hostel services. The City of Sydney experiences 680,000 daily and overnight visitors for range of purposes and services including:

- Shopping
- Health and education
- Recreation and entertainment
- Accommodation
- Personal business
- Work related business.

It is forecast that this will grow to approximately 860,000 by 2036. (*Source: Infrastructure Baseline Assessment, City of Sydney, 2019*)

### **Social and cultural considerations (as per 2016 census data)**

#### ***Cultural diversity***

47.7% of City of Sydney population are born overseas with top countries of birth being China, United Kingdom and Thailand. Villages areas with highest born overseas rates include Chinatown and CBD South (76%), Harris Street (57.1%) and Green Square and City South (54.7%).

36.1% of City of Sydney population speak a language other than English with top languages being Mandarin, Thai and Cantonese. Village areas with highest percentage of other language speakers include Chinatown and CBD South (71%), Harris Street (47.1%) and Green Square and City South (45.9%).

#### ***Low-income households***

18.2% of households in City of Sydney LGA are characterised as low-income households. Village areas with highest percentage of low-income households include Redfern Street (29.5%), Chinatown and CBD South (17.5%) and King Street (15.6%).

#### ***Socio-Economic Indexes for Areas (SEIFA Index)***

City of Sydney has a SEIFA index 1,027. Village areas with lowest SEIFA scores being Chinatown and CBD South (940.2) and Redfern Street (970.2).

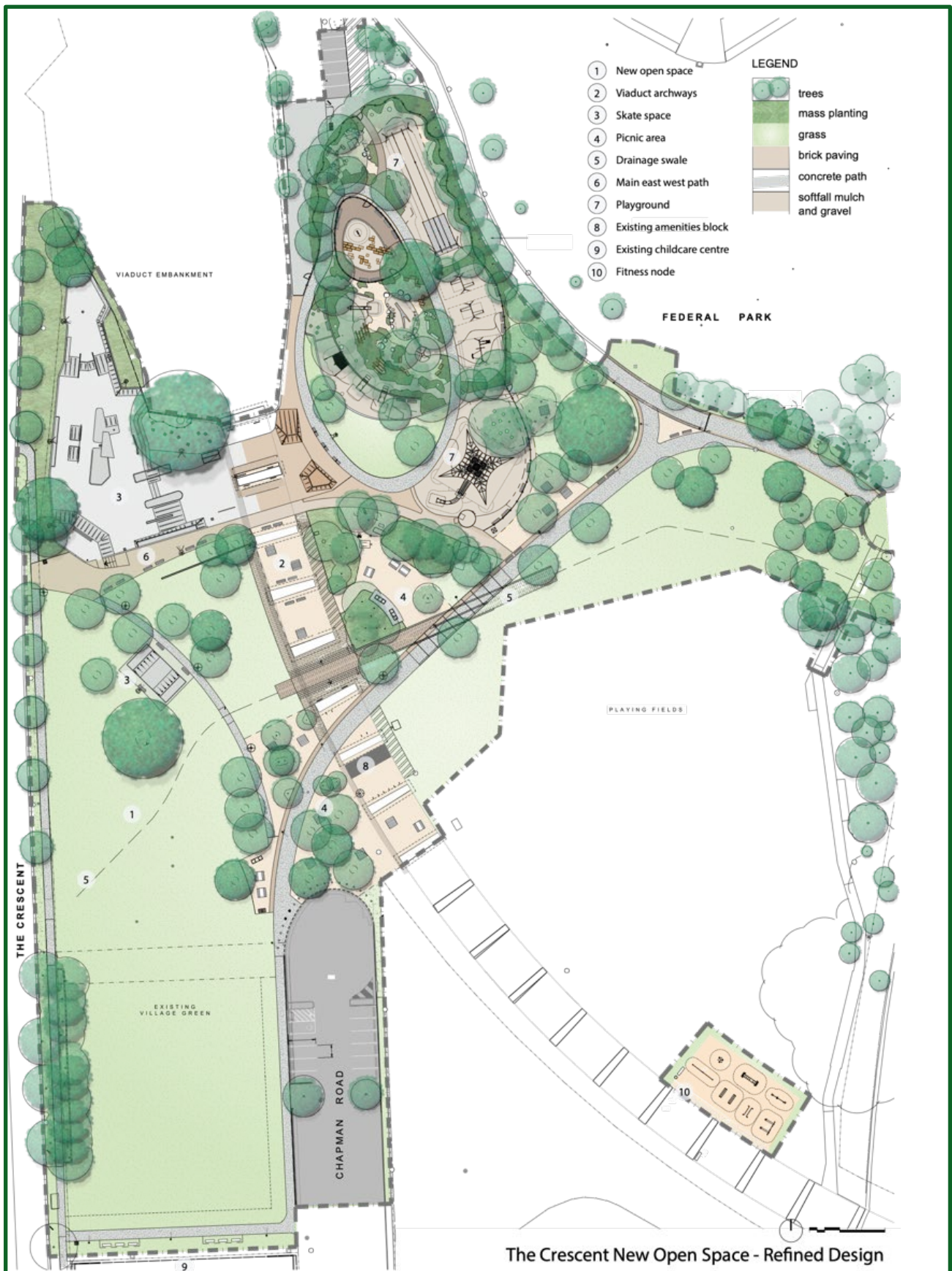
(Source: Johnstons Creek Parklands Master Plan 2013)





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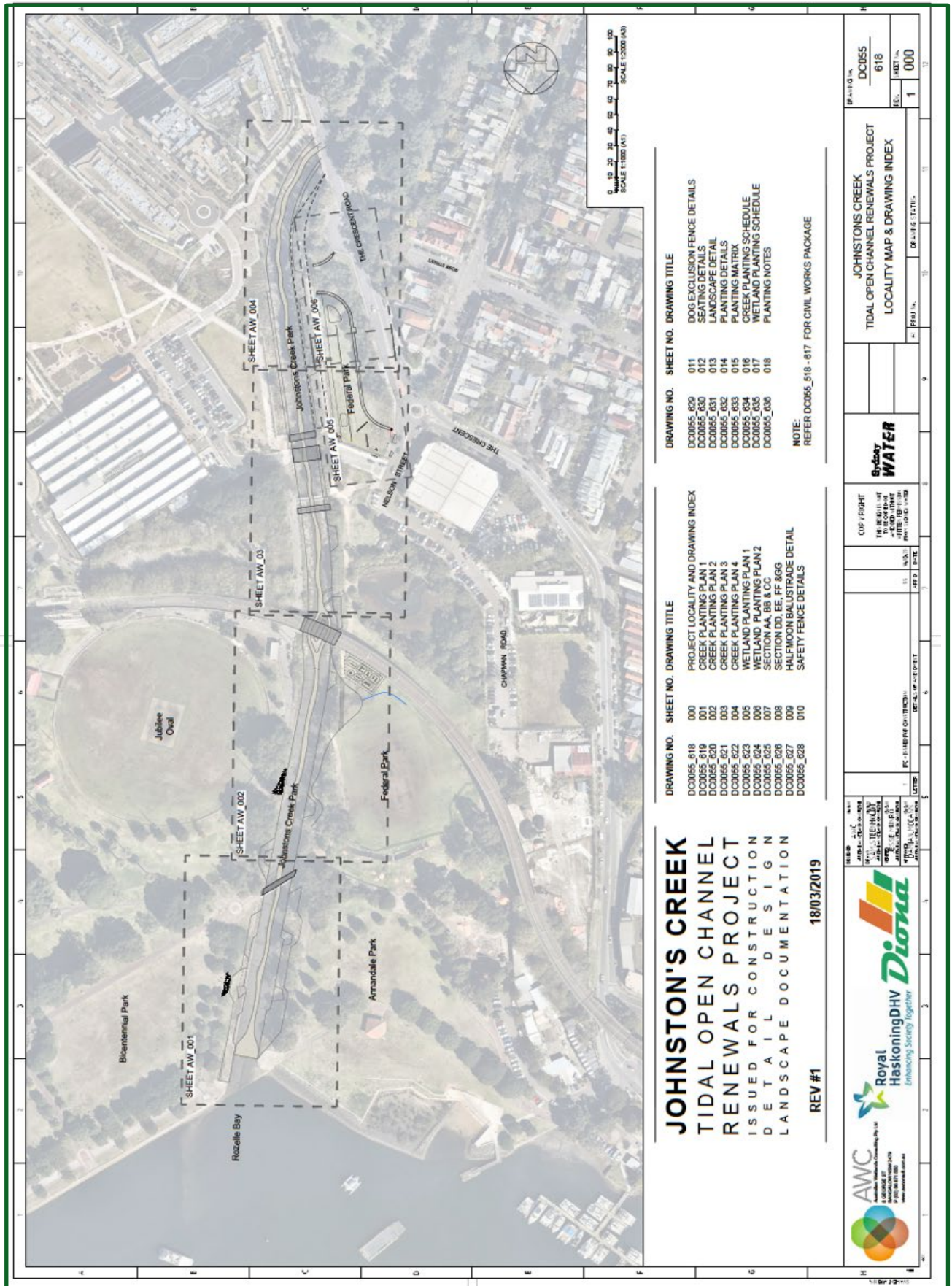
## The Crescent New Open Space – Refined Concept Plan





# Johnstons Creek Parklands Plan of Management

## Johnstons Creek Tidal Open Channel Renewal Project (Sydney Water) - Site Plan





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## City of Sydney Policy and Strategy framework

The City of Sydney has developed an extensive range of policies which provide guidance to Council decision-making. A number of these influence planning and management decision-making for open space and must be referred to in conjunction with this Plan of Management.

