

Key Community Infrastructure:

Local parks

Local sporting facilities

“park” has the same meaning as in the *Local Government Act* and, in relation to land, means an area of open space used for recreation, not being bushland.

3.0 Overview of Parkland in Ku-ring-gai

Ku-ring-gai is characterised by a bushland setting reflected by the proximity of the three peripheral National Parks: Ku-ring-gai Chase National Park, Garigal National Park⁹⁵ and Lane Cove National Park. These natural areas are concentrated in the catchments of the Lane Cove River, Middle Harbour and Cowan Creek contain a high diversity of native flora and fauna including endangered ecological communities and threatened species.

Council's developed open space consists of three (3) golf courses, seventy-one (71) tennis courts in nineteen (19) locations, an outdoor pool complex at West Pymble, forty-six (46) local sports grounds of varying sizes and facilities which are typically located on the outskirts of the urban area often adjoining, or even within, the bushland and national parks, St Ives Showground and one hundred and seventy nine (179) local parks and public gardens.⁹⁶

There are few parks that could be considered district parks – Bicentennial Park in West Pymble and St Ives Village Green being the only real candidates – and none that do not also act as a local park for their immediate community.

This Contributions Plan does not seek to expand or replicate the provision of any national park or natural bushland, St Ives Showground or specialised parkland areas like the Ku-ring-gai Wildflower Garden. It does not seek to acquire riparian corridors. It does not seek to replicate or expand regional or semi-private open space such as the golf courses.

This Contributions Plan seeks only to maintain a reasonable proportion of the current per capita provision of local open space and public gardens. Although it seeks to embellish some existing land holdings as additional sports grounds and sports facilities, it does not seek to acquire additional land for these facilities. As such, the amount of open space per capita sought by this Contributions Plan has been significantly circumscribed below the current rate of provision of local parks in order to support a reasonable contributions rate.

Attempting to maintain the per capita provision of local open space is important because of geographic nexus. New development in Ku-ring-gai is largely concentrated in or near town centres along the Pacific Highway, St Ives being the only exception. The majority of existing local parks are concentrated around the periphery of the LGA adjoining bushland reserves or in the suburban areas that developed after WWII. They do not provide a local facility for the older commercial and adjoining residential areas where development is actually expected to be concentrated.

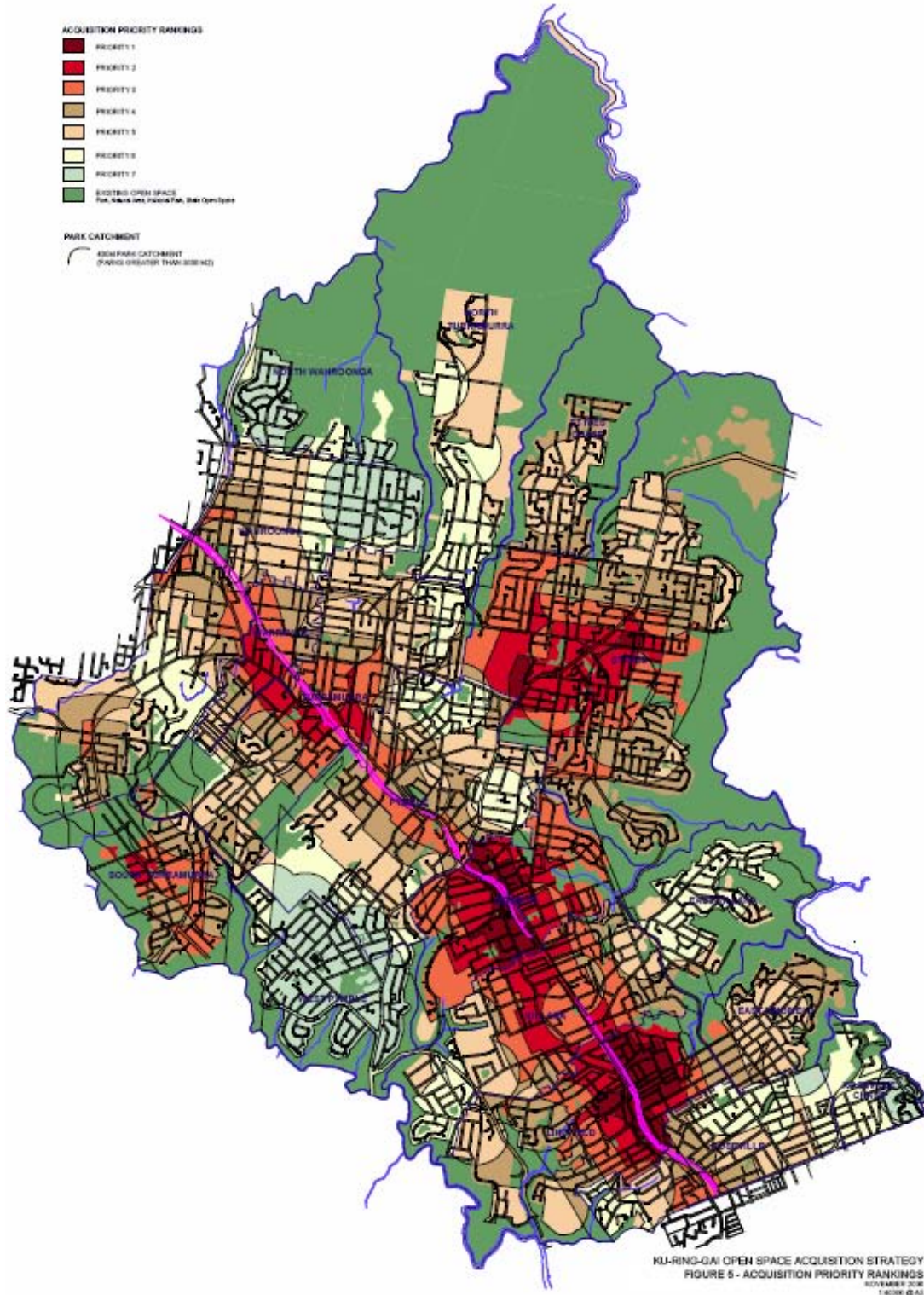
This distribution of local open space is most graphically demonstrated by the priority acquisition map from Ku-ring-gai Council's adopted *Open Space Acquisition Strategy* featured overleaf. Areas of dark red, red and orange indicate Priority 1, 2 and 3 areas which are currently poorly provided for, determined by key criteria including the size, accessibility and useability of any existing parks and reserves relative to the size of the present and future population, current and likely future rate of population growth.