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

Generally, policy guidance for the management of specific issues shall take precedence where no guidance is provided in the plan. However, all decision-making, and ongoing management must also have regard to the conservation of the specific park values and application of the core objectives of the applicable community land category/categories.

A summary of the key policies and strategies is provided in the Appendices.

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## Future Policy and Strategy guidance

In addition, it is intended that future policy and strategy development should also inform specific aspects of reserve planning and management as applicable.

# 5. Community guiding principles

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The City of Sydney acknowledges the Gadigal of the Eora Nation as the Traditional Custodians of our local area, and we acknowledge their continued Connection to Country. We pay respect to Aboriginal and Torres Strait Islander Elders past, present and emerging.

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## Community and place

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

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

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

*Aboriginal world view of Country – First Nations workshop participant*

*Country is our identity; spiritually, culturally, physically, and socially. We refer to Country as part of the family. We speak to Country; we sing to Country; and we dance for Country.*

*Increasingly we worry for Country and seek greater protection measures to carry out our cultural obligations to the land and waterways. These are our fundamental rights and cultural responsibilities in protecting country as First Nations People.*

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## We are on Gadigal Country

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

## We commit to truth-telling and decolonisation

Gadigal Country was never ceded. In managing the Crown and Community land in Gadigal Country, we recognise the significance of this land as the site of invasion.

We work towards telling the history of these places with honesty and acknowledge the negative impacts caused to Country and to the people.

We endeavour to cause no further harm to Aboriginal people and the relationship they hold to the land.

We challenge ourselves to decolonise our approach to managing Crown and community land. This is evident in the decisions we make as we manage these places.

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

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

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

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

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## We protect these places for future generations

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

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## Guiding documents

UN Declaration on the Rights of Indigenous Peoples

Principles of Co-operation with Metropolitan Local Aboriginal Land Council

City of Sydney Aboriginal and Torres Strait Islander Protocols

City of Sydney Stretch Reconciliation Action Plan 2020-2023

City of Sydney Busking and Aboriginal and Torres Strait Islander Cultural Practice Policy

Designing with Country – NSW State Architects

# 6. Basis for management

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## Values and roles of Johnstons Creek Parklands

Community values and roles have guided the development of this Plan of Management. Values are the qualities and roles of the parklands that the community wishes to protect, conserve, and enhance. These have been identified through:

- Consideration of past plans of management and master planning for the site
- Past and current community engagement
- Liaison with City of Sydney staff
- Site appraisal.

In brief, these values and roles are identified as:

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### 1.0 Identity Character and Experiencing the Place

- A meaning of the place that resonates with Country
- A place which signposts and celebrates local, natural and cultural history
- A place which responds to its natural environment
- A place of diverse character and identity

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### 2.0 Access, Connections and Accessibility

- Well-connected spaces to adjoining neighbourhoods
  - Wayfinding that seamlessly aids access and use
  - A place that is clear, easy and safe to move around
  - An appropriately lit environment
  - A community destination accessible from the cycle network
  - A place that is not compromised by parking and vehicle access
- 

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### 3.0 Community Use and Activation

- A place of respite for users and adjacent residents
- A place for daily fitness
- Spaces and facilities that cater for youth
- A place for organised sports
- A place for dog walking and exercise
- A valued childcare facility
- A place that recognises and celebrates First Nations living culture
- A place for events
- A place that is open and usable by all members of community
- A safe place to visit day and night
- A place that provides access to public amenities

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### 4.0 Facilities and Built Infrastructure

- A multi-purpose field
- Youth facilities to serve the local area and district
- Heritage Viaducts are a distinct feature of northern precinct
- Play facilities for the local community
- Facilities that encourage fitness
- Park elements support park use and create an attractive character
- Johnstons Creek Canal
- Underground infrastructure

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### 5.0 Environment and Sustainability

- Resilient landscaping to future-proof our green spaces
  - Landscaping and planting that interprets the original natural environment
  - A place of diverse habitats
  - Places that are connected to support biodiversity
  - A unique saltmarsh area
-

## Johnstons Creek Parklands Plan of Management

- 
- A place of rehabilitation of past impacts
  - A place that is cool, calm and comfortable in summer heat
  - Established plantings which contribute to the park setting and habitat
  - Presence of past natural creek drainage systems
  - A place exhibiting water sensitive urban design
  - A place exhibiting sustainable energy management
  - A place exhibiting sustainable waste management practices

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### **6.0 Culture and Heritage**

- A place that represents Aboriginal people and their living culture
- A place which is a conservatory of natural and cultural heritage
- A place that provides the community access to cultural expression and awareness through arts and culture
- A place that connects the community to the city's past and present
- A place that provides a canvas for arts and culture

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### **7.0 Management and Maintenance**

- A place that recognises and addresses its future urban context
- A place which is clean, well-maintained and carefully managed
- Facilities that continue to service and meet the community's needs
- Appropriate leases and licences



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## Reflecting Crown reserve purpose

Under the Local Government Act 1993 (“**LG Act**”), all community land is required to be categorised. Where the land is owned by Crown Lands, one or more categories may be assigned that should align with the public purpose for which the land is dedicated or reserved.

The public purposes for the Johnstons Creek Parklands Crown reserves are **Public Recreation, Access and Community Purposes**.

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## Current / existing use

In accordance with Crown Lands requirements, the City of Sydney has established initial categorisations for the Johnstons Creek Parklands. The application of these categorisations is consistent with the way in which the Johnstons Creek Parklands are currently used and has been endorsed by Crown Lands and Council.

Any change to the initial categorisation to support a future use should be altered via an amendment to the Plan of Management and in accordance with requirements under the LG Act.

**Figure 7** maps out the community land categorisations in the context of the Crown reserves and City-owned community land located within the Johnstons Creek Parklands.

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## Characteristics of the land

The physical characteristics of the land must be considered in applying community land categorisations. Land that possesses a significant geological feature, geomorphological feature, landform, representative system or other natural feature should be considered for categorisation as one of the Natural Area categories. In such a case the plan should describe the related characteristics of the land.

For the Johnstons Creek Parklands there are no site characteristics that would justify Natural Area categorisation.

Likewise, where land is of Aboriginal or historical heritage significance Council should consider whether Area of Cultural Significance is

applicable. This should consider whether there are heritage listings or controls on the land that address heritage conservation. Where such protections are not afforded and a site warrants heritage significance, the Area of Cultural Significance category may be applicable.

For the Johnstons Creek Parklands, **Section 2** describes the heritage characteristics of the land, and the applicable listings and controls. These will be considered in all management decisions related to the land. The additional layer of Area of Cultural Significance categorisation is not deemed to be required.

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## Proposed community land categorisations

**Table 4** outlines the guidelines for categorisation as listed in the Local Government (General) Regulation 2021, Part 4 - categorisation, use and management of community land for the applicable categories to the Johnstons Creek Parklands. Under the guidelines for each category, their interpretation and application to the Johnstons Creek Parklands is explained.

In addition, the core objectives and purpose (as outlined in the Local Government (General) Regulation 2021) are also listed.

**Table 4. Community land categorisation**

Guidelines for categorisation and application to Johnstons Creek Parklands	Core objectives for management
<p><b>Sportsground</b></p> <p>Land should be categorised as a sportsground under section 36 (4) of the Act if the land is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor games.</p> <p><b>Application</b></p> <p>The Sportsground categorisation applies to the footprint of the existing Federal Park Sports Fields and Jubilee Oval. The categorisation will enable the continued use of these spaces for active and organised sports.</p>	<p>The core objectives for management of community land categorised as a sportsground are:</p> <ul style="list-style-type: none"> <li>(a) to encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and</li> <li>(b) to ensure that such activities are managed having regard to any adverse impact on nearby residences.</li> </ul>
<p><b>Park</b></p> <p>Land should be categorised as a park under section 36 (4) of the Act if the land is, or is proposed to be, improved by landscaping, gardens or the provision of non-sporting equipment and facilities, for use mainly for passive or active recreational, social, educational and cultural pursuits that do not unduly intrude on the peaceful enjoyment of the land by others</p> <p><b>Application</b></p> <p>The Park categorisation applies to the residual green space within the Johnstons Creek Parklands. The categorisation enables the space to be used and developed to complement social and passive recreational activities.</p>	<p>The core objectives for management of community land categorised as a park are:</p> <ul style="list-style-type: none"> <li>(a) to encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities, and</li> <li>(b) to provide for passive recreational activities or pastimes and for the casual playing of games, and</li> <li>(c) to 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>
<p><b>General Community Use</b></p> <p>Land should be categorised as general community use under section 36 (4) of the Act if the land:</p> <ul style="list-style-type: none"> <li>(a) 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, and</li> <li>(b) is not required to be categorised as a natural area under section 36A, 36B or 36C of the Act and does not satisfy the guidelines under clauses 102–105 for categorisation as a natural area, a</li> </ul>	<p>The core objectives for management of community land categorised as general community use are to 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:</p> <ul style="list-style-type: none"> <li>(a) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and</li> <li>(b) in relation to purposes for which a lease, licence or other estate may be granted in respect of the land</li> </ul>

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**Guidelines for categorisation and application to Johnstons Creek Parklands**

**Core objectives for management**

sportsground, a park or an area of cultural significance.

(other than the provision of public utilities and works associated with or ancillary to public utilities).

**Application**

The General Community Use categorisation applies to the footprint of the Hilda Booler Child Care Centre, Harold Park Community Space and Jubilee Park Club Room. The categorisation enables these facilities to be leased/licenced for social and community purposes.







# 7. Review of the plan

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## Lifespan of the plan

If the Plan of Management (“**PoM**”) is to remain relevant in the future it is essential that its implementation is reviewed on a regular basis to ensure any relevant changes are incorporated.

Changes that may need to be addressed include:

- New legislation
- Changes in community values
- Inclusion of additional land
- Project priorities
- Funding resources
- New opportunities for future upgrades.

Given that community expectations and requirements change over time, this plan also needs to have some flexibility to adapt to any changes of circumstance.

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## Other triggers for review / update

Should a major development or works be proposed that is not represented in the authorised uses and developments listings, the PoM will require amending.

Should changes in categorisation be proposed, the PoM will require amendment, re-exhibition and the need to undertake a public hearing prior to adoption.

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## Process for review

It is recommended that the plan be reviewed in the following sequences and time spans:

**Annually:** Monitor progress of PoM

**Every five years:** Undertake a review of all values based on revised analysis, issues and amended planning legislation

Review outcomes against survey information, photographic record and register of correspondence

Review and amend the PoM, where required

**Every ten years:** Review of the PoM

# Part B

## Management of community land categories

# 8. General requirements

This section sets out the specific requirements for the individual management areas located within the Johnstons Creek Parklands and is applicable to all community land categories, as outlined in **Section 6** of this Plan of Management (“**PoM**”).

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## Management Framework

A Management Framework is provided in **Section 9** of this PoM. It provides a decision-making framework for the future management of the Johnstons Creek Parklands and addresses the requirements of Section 36 of the Local Government Act 1993 (“**LG Act**”).

### Management targets

The framework sets out management targets that define a series of “desired outcomes” for the management of the Johnstons Creek Parklands. The outcomes seek to conserve and enhance the values of the Johnstons Creek Parklands and address management challenges and opportunities identified by the community and City of Sydney.

### Means of implementation

In response to the identified management targets, the means of implementation define recommended strategies to be implemented over the life of this PoM.

### Assessment indicators and measurement

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

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## Permitted development and use

Section 36 of the LG Act states that a PoM must expressly authorise any proposed uses and development activities on community land.

The City of Sydney encourages a wide range of uses on community land and intends to facilitate uses which increase the activation of the land, where appropriate. The use of community land is often supported by appropriate ancillary development such as playground equipment, amenity blocks or food kiosks.

The general types of uses which may occur on community land categorised as Park, Sportsground and General Community Use, and the forms of development generally associated with those uses are set out in **Sections 10-12** within this PoM.

Any proposal for the development and use of buildings, structures and spaces at the Johnstons Creek Parklands will be considered on merit and benefits to the community and balanced against physical constraints, the amenity of adjoining residents and land uses.

### Restrictions on management of Crown land

The City of Sydney is the Crown land manager of the Crown reserve described within this PoM in accordance with the legislation and conditions imposed by the minister administering the Crown Land Management Act 2016. The use and development of the land described in this PoM must:

- Be consistent with the purpose for which the land was dedicated or reserved
- Consider native title rights and interests and be consistent with the provisions of the Commonwealth Native Title Act 1993

## Johnstons Creek Parklands Plan of Management

- Consider the inchoate interests of Aboriginal people where an undetermined Aboriginal Land Claim exists
  - Consider and not be in conflict with any interests and rights granted under the Crown Land Management Act 2016
  - Consider any interests held on title.
- values, priorities and interests, the City of Sydney will undertake engagement activities that are:
    - Clear in scope and purpose
    - Promote dialogue and open up a genuine discussion
    - Influence outcomes and decisions
    - Are inclusive and accessible

### Legislative requirements

The Sydney Local Environmental Plan 2012 (“**LEP**”) specifies the range of uses and activities that may be permitted on the land, in accordance with the relevant zoning and associated objectives. Several uses are also set out in the Local Government (General) Regulation 2021 (“**Regulation**”).

### Guidelines and core objectives of the community land category

Under the LG Act, uses and the development of community land must be consistent with the guidelines for categorisation, the core objectives of each category, and any other additional objectives that Council proposes to place on the community land categories.

### Consistency with Council adopted policies and strategies

Relevant Council policies and strategies as at the date of adoption of this PoM are identified in the Appendices and have been used to guide the outcomes of this PoM.

Council’s adopted policies and strategies will continue to develop after the preparation of this PoM. Management of Council assets, and their development will consider existing policies and strategic frameworks at the relevant time.

### Indigenous Cultural and Intellectual Protocols

Activities that involve the representation or depiction of Aboriginal and Torres Strait Islander people’s heritage or living culture must adhere to Indigenous Cultural and Intellectual Protocols.

### Community Engagement

Community engagement is guided by the City of Sydney’s Community Engagement Strategy.

To ensure that that matters impacting Crown and community land continue to reflect community

In addition, engagement with Aboriginal and Torres Strait Islander communities must be guided by the City’s Aboriginal and Torres Strait Islander Protocols and respect cultural practices and Indigenous cultural and intellectual property rights.

In line with this Plan of Management, the Native Title Act 1993 and Crown Land Management Act 2016, the City of Sydney will always notify Traditional Custodians and Cultural Knowledge Holders on decisions about Crown land that may impact Native Title.

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## Buildings and structures

### Express authorisation

This PoM expressly authorises the development of new buildings, structures and civil infrastructure, and the redevelopment / refurbishment of buildings, structures and civil infrastructure which support the desired use of the Johnstons Creek Parklands.

Such buildings, structures and civil infrastructure will not materially harm the use of the land for any of the purposes in which it was dedicated or reserved and will be consistent with the:

- Core objectives of the categories that apply to the land
- Crown reserve purpose
- LEP and any other applicable Environmental Planning Instruments
- Applicable master plans, asset management plans and any subsequent detailed design plans.

Consistent with the objectives of this PoM, development activities must also include sustainable initiatives and measures, where feasible.

## Native Title and Public Works

Where it is proposed to construct or establish a public work on reserved or dedicated Crown land, where Native Title is not extinguished, prior to approval, the City of Sydney will ensure that Native Title Manager advice is sought to ensure that the works can be validated under the Native Title Act 1993 and the appropriate native title holders, claimants or NTSCorp will be provided the appropriate procedural rights as required under the Native Title Act 1993.

approved on the following land parcels unless the land becomes excluded land as defined in Section 8.1 of the Crown Land Management Act 2016.

- Lots 713-722 DP 47216, Lot 1 DP 852638, Lot 3 DP 852638 and Lot 10 DP 1210203 (Federal Park 2)

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## Assessment and approval of permissible uses and development activities

The authorisation in a PoM gives 'in principle' support for uses and development activities consistent with the objectives for land categorisation to proceed to development assessment under the Environmental Planning and Assessment Act 1979 ("EP&A Act").

This PoM does not in itself imply or grant consent for uses or development activities. Any proposed uses and development activities which are consistent with this PoM must still be referred for development consent and where required, be advertised widely for information and invitation to comment. Any subsequent application for development consent would be supported by and assessed against this PoM.

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## Prohibited activities

Activities and uses that are inconsistent with the Crown reserve purpose or core objectives associated with the applicable community land category are prohibited.

Certain activities at the Johnstons Creek Parklands may also be prohibited by the applicable land use zoning. The City of Sydney may prohibit certain activities from time to time. Prohibited uses will be communicated via City bookings, lease, and licence agreements, or otherwise communicated where prohibited activities may be temporary.

No public works (excepting those that meet the definition of Section 24KA of the Native Title Act 1993) and no exclusive use tenure shall be

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## Managing impacts on adjoining land uses

Uses and activities permitted at the Johnstons Creek Parklands must consider the needs of and impacts on residents, workers and adjoining land uses in terms of accessibility, noise, lighting, traffic and parking.

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## Scale and intensity of use

The scale and intensity of development and activities on Crown and community land is to be generally compatible with the scale and anticipated use of the park, reserve and associated facility.

In particular, the scale and intensity of use will be consistent with the carrying capacity of the land, and any master plan or development consent relating to the land.

### Organised sports use

This PoM specifically authorises activities at the Johnstons Creek Parklands which may attract high numbers of people including organised sport activities and training, school sport competitions, commercial activities and one-off community events and performances.

The allocation of the Johnstons Creek Parklands for organised sport and school sport will comply with the City of Sydney's seasonal allocations process. Applications for permissible activities will be assessed on a case-by-case basis by Outdoor Venue Management.

The scale and intensity of such activities will be managed by the City's booking process and associated conditions of use.



### High Intensity use

This PoM specifically authorises activities at the Johnstons Creek Parklands which may attract high numbers of people including one-off community events and performances.

Applications for permissible activities will be assessed on a case-by-case basis by Outdoor Venue Management.

The scale and intensity of such activities will be managed by the City's booking process and associated conditions of use.

### Informal use

The intensity of use for informal recreational activities across the Johnstons Creek Parklands and settings (such as playgrounds, fitness stations and park seating) will be determined by the community use of the site but will be managed to avoid undue impacts on park fabric and environment.

### Commercial uses

Commercial operations for cafes, markets and kiosks that support and encourage community use of the open space, and/or address a community need are to be assessed based on the proposed scale and intensity of use and are authorised subject to compatibility with the objectives identified within this PoM.

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## Funding

Funding is integral to implementing the management targets identified with this PoM and is defined under two categories:

- Capital works involving the construction and development of new facilities and structures
- Maintenance and management of the parks.

The implementation of this PoM is achieved through its linkage with Council's management plan, operational budget, and capital works program.

Council currently funds management and maintenance costs through its annual budget allocation and uses capital funds and 7.11 contributions for capital and nonrecurrent works.

Funding arrangements for the parks need to address recurrent costs of management and maintenance, together with capital costs for new

facilities or upgrading works. Funding for construction of new facilities is generally through the annual budgeting process, but special projects may be partly funded through New South Wales Government grant allocations, which may involve matching funding from Council.

Sources of funding include but are not limited to:

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

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## What are leases and licences

Leases and licences formalise the use of Crown and community land by groups such as sporting clubs, community groups and schools, or by commercial organisations and individuals providing facilities or services for public use. The occupation of Crown and community land not only applies to the surface of the land but also includes the airspace above and subsurface below.

A lease is normally issued where exclusive control of all or part of an area by a user is proposed. Licences allow multiple and non-exclusive use of an area. A licence may be required where intermittent or short-term use or control of all or part of the park, or associated facilities are proposed. Several licences for different users can apply to the same area at the same time, provided there is no conflict of interest.

The City of Sydney's ability to lease or licence Crown reserves managed as community land such as the Johnstons Creek Parklands is authorised by Section 3.22 of the CLM Act, which requires the preparation of a community

land PoM, adopted by Council, to authorise an occupancy or use agreement.

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## What are short-term uses

Agreements for the use of Crown and community land may be granted for short-term activities such as access, filming and events. These casual arrangements allow for non-exclusive use of any associated land and/or facility that may range in duration from a few hours to 12 months. The short-term uses permissible within this PoM are detailed within **Sections 10-12**.

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## Other Estates

Easements across Crown and community land for the purpose of public utilities, providing pipes, conduits, or other connections under the surface of the ground, for the connection of premises adjoining the community land to a facility on the community land shall be authorised by this PoM, and shall be subject to the following criteria:

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

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

Subject to the provisions of Section 47F of the LG Act, an estate in respect of this land category is expressly authorised by this PoM for the purpose of a “public road” where the provision of that road is consistent with the core objectives stated herein and where the road is necessary for the enjoyment of that land.

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## Authorisation of tenure

Tenure may be granted for exclusive and non-exclusive uses to any organisation for any compatible purpose, as determined by Council, on such terms as Council may provide.

Under Section 46 of the LG Act, a lease or licence may only be granted for a maximum term of 21 years, including options. A lease or licence for a term exceeding 5 years may be granted only by tender unless it is granted to a non-profit organisation. All leases and licences must be publicly notified for a minimum period of 28 days.

Agreements for a short-term, casual purpose may be issued in accordance with Section 46 of the LG Act where that purpose is prescribed by the Regulations.

To ensure that usage or occupation of the reserve is appropriate for the proposed tenure, a council Crown land manager must always consider:

- Compatibility with the Crown reserve purpose and core objectives for the category of the land
- Compatibility with the applicable land zoning
- If development consent is required and has been obtained (and other consents under the EP&A Act and LG Act)
- Environmental and social impacts of the activities to be permitted by the proposed tenure
- Appropriate term (period of occupation)
- Capability of the Crown reserve to support the proposed tenure
- Current and future use of the land
- If the issue of the proposed tenure will materially harm the use of the land for any of the purposes for which it was dedicated or reserved.

In addition to the conditions provided within the authorisations, the granting of tenure must also:

- Have no negative impact on historical heritage sites or significant fabric
- Not alienate the park or reserve unreasonably
- Be ecologically sustainable
- Have a component of community benefit

- Demonstrate a clear nexus between the activity and the park or Crown reserve
- Not result in overuse of the area or conflict with community use of the area
- Ensure traffic, parking and essential or required vehicular access implications are considered
- Be in accordance with all Council policies and procedures governing the use of open space.

A use agreement (lease, licence, short-term use or other estate) on Crown land may impact Native Title rights and interests. A use agreement issued on Crown land must be issued in accordance with future act provisions of the Native Title Act 1993, and in accordance with Part 8 of the CLM Act unless Native Title is extinguished. For Crown land, which is not excluded land, this will require written advice from Council's Native Title Manager that it complies with any applicable provisions of the Native Title legislation.

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## Express authorisation of Tenure under this Plan of Management

**Sections 10-12** details the specific authorisations and purposes for which tenure may be granted in accordance with the community land categories for the Johnstons Creek Parklands. The purposes for which tenure may be granted are consistent with existing uses and will enable the social, intellectual, spiritual and physical enrichment of residents, workers, and visitors to the City of Sydney area.

The following outlines general authorisations applicable under this PoM and an indication of the criteria in which specific activities are to be assessed by the City of Sydney.

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## Access

### **Access for building-related activities including for construction or maintenance purposes**

Access across community land shall be authorised under this PoM provided that (but not limited to):

- The access is of a temporary nature
- In circumstances where proposed works require access and it is associated with an adjoining property, proponents must clearly demonstrate that there are no alternative means of access available to avoid access through community land to undertake the required development works
- A performance bond as prescribed in Council's Schedule of Fees and Charges in respect of potential damage to City assets is lodged with the City of Sydney
- All necessary approvals have been obtained
- The City of Sydney is in receipt of proof of suitable insurances including public liability insurance.

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## Temporary structures

### **Land use planning controls**

Under the LEP, the temporary use of community land may be deemed as exempt development if the proposed activity can be authorised under the LG Act and is no more than 52 days in any 12-month period ("**the prescribed period**").

### **Temporary structures for building-related activities including for construction or maintenance purposes**

The City of Sydney may authorise a short-term licence for the placement of temporary building-related structures provided that (but not limited to):

- The use of community land is within the prescribed period
- In circumstances where the proposed works are associated with an adjoining property, proponents must clearly demonstrate that there are no alternative means of placement available to avoid use of community land to

undertake the required development or maintenance works including satisfying any safety requirements under the Work, Health and Safety Act 2011

- Building-related structures comply with the City of Sydney's technical requirements
- A performance bond as prescribed in Council's Schedule of Fees and Charges in respect of potential damage to City assets is lodged with the City of Sydney
- All necessary approvals have been obtained
- The City of Sydney is in receipt of proof of suitable insurances including public liability insurance.

Proponents can refer to the following City of Sydney documents as a technical guide for temporary structures until such time as they are revised and adopted:

- Guidelines for Hoardings and Scaffolding 2017
- Draft Code of Practice for Hoisting and Construction Activities in Public Places.

If the City is unable to approve short-term licence for these activities, applicants should consider an application under the provisions of the Access to Neighbouring Lands Act 2000.

### **Temporary structures related to events**

The use of community land for the placement of temporary event structures shall be authorised under this PoM provided (but not limited to):

- The use of community land is within the prescribed period
- The event structures comply with the City of Sydney's technical specification and where required, relevant standards identified within the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008
- A performance bond as prescribed in Council's Schedule of Fees and Charges in respect of potential damage to City assets is lodged with the City of Sydney
- All necessary approvals have been obtained
- The City of Sydney is in receipt of proof of suitable insurances including public liability insurance.

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## **Bookings and events**

### **Temporary events**

Temporary events and activities are to be assessed and approved in accordance with the City of Sydney's temporary event approvals process and in line with existing applicable guidelines, policies and legislative requirements, both locally and at a State Government level.

The following criteria is not an exhaustive list but provides guidance on how temporary events and activities are assessed:

- Location including permissible use and compatibility with the relevant land
- scale and intensity
- Duration and date sensitivity
- Proposed operational times
- Required infrastructure and proposed production design
- Access and logistics requirements
- Environmental impacts
- Proposed signage and/or advertising
- Addressing safety and security requirements.

### **Venues for hire**

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

Applications to use venues for hire are to be assessed and approved in accordance with City of Sydney's venue for hire approval process and in line with existing applicable guidelines, policies and legislative requirements.

All applicable fees are outlined in Council's adopted schedule of fees and charges.

### **Banner Hire**

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

### **Personal trainers**

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

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

Personal fitness trainers including commercial, not-for-profit and community groups, wishing to train outdoors in Council's local government area are expected to comply with the Outdoor Fitness Training Voluntary Code of Conduct and its criteria for use.

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

- Walking groups
- Activities of schools under the supervision or a teacher
- Hirers that have a current booking with the City of Sydney to use a sports field, oval or court and comply with the City's Terms and Conditions of Use.



# 9. Management targets and strategies

The table below outlines the management targets or desired outcomes for the Johnstons Creek Parklands, including the means and strategies for their realisation, and means of assessment and review by the City of Sydney.

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>1.0 IDENTITY CHARACTER AND EXPERIENCING THE PLACE</b>				
1.1	A meaning of the place that resonates with Country	<ul style="list-style-type: none"> <li>To implement a meaning and description that reflects connection to place</li> </ul>	Work with the community to establish a meaning and description that captures the place's Connection to Country	Consultation completed Adopted meaning and description
1.2	A place which signposts and celebrates local, natural and cultural history	<ul style="list-style-type: none"> <li>To contribute to the spaces identity and character</li> </ul>	Investigate the inclusion of informative and interpretive elements that reflect the spaces historical identity and natural character	Increased visibility of park identity
1.3	A place which responds to its natural environment	<ul style="list-style-type: none"> <li>To conserve and enhance the natural environmental qualities of the parklands</li> </ul>	Management to focus on retaining and enhancing the natural context of the parklands including the protection of foreshore views and vistas	Targeted user surveys
1.4	A place of diverse character and identify	<ul style="list-style-type: none"> <li>To maintain a balance between passive and active recreational areas</li> </ul>	Management to maintain balance between sports precincts and passive recreation	Increased use of parklands measured by survey and observation
<b>2.0 ACCESS, CONNECTIONS AND ACCESSIBILITY</b>				
2.1	Well-connected spaces to adjoining neighbourhoods,	<ul style="list-style-type: none"> <li>To provide functional, inviting, accessible and safe routes to the park from adjoining areas</li> <li>To maintain pedestrian safety in accessing the parklands</li> </ul>	Review, monitor and work towards improving local access routes for public transport, workplace precincts and adjoining residential areas  Investigate improved road crossing safety at key entries into parklands	Targeted user surveys Sustained relationship with RMS
2.2	Wayfinding that seamlessly aids access and use	<ul style="list-style-type: none"> <li>To provide effective wayfinding and signage for park users and cyclists</li> </ul>	Maintain and upgrade wayfinding and signage in accordance with asset management plan  Where required, implement new wayfinding and signage	Increased local use of park, measured by observation  Routine surveys, audits and inspections
2.3	A place that is clear, easy and safe to move around	<ul style="list-style-type: none"> <li>To provide functional, attractive and compliant internal circulation routes and path networks</li> </ul>	Maintain and upgrade paths and pavements in accordance with park service levels  Where required, implement new pathways to create greater connectivity in park	Path and pavements managed in accordance with Australian Standards  Routine surveys, audits and inspections
2.4	An appropriately lit environment	<ul style="list-style-type: none"> <li>To provide adequate lighting to support desired night access, recreational and leisurely use of open space</li> </ul>	Maintain and renew lighting in accordance with asset management plan  Monitor to identify lighting issues and address as require	Lighting maintained in accordance with Australian Standards  Routine surveys, audits and inspections

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Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
2.5	A community destination accessible from the cycle network	<ul style="list-style-type: none"> <li>To enable park to be effectively accessed from cycle network and encourage cycle use</li> </ul>	<p>Monitor and manage use of cycleways and shared pedestrian pathways</p> <p>Where required, integrate enhancement of cycle facilities into park improvements</p>	Increased local use of park by cyclists, measured by surveys and observation
2.6	A place that is not compromised by vehicle access	<ul style="list-style-type: none"> <li>To provide and manage functional maintenance and emergency access mitigating adverse impacts on park and uses</li> <li>Prevent unauthorised vehicle access</li> </ul>	<p>Ensure that permitted use of vehicles in park are regulated and do not affect community use of space</p> <p>Ongoing surveillance and enforcement of open space areas</p> <p>Incorporate educational activities into ongoing management</p>	<p>Reduced pedestrian, cyclist and vehicle conflicts</p> <p>Improved public safety</p> <p>Management measures carried out</p>

### 3.0 COMMUNITY USE AND ACTIVATION

3.1	A place of respite for users and adjacent residents	<ul style="list-style-type: none"> <li>To ensure that the park provides a range of flexible and informal use spaces that are attractive and comfortable to be in</li> </ul>	<p>Ensure that park planning, and management maintains and enhances flexible informal use of spaces for broad community benefit</p>	Increased local use of park measured by survey and observation
3.2	A place for daily fitness	<ul style="list-style-type: none"> <li>To support and manage a sustainable level of fitness activity in the park</li> </ul>	<p>Support the role of the park for fitness activities in accordance with Council's policy</p> <p>Monitor to identify management issues and address as required</p>	Maintain records of public comments in relation to fitness activities. Regularly review of register to guide future directions
3.3	Spaces and facilities that cater for youth	<ul style="list-style-type: none"> <li>To sustainably respond to youth needs for gathering and activity spaces</li> </ul>	<p>Manage spaces and facilities to support youth gathering and activity</p>	Increased youth participation measured by survey and observation
3.4	A place for organised sports	<ul style="list-style-type: none"> <li>To ensure that management of access to designated sports use areas is clear and unambiguous</li> </ul>	<p>Ongoing provision of adequate venue management services to facilitate bookings of sports fields and ovals</p>	Venue bookings
3.5	A place for dog walking and exercise	<ul style="list-style-type: none"> <li>To provide for effective dog exercise in accordance with Companion Animals Act</li> </ul>	<p>Manage off leash dog access to spaces as defined by City's Companion Animals Policy</p> <p>Monitor to identify management issues and address as required</p>	<p>Dog access maintained</p> <p>Reports of conflicts between dogs and other park users</p>
3.6	A valued childcare facility	<ul style="list-style-type: none"> <li>To maintain and enhance the childcare role for the locality compatible with other park values</li> </ul>	<p>Regularly monitor for improvements and refinements to services and management</p>	Centre user satisfaction surveys
3.7	A place that recognises and celebrates First Nations living culture	<ul style="list-style-type: none"> <li>To celebrate First Nations heritage and living culture</li> </ul>	<p>For the pursuit of 'practising living culture', work with the First Nations community to understand the processes and procedures required to enhance access to spaces and facilities</p>	Review existing policies and procedures
3.8	A place for events	<ul style="list-style-type: none"> <li>To sustainably encourage temporary event use that contributes to local activation and cultural and community outcomes</li> </ul>	<p>To facilitate temporary event use that is appropriate to scale of spaces and in consideration of other park uses</p> <p>Manage events in accordance with event's guidelines for the parklands</p>	<p>Increased use of park for events appropriate to scale and intensity</p> <p>Ongoing review and compliance of guidelines</p>

## Johnstons Creek Parklands Plan of Management

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
3.9	A place that is open and usable by all members of community	<ul style="list-style-type: none"> <li>That the park is managed as part of a coordinated compassionate approach across the city to assisting homeless persons</li> </ul>	Ongoing management of people sleeping rough in the park needs to be in accordance with the City of Sydney's policy on homelessness in public spaces, which 'recognises the right of everyone in the community to use public spaces' (Homelessness Action Plan 2019) and aims to ensure that public space can be accessed and enjoyed by everyone, including people who are homeless	Maintain records of public feedback in relation to people sleeping rough. Regularly review of register to guide future directions
3.10	A safe place to visit day and night	<ul style="list-style-type: none"> <li>To ensure the park and park facilities provide a safe place to visit and pass through, appropriate to intended (and varied) usage times of facilities and access routes</li> </ul>	<p>Monitor ongoing safety and access in park and facilities</p> <p>Coordinate with local police to identify and act on safety issues</p> <p>Where improvements are proposed, ensure that they are designed and maintained in accordance with Crime Prevention through Environmental Design principles</p>	<p>Percentage of people who feel safe in these spaces</p> <p>Safe spaces with no reported incidents</p> <p>Sustained relationship with local police</p>
3.11	A place that provide access to public amenities	<ul style="list-style-type: none"> <li>Maintain access and provision of public toilet facilities for all park users</li> </ul>	<p>Monitor to identify management issues for public toilet facilities, address as required</p> <p>Investigate opportunities to improve amenities, where feasible</p>	Maintain records of public comments in relation to public toilets. Regularly review of register to guide future directions

### 4.0 FACILITIES AND BUILT INFRASTRUCTURE

#### The Crescent Open Space

4.1	A multi-purpose field	<ul style="list-style-type: none"> <li>To provide a multi-purpose field surface that meets community needs and complements park character</li> </ul>	<p>Plan and implement a new sports field including associated sports infrastructure</p> <p>Maintain and renew in accordance with Park Service Levels and asset management plan</p>	<p>Operational field and infrastructure</p> <p>Measured against contract KPIs</p> <p>Routine surveys, audits and inspections</p>
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#### Federal Park skatepark

4.2	Youth facilities to serve the local area and district	<ul style="list-style-type: none"> <li>Youth facilities that cater for skateboarders of all ages and abilities</li> </ul>	<p>Finalise construction of skatepark</p> <p>Maintain and renew in accordance with asset management plan</p>	<p>Operational skatepark</p> <p>Measured against contract KPIs</p> <p>Routine surveys, audits and inspections</p>
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#### Viaducts

4.3	Heritage Viaducts are a distinct feature of northern precinct	<ul style="list-style-type: none"> <li>To conserve and maintain heritage structure and visual curtilage and relationships</li> </ul>	<p>Coordinate with Railcorp the undertaking of maintenance and renewal works in line with heritage requirements</p> <p>Investigate opportunities to create greater activation and interface with the Viaducts</p>	<p>Sustained relationship with RailCorp</p> <p>Routine surveys, audits and inspections</p>
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#### Play spaces

4.4	Play facilities for the local community	<ul style="list-style-type: none"> <li>To provide play environments that encourage activity and support family use of park</li> </ul>	<p>Maintain and renew play spaces and related landscape settings in accordance with asset management plan</p> <p>Investigate opportunities to further integrate new play spaces, where appropriate</p>	<p>Measured against contract KPIs</p> <p>Routine surveys, audits and inspections</p>
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Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>Fitness facilities</b>				
4.5	Facilities that encourage fitness	<ul style="list-style-type: none"> <li>To support and manage a sustainable level of fitness activity in the park</li> </ul>	Maintain and renew fixed fitness facilities in accordance with asset management plan  Investigate opportunities to further integrate fitness equipment, where appropriate	Measured against contract KPIs  Routine surveys, audits and inspections
<b>Park elements</b>				
4.6	Park elements support park use and create an attractive character	<ul style="list-style-type: none"> <li>To support recreational and leisure use of park while avoiding proliferation of elements</li> </ul>	Maintain and renew park furniture and other park elements in accordance with asset management plan  Monitor the appropriateness of placement  Implement new improvements, where required	Measured against contract KPIs  Routine surveys, audits and inspections
<b>Sydney Water Infrastructure</b>				
4.7	Johnstons Creek Canal	<ul style="list-style-type: none"> <li>To cater for Sydney Water requirements without undue impact on park use or character</li> </ul>	Monitor operational and access issues related to facility	Sustained relationship with Sydney Water
<b>Underground infrastructure</b>				
4.8	Underground infrastructure	<ul style="list-style-type: none"> <li>To ensure services infrastructure requirements are effectively integrated into planning and design</li> </ul>	Liaise and coordinate with services authorities to identify amplification and renewal works that may impact spaces  Manage to limit impacts on use and facilitate effective make good / integration	Sustained relationship with authorities
<b>5.0 ENVIRONMENT AND SUSTAINABILITY</b>				
<b>Vegetation management and urban ecology</b>				
5.1	Resilient landscaping to future-proof our green spaces	<ul style="list-style-type: none"> <li>To sustain a green landscape for continued community enjoyment</li> </ul>	Maintain and renew horticulture, grass cover and plantings in accordance with park service levels and City guidelines	Improved grass cover condition  Measurement and monitoring of vegetation  Compliance with park service levels
5.2	Landscaping and planting that interprets the original natural environment	<ul style="list-style-type: none"> <li>To increase indigenous plantings within the park landscape</li> </ul>	Where appropriate and site conditions allow, investigate the planting of indigenous species	Increased indigenous plantings
5.4	A place of diverse habitats	<ul style="list-style-type: none"> <li>To increase habitat value of natural and built features</li> <li>To protect and improve existing habitat areas</li> </ul>	Investigate the potential to enhance habitat values through areas of built form, natural ground and cliff faces  Maintain and manage areas of bush restoration in accordance with Bush Restoration Service Levels  Monitor sites for species and conservation values	Measurement and monitoring of habitat values  Compliance with bush restoration service levels



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Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
5.4		<ul style="list-style-type: none"> <li>To enhance ecological importance in open space</li> </ul>	Maintain urban ecology advisory role for proposed works associated with open space  Where appropriate, explore opportunities to: <ul style="list-style-type: none"> <li>Engage with the Aboriginal community to celebrate, promote and educate on ecological knowledge and principles</li> <li>Increase community understanding and participation in the preservation of green space and ecological elements</li> </ul>	Ongoing internal participation in open space works Consultation completed Increased public participation in community greening initiatives
5.5	Places that are connected to support biodiversity	<ul style="list-style-type: none"> <li>Increase biodiverse connectivity within the site and surrounds</li> </ul>	Increase habitat value for key sites and species, as identified in the biodiversity corridor  Implement in accordance with Landscape Code and Park Service Levels	Monitoring of habitat values Compliance with Landscape Code and Park Service Levels
5.6	A unique saltmarsh area	<ul style="list-style-type: none"> <li>To protect and enhance the saltmarsh</li> </ul>	Maintain and manage in accordance with best practice guidelines and bush restoration service levels	Compliance with bush restoration service levels
5.7	A place of rehabilitation of past impacts	<ul style="list-style-type: none"> <li>To investigate the remediation of "the Hill" to enable integration with the parklands</li> </ul>	Where feasible, investigate ways to progress contamination recommendations for The Hill	Completed supporting documentation
<b>Shade and temperature management</b>				
5.8	A place that is cool, calm and comfortable in summer heat	<ul style="list-style-type: none"> <li>To conserve existing shade tree canopy and to selectively extend to create new shade</li> </ul>	Maintain and manage existing tree canopy for ongoing health  Plan for and integrate tree canopy shade in suitable locations across site	Preserved and increased shade cover Increased use of park measured by observation
5.9	Established plantings which contribute to the park setting and habitat	<ul style="list-style-type: none"> <li>To effectively maintain and manage the existing tree resources at optimum health for their safe and practical lifespans</li> <li>To effectively plan for succession planting</li> </ul>	Implement tree management including pruning and/or removal of trees and replacement planting in accordance with park service levels and City guidelines  Plan and implement a succession planting program in accordance with tree management plan	Improved tree health and successful establishment of new trees as measured by arborist's survey Compliance with park service levels and City guidelines Implemented succession planting and tree management plan
<b>Water management</b>				
5.10	Presence of past natural creek drainage systems	<ul style="list-style-type: none"> <li>To naturalise Johnstons Creek Canal through the parklands to increase natural habitats and improve water management entering Rozelle Bay</li> </ul>	Sydney Water to implement proposed channel naturalisation project including adjoining wetland environments – in coordination with adjoining park improvement projects by City of Sydney	Naturalisation works completed
5.11	A place exhibiting water sensitive urban design	<ul style="list-style-type: none"> <li>To effectively manage water use and runoff</li> </ul>	Where feasible, implement water saving initiatives, alternative water sources and install metering to effectively manage water use  Implement water-sensitive urban design to minimise environmental degradation and improve waterway quality	Increased savings in water consumption Reduced potable water demand for park Improved water quality

## Johnstons Creek Parklands Plan of Management

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>Energy management</b>				
5.12	A place exhibiting sustainable energy management	<ul style="list-style-type: none"> <li>To effectively manage energy use</li> </ul>	Where feasible, implement energy management initiatives, renewable energy, investigate alternatives to temporary generators and install metering as appropriate to effectively manage energy	Sustainable initiatives implemented Increased savings in energy consumption Reduction in open space maintenance post event activities
<b>Waste management</b>				
5.13	A place exhibiting sustainable waste management practices	<ul style="list-style-type: none"> <li>A place that maximises the diversion of waste away from landfill</li> </ul>	Ongoing implementation and support of best practice waste management activities	Minimised waste measured against contract KPI's and audits
<b>6.0 CULTURE AND HERITAGE</b>				
6.1	A place that represents Aboriginal people and living culture	<ul style="list-style-type: none"> <li>To identify and interpret Aboriginal cultural heritage values of the local area</li> </ul>	Consult with Aboriginal people on how to interpret and integrate cultural heritage values in ongoing planning of improvements	Consultation completed Implementation of processes
6.2	A place which is a conservatory of natural and cultural heritage	<ul style="list-style-type: none"> <li>To appropriately manage and conserve elements of heritage significance</li> <li>To guide management and design decision making to achieve optimum heritage management outcomes</li> </ul>	Preparation and ongoing implementation of supporting documentation to guide the maintenance of sensitive and significant heritage assets or fabric	Completed supporting documentation
6.3	A place that provides the community access to cultural expression and awareness through arts and culture	<ul style="list-style-type: none"> <li>To provide a canvas for public art and artistic and creative expression that is sustainable in the context of existing character and use</li> </ul>	Monitor existing art pieces for their ongoing role and fit within the park Conserve and manage in accordance with asset management plan	Maintain records of public comments in relation to appropriateness of public art. Regular review of register to guide future directions Measured against contract KPIs Routine surveys, audits and inspections
6.4	A place that connects the community to the city's past and present	<ul style="list-style-type: none"> <li>To enable park users to understand the rich and complex layering of natural and cultural values represented on the site and add to the experience and use of the park</li> </ul>	Develop a cohesive framework that recognises Strategies 6.1-6.3	Adoption of supporting framework
6.5	A place that provides a canvas for arts and culture	<ul style="list-style-type: none"> <li>To facilitate public art in temporary and permanent forms that complements the park setting and adds to the range of experiences provided</li> </ul>	Consider opportunities to implement temporary and permanent art installations, where appropriate	Increased representation of public art in parks
<b>7.0 MANAGEMENT AND MAINTENANCE</b>				
7.1	A place that recognises and addresses its future urban context	<ul style="list-style-type: none"> <li>To improve and manage the parklands to have regard for the built and community context of surrounding suburbs</li> </ul>	Management of the parklands including management of uses and the provision/upgrading of permanent facilities will appropriately consider the influences and needs of adjoining suburbs	Targeted user surveys Maintain records of public comments in relation to parklands. Regularly review of register to guide future directions

## Johnstons Creek Parklands Plan of Management

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
7.2	A place which is clean, well-maintained and carefully managed	<ul style="list-style-type: none"> <li>To provide well-maintained parklands</li> </ul>	Maintenance programs carried out in accordance with City of Sydney Parks Maintenance Technical Specifications	Regular visitation and condition assessments Measured against contract KPI's and audits
7.3	Facilities that continue to service and meet the community's needs	<ul style="list-style-type: none"> <li>To provide well-maintained facilities</li> </ul>	Maintain and renew facilities in accordance with asset management plans	Regular visitation and condition assessments Measured against contract KPI's and audits
7.4	Appropriate leases and licences	<ul style="list-style-type: none"> <li>To ensure that tenure and permitted use arrangements allow the widest possible community access to open space and are orientated to mutually compatible recreational, sporting, community, educational, cultural and social activities</li> </ul>	All future leases and licences to meet the requirements of the Local Government Act 1993, Crown Land Management Act 2016 and Native Title Act 1993	Ongoing review and compliance of leases and licences

# 10. Park category – authorisations

**Table 5. Permissible uses and development activities – Park Category**

**Table 5** outlines the permitted uses and development activities of the areas of the Johnstons Creek Parklands categorised as Park subject to City of Sydney assessment, approvals and booking/hire systems.

This is not an exhaustive list and other non-listed uses and development activities may still be permitted subject to merit and compatibility with the Crown reserve purpose, core objectives and aims of this Plan of Management.

Uses	Development Activities
<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Broadcasts associated with any event, concert or public speech</li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Casual and informal recreation</li> <li>– Catering and coffee carts</li> <li>– Community, cultural, educational and social uses</li> <li>– Concerts and other performances, including both live performances and film (cinema and TV)</li> <li>– Conducting a commercial photography session or filming (as defined in the Local Government Act 1993)</li> <li>– Decorations, displays, exhibitions, fairs, fashion parades, festivals and shows</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Engaging in an appropriate trade or business (e.g. community auctions and similar activities)</li> </ul>	<ul style="list-style-type: none"> <li>– Advertising structures and signage (e.g. banners and signage) that: <ul style="list-style-type: none"> <li>○ relate to approved uses/activities</li> <li>○ are discrete and temporary</li> <li>○ complies with Planning requirements</li> <li>○ are approved by the City of Sydney</li> </ul> </li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Development that facilitates community, cultural, educational, recreational and social activities, including but not limited to: <ul style="list-style-type: none"> <li>○ Adaptive reuse of existing building/structures for a use compatible with the park</li> <li>○ Amenities to facilitate the safety, use and enjoyment of the park (e.g. seating, shade structures, BBQ, picnic tables, toilets, bike rings)</li> <li>○ Ancillary areas to facilitate use and enjoyment by the community (e.g. storage and change rooms, car parks)</li> <li>○ Buildings and structures that facilitate the permissible uses and activities (e.g. grandstands, pavilions, fitness equipment, playgrounds, outdoor courts)</li> <li>○ Community greening</li> <li>○ Improving access including active transport, disability access to facilities, amenity and the visual character of the general community area</li> </ul> </li> </ul>



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Uses	Development Activities
<ul style="list-style-type: none"> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Passive and active recreational activities</li> <li>– Playgroups</li> <li>– Playing a musical instrument, or singing for fee or reward</li> <li>– Public art or other cultural installations</li> <li>– Public speeches, meetings, workshops, seminars and presentations, including educational programs</li> <li>– Publicly accessible ancillary areas (e.g. toilets)</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Social events (e.g. weddings, picnics and community gatherings)</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Storage (e.g. ancillary to use of park)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Venue hire</li> </ul>	<ul style="list-style-type: none"> <li>(e.g. fountains, pathways, lighting, paved areas, hard and soft landscaped areas)</li> <li>– Development that facilitates energy and water efficiencies (e.g. solar lighting and photovoltaic panels, stormwater harvesting and storage, swales, rain gardens, irrigation and reticulation systems)</li> <li>– Environmental management (e.g. remediation and flood mitigation work)</li> <li>– Heritage and cultural interpretation (e.g. memorials and public art)</li> <li>– Markets</li> <li>– Naturalisation works including ongoing management (e.g. wetlands, dredging of salt marsh)</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> </ul>

## Table 6. Express authorisation of tenure – Park Category

The Local Government Act 1993 requires that any lease, licence, short-term use or other estate over community land must be expressly authorised by a Plan of Management. **Table 6** below outlines purposes for which tenure may be granted on community land categorised as Park. Licences and statutory approvals for short-term casual use or occupation for a range of uses may also be granted for the Johnstons Creek Parklands in accordance with Clause 116 of the Local Government (General) Regulation 2021.

Any lease, licence or short-term proposal will be individually assessed and considered, including the community benefit, compatibility with this Plan of Management and the capacity of the area to support the activity. The below is not an exhaustive list and other non-listed purposes may still be permitted subject to merit.

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Type of tenure arrangement	Purpose for which tenure may be granted
<b>Lease (up to 21 years)</b>	Sympathetic, compatible uses may include: <ul style="list-style-type: none"> <li>– Café/kiosk areas, including seating and tables</li> </ul>
<b>Licence (up to 21 years)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Coffee carts</li> <li>– Community, cultural, educational and social uses</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Storage hire (e.g. ancillary to use of park)</li> </ul>
<b>Short-term agreement (12 months or less)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Broadcasts associated with any event, concert or public speech</li> <li>– Casual and informal recreation</li> <li>– Catering and coffee carts</li> <li>– Community, cultural, educational and social uses</li> <li>– Concerts and other performances, including both live performances and film (cinema and TV)</li> <li>– Conducting a commercial photography session or filming (as defined in the Local Government Act 1993)</li> <li>– Decorations, displays, exhibitions, fairs, fashion parades, festivals and shows</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Engaging in an appropriate trade or business (e.g. community auctions and similar activities)</li> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Kiosks</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Playgroups</li> <li>– Playing a musical instrument, or singing for fee or reward</li> <li>– Public art installations</li> <li>– Public speeches, meetings, workshops, seminars and presentations, including educational programs</li> <li>– Signage</li> </ul>

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Type of tenure arrangement	Purpose for which tenure may be granted
	<ul style="list-style-type: none"> <li>– Social events (e.g. weddings, picnics and community gatherings)</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Storage hire (e.g. ancillary to use of park)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Venue hire</li> </ul>
<b>Other estates</b>	<p>This Plan of Management allows City of Sydney to grant ‘an estate’ over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act 1993.</p> <p>Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on community land.</p> <p><b>Note: refer Section 8 for Express authorisation of tenure under this Plan of Management.</b></p>

# 11. Sportsground category - authorisations

**Table 7. Permissible uses and development activities – Sportsground Category**

**Table 7** below outlines the permitted uses and development activities of the areas of the Johnstons Creek Parklands categorised as Sportsground subject to City of Sydney assessment, approvals and booking/hire systems.

This is not an exhaustive list and other non-listed uses and development activities may still be permitted subject to merit and compatibility with the Crown reserve purpose, core objectives and aims of this Plan of Management.

Uses	Development Activities
<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Active recreational and sporting activities consistent with a recreational area or outdoor facility, for example but not limited to: <ul style="list-style-type: none"> <li>○ Oval (cricket, football, rugby, soccer, Australian rules, track and field athletics, hockey, baseball, softball)</li> <li>○ Skate facilities (skateboarding, scootering, roller skating/blading)</li> </ul> </li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Ancillary ceremonies (e.g. rehearsal of opening and closing ceremonies, cheer squads)</li> <li>– Broadcasting of sporting fixtures</li> <li>– Casual or informal recreation</li> <li>– Community, cultural, educational and social uses (e.g. events, gatherings and public meetings)</li> <li>– Conducting a commercial photography session or filming (as defined in the Local Government Act 1993)</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> </ul>	<ul style="list-style-type: none"> <li>– Advertising structures and signage (e.g. banners and signage) that: <ul style="list-style-type: none"> <li>○ relate to approved uses/activities</li> <li>○ are discrete and temporary</li> <li>○ complies with Planning requirements</li> <li>○ are approved by the City of Sydney</li> </ul> </li> <li>– Amenities to facilitate the safety, use and enjoyment of the recreational area or outdoor facility (e.g. seating, shelters, shade structures, drinking fountains)</li> <li>– Development for the purposes of conducting and facilitating organised sport (both amateur and professional)</li> <li>– Development for the purposes of improving access including disability access and facilities, amenity and the visual character of the recreational area or outdoor facility (e.g. landscaping, lighting, paved areas, hard and soft landscaped areas)</li> <li>– Development of outdoor recreational facilities that support the permissible uses and activities (e.g. sports fields, skateparks, courts, goal posts, sight screens and fencing)</li> <li>– Development that facilitates energy and water efficiencies (e.g. solar lighting and photovoltaic panels, water storage vessels, irrigation and water reticulation systems)</li> </ul>

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Uses	Development Activities
<ul style="list-style-type: none"> <li>– Management and operation of recreational facilities</li> <li>– Organised and unstructured sporting activities (including fixtures and events)</li> <li>– Seating embankment for spectators along edge of playing field</li> <li>– Shade structures, storage ancillary to recreational uses, community events or gatherings, and public meetings</li> <li>– Shelters, seating and drinking fountains associated with path around perimeter of playing fields</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (e.g. “guest” events for juniors, gala days, club meetings)</li> <li>– Venue hire</li> </ul>	<ul style="list-style-type: none"> <li>– Environmental management (e.g. remediation and flood mitigation work)</li> <li>– Promotion of organised and unstructured recreation activities</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> </ul>

### Table 8. Express authorisation of tenure – Sportsground Category

The Local Government Act 1993 requires that any lease, licence, short-term use or other estate over community land must be expressly authorised by a Plan of Management. **Table 8** outlines purposes for which tenure may be granted on community land categorised as Sportsground. Licences and approvals for short-term casual use or occupation for a range of uses may also be granted for the Johnstons Creek Parklands in accordance with Clause 116 of the Local Government (General) Regulation 2021.

Any lease, licence or short-term proposal will be individually assessed and considered, including the community benefit, compatibility with this Plan of Management and the capacity of the area to support the activity. The below is not an exhaustive list and other non-listed purposes may still be permitted subject to merit.



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Type of tenure arrangement	Purpose for which tenure may be granted
<b>Licence (up to 21 years)</b>	<p>Sympathetic, compatible uses may include:</p> <ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Management and operation of recreational area or outdoor facility</li> </ul>
<b>Short-term agreement (12 months or less)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Active recreational and sporting activities</li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Ancillary ceremonies (e.g. rehearsal of opening and closing ceremonies, cheer squads, etc.)</li> <li>– Broadcasting or filming of sporting fixtures</li> <li>– Casual or informal recreation</li> <li>– Community, cultural, educational and social uses (e.g. events, gatherings and public meetings)</li> <li>– Conducting a commercial photography session or filming (as defined in the Local Government Act 1993)</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Organised and unstructured sporting activities (including fixtures and events)</li> <li>– Seasonal, one-off, and irregular sporting competitions and training</li> <li>– Signage</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Uses reasonably associated with the promotion or enhancement of sporting groups, fixtures and events (e.g. “guest” events for juniors, gala days, club meetings)</li> <li>– Venue hire</li> </ul>
<b>Other estates</b>	<p>This Plan of Management allows the City of Sydney to grant ‘an estate’ over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act 1993.</p> <p>Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on community land.</p> <p><b>Note: refer Section 8 for Express authorisation of tenure under this Plan of Management.</b></p>

# 12. General Community Use category - authorisations

## Table 9. Permissible uses and development activities – General Community Use Category

**Table 9** outlines the permitted uses and development activities of the areas of the Johnstons Creek Parklands categorised as General Community Use subject to City of Sydney assessment, approvals and booking/hire systems.

This is not an exhaustive list and other non-listed uses and development activities may still be permitted subject to merit and compatibility with the Crown reserve purpose, core objectives and aims of this Plan of Management.

Uses	Development Activities
<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Broadcasts associated with any event, concert, or public speech</li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Catering and coffee carts</li> <li>– Centre-based education and care (e.g. long day care, pre-school, occasional care and outside school hours care)</li> <li>– Community, cultural, educational and social uses</li> <li>– Commercial uses ancillary to community and indoor recreational facilities (e.g. sale or hire of recreational equipment, sports tuition, health-related services)</li> <li>– Concerts and other performances, including both live performances and film (cinema and TV)</li> <li>– Conducting a commercial photography session and filming (as defined in the Local Government Act 1993)</li> </ul>	<ul style="list-style-type: none"> <li>– Advertising structures and signage (e.g. banners and signage) that: <ul style="list-style-type: none"> <li>○ relate to approved uses/activities</li> <li>○ are discrete and temporary</li> <li>○ complies with Planning requirements</li> <li>○ are approved by the City of Sydney</li> </ul> </li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Development that facilitates community, cultural, educational, recreational and social activities, including but not limited to: <ul style="list-style-type: none"> <li>○ Amenities that facilitate the safety, use and enjoyment of the facility (e.g. kitchens and toilets)</li> <li>○ Buildings and structures that facilitate the permissible uses and activities</li> <li>○ Community greening</li> <li>○ Improving access including disability access to facilities, amenity and the visual character of the general community area (e.g. fountains, pathways, lighting, paved areas, hard and soft landscaped areas)</li> <li>○ Provision of ancillary areas to facilitate use and enjoyment by the community (e.g. storage, waste rooms and change rooms/showers)</li> </ul> </li> </ul>

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Uses	Development Activities
<ul style="list-style-type: none"> <li>– Decorations, displays, exhibitions, fairs, fashion parades, festivals and shows</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Engaging in an appropriate trade or business (e.g. community auctions and similar activities)</li> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Management and operation of community and recreational facilities</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Playgroups</li> <li>– Playing a musical instrument, or singing for fee or reward</li> <li>– Public art or other cultural installations</li> <li>– Public speeches, meetings, workshops, seminars and presentations, including educational programs</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Social events (e.g. weddings and community gatherings)</li> <li>– Storage hire (e.g. ancillary to use of community or recreational facility)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Venue for hire</li> </ul>	<ul style="list-style-type: none"> <li>– Development that facilitates energy and water efficiencies (e.g. solar lighting and photovoltaic panels, stormwater harvesting and storage, irrigation and reticulation systems)</li> <li>– Environmental management (e.g. remediation and flood mitigation work)</li> <li>– Heritage and cultural interpretation (e.g. memorials and public art)</li> <li>– Markets</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> </ul>

## Table 10. Express authorisation of tenure – General Community Use Category

The Local Government Act 1993 requires that any lease, licence, short-term use or other estate over community land must be expressly authorised by a Plan of Management. **Table 10** outlines purposes for which tenure may be granted on community land categorised as General Community Use. Licences and approvals for short-term casual use or occupation for a range of uses may also be granted for the Johnstons Creek Parklands in accordance with Clause 116 of the Local Government (General) Regulation 2021.

Any lease, licence or short-term proposal will be individually assessed and considered, including the community benefit, compatibility with this Plan of Management and the capacity of the area to support the activity. The below is not an exhaustive list and other non-listed purposes may still be permitted subject to merit.

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Type of tenure arrangement	Purpose for which tenure may be granted
<b>Lease (up to 21 years)</b>	<p>Sympathetic, compatible uses may include but are not limited to:</p> <ul style="list-style-type: none"> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Centre-based education and care</li> </ul>
<b>Licence (up to 21 years)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Centre-based education and care</li> <li>– Community, cultural, educational and social uses</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Storage hire (e.g. ancillary to community or recreational use)</li> </ul>
<b>Short-term agreement (12 months or less)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Active and passive recreational activities</li> <li>– Advertising consistent with Crown reserve purpose (e.g. banners and signage)</li> <li>– Broadcasts associated with any event, concert, or public speech</li> <li>– Catering and coffee carts</li> <li>– Community, cultural, educational and social uses</li> <li>– Concerts and other performances, including both live performances and film (cinema and TV)</li> <li>– Conducting a commercial photography session and filming (as defined in the Local Government Act 1993)</li> <li>– Decorations, displays, exhibitions, fairs, fashion parades, festivals and shows</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Engaging in an appropriate trade or business (e.g. community auctions and similar activities)</li> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Kiosks</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Playgroups</li> <li>– Playing a musical instrument, or singing for fee or reward</li> <li>– Public art or other cultural installations</li> <li>– Public speeches, meetings, workshops, seminars and presentations, including educational programs</li> </ul>

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Type of tenure arrangement	Purpose for which tenure may be granted
	<ul style="list-style-type: none"> <li>– Seasonal, one-off, and irregular sporting competitions and training</li> <li>– Signage</li> <li>– Social events (e.g. weddings and community gatherings)</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Storage hire (e.g. ancillary to use of community or recreational facility)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Venue hire</li> </ul>
<b>Other estates</b>	<p>This Plan of Management allows the City of Sydney to grant ‘an estate’ over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act 1993.</p> <p>Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on community land.</p> <p><b>Note: refer Section 8 for Express authorisation of tenure under this Plan of Management.</b></p>



# 13. Appendices

## Glossary of terms

Term	Definition
Categorisation	<p>This informs the category for the specified land under the Local Government Act 1993</p> <p>Confined to Park, Sportsground and General Community Use</p>
Community Greening	Community participation in activities, initiatives and programs that promote education and awareness on greening and the environment
Community Land	Classification of land under the Local Government Act 1993 requiring a Plan of Management
Council Crown Land Manager	City of Sydney's appointed position under the Crown Land Management Act 2016
Crown Land	Land owned by the State of New South Wales
Crown Reserve	Crown land that has been dedicated or reserved in accordance with legislation
Outreach Services	<p>Voluntary and Professional Services - a service, group or program that provides food and material support, social contact, clinical outreach, and critical care to people who are homeless as well as other disadvantaged groups</p> <p>Mobile voluntary services are not provided from a building or other fixed place but are provided from vehicles or general 'pop up' infrastructure within an outdoor public space</p>
Temporary Structure	<p>Is not designed, installed or constructed to be permanent; and</p> <ul style="list-style-type: none"><li>• Is erected on public land to facilitate demolition, excavation, construction, or maintenance work; and site safety/security fencing, scaffolding, cantilevered work platforms and other constructed-related temporary structures; or</li><li>• Is erected on public land to facilitate events activities and involves the installation of stages, platforms, tents, marquees, booths, and other events-related temporary structures.</li></ul>
Tenure	The authorisation upon which land or buildings are occupied, e.g. lease, licence, short-term agreement or easement

## References

- Open Space, Sports and Recreation Needs Study, City of Sydney 2016
- Johnstons Creek Parklands Master Plan, City of Sydney 2013
- Johnstons Creek - Aboriginal Archaeological and Cultural Heritage Report (Shared Pathway Project), City of Sydney 2011
- Federal Park 1 and The Crescent Archaeological Assessment, City of Sydney 2016
- Glebe Railway Viaduct Statement of Heritage Impact Parts 1 and 2, City of Sydney 2016
- Johnstons Creek - Glebe Foreshore - Heritage Impact Statement, City of Sydney
- Crown Reserves Plan of Management Engagement Report, City of Sydney 2021

Refer also to policies and strategies review in this Appendix.

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## City of Sydney Policy framework

The City of Sydney has developed an extensive range of policies which provide guidance for decision-making. The policies that have informed the preparation of this Plan of Management have been referenced in the table below.

Policy Name
A City for All – Social Sustainability Policy 2016
Asset Management Policy 2016
Busking and Aboriginal and Torres Strait Islander Cultural Practice Policy 2019
Community Gardens Policy 2016
Companion Animals Policy
Environmental Sustainability Policy 2021
Inclusive and Accessible Public Domain Policy 2019
Markets Policy 2019
Mobile Voluntary Services Policy 2020
Naming Policy 2018
Outdoor Dining Policy 2016
Public Art Policy 2016
Tree Management Policy 2013

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## City of Sydney Strategy framework

The City of Sydney has also developed a range of strategies focused on specific issues and open space considerations relevant to planning and management. While strategies are high-level guideline documents and usually carry less influence than policies, they can provide important references for planning and management decision-making for open space. The strategies that have informed the preparation of this Plan of Management have been referenced in the table below.

Strategy Name
A City for All – Community Safety Action Plan 2019-2023
A City for All – Homelessness Action Plan 2020
A City for All – Inclusion (Disability) Action Plan 2017-2021
A City for All – Social Sustainability Policy & Action Plan 2018-2028
A City for All – Youth Action Plan 2017-2027
Adapting for Climate Change 2019
Asset Management Plan 2020
City Centre Public Art Plan 2013
City Plan 2036 – Local Strategic Planning Statement 2020
Climate Emergency Response 2020
Creative City – Cultural Policy and Action Plan 2014-2024
Cycling Strategy and Action Plan 2018-2030
Decentralised Water Master Plan 2012-2030
Energy Efficiency Master Plan 2015-2030
Environmental Strategy 2021-2025
Greening Sydney Strategy 2020-2030
Innovate Reconciliation Action Plan 2015-2017

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Strategy Name
Leave Nothing to Waste – Waste Strategy and Action Plan 2017-2030
Open Sydney – Future Directions for Sydney at Night Strategy and Action Plan 2013-2030
Park Fitness Equipment Plan 2015
Parks Water Saving Action Plan 2012
Public Art Strategy 2011
Public Toilet Strategy 2014
Stretch Reconciliation Action Plan 2020-2023
Sustainable Sydney 2030 Community Strategic Plan 2017-2021
Urban Ecology Strategic Action Plan 2014
Urban Forest Strategy 2013
Walking Strategy and Action Plan 2015-2030
Wayfinding Strategy Report 2012

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