⁹⁵ Garigal National Park is actually classified as local bushland as distinct from a national park in City of Cities (the Metro Strategy); Page 233.

⁹⁶ Data is derived from Ku-ring-gai Council's GIS based Land Management Units (LMUs) based on classifications under the Local Government Act.

The map below clearly demonstrates that the areas identified for concentrated population growth are the least well-served by local open space and most in need of further provision.

Figure 3.1 Priority Open Space Acquisition Map – Open Space Acquisition Strategy



Ku-ring-gai Council's adopted *Open Space Acquisition Strategy 2006* supports and guides the process of identifying and acquiring new open space in Ku-ring-gai. It identifies priorities and sets down principles for the assessment and acquisition of new parks.

3.1 Aims and Objectives

The aims and objectives of Ku-ring-gai's acquisition of land for new parks and embellishment of new and existing parks are as follows:

- To establish in this Contributions Plan the causal nexus between new development and the demand for additional open space;
- To establish in this Contributions Plan the causal nexus between new development and the demand for the embellishment of existing open space;
- To facilitate the assessment and acquisition of additional appropriate open space as efficiently as possible;
- To ensure provision of strategically located open space on a rolling programme of acquisition that meets the geographic and temporal nexus requirements of development contributions under the *Environmental Planning and Assessment Act, 1979*;
- To facilitate a balance between targeted land zoned RE1 Open Space Acquisition and land which is not specifically zoned but is flagged as capable of fulfilling key criteria, with a view to achieving both temporal and geographic nexus; and
- To plan and schedule embellishment of new and existing parks to cater for additional demand.

3.2 Nexus Overview

The works programme embraced by the terms: local parks and local sporting facilities, is essential to maintain the amenity of the local environment within Ku-ring-gai notwithstanding a considerable intensification of development in the area especially around the town centres but also incremental growth throughout the Local Government Area including some key large sites.

It is unreasonable to expect the existing population to suffer a significant progressive and cumulative reduction in access to parks and recreation facilities – and the urban amenity that results – as a result of significant population growth related to increased housing and housing choice through development. It is essential that new development provides for its fair share of new local parkland on a pro rata per capita basis.

Nexus for the provision of parks and civic spaces is further supported by the NSW State Government in acknowledging the impact of both population growth and demographic change: "Population growth and demographic change will continue to create new demands for parks, public places and cultural facilities in the subregion."⁹⁷

The consequential need for additional works is supported in the Key Directions under the North Subregion: Draft Subregional Strategy: "Key Directions: Ensure equitable access to parks and public places for all residents in the subregion."⁹⁸

3.3 Current Open Space Provision

The following sections outline the current level of provision of open space of all types and analyse the specific provision of local parks and public gardens in the Ku-ring-gai Local Government Area.

⁹⁷ North Subregion: Draft Subregional Strategy Page 92

⁹⁸ North Subregion: Draft Subregional Strategy Page 90

3.3.1 Total Open Space Provision in Ku-ring-gai

Approximately 20% of the Ku-ring-gai Local Government Area is covered by the three National Parks that form its natural boundaries to the north, east and west: Ku-ring-gai Chase National Park, Garigal National Park and Lane Cove National Park. These National Parks do not stop abruptly at the urban edge but lead into spines of natural areas following a myriad of natural creek beds and forming key wildlife corridors.

These natural areas that circle the Local Government Area constitute the majority of Ku-ring-gai's greenspace, accounting for 1,142 hectares or nearly 80% of the total greenspace. While these areas are a valuable resource, they do not fulfil the role of local open space nor are located within easy walking distance of the central road and rail spines which dissect the area and around which urban redevelopment is being concentrated.

The table below illustrates the nature of open space in Ku-ring-gai. From this table it can be clearly seen that local parks, public gardens and local sporting reserves make up just 13.8% of all types of open space in the Local Government Area.

Figure 3.2: Total Open Space in Ku-ring-gai

Category	Area in Metres ²	Area in Hectares	% of Total	Metres ² Per Capita
Urban Parks (169) ⁹⁹	614,143.6m ²	61.4ha	4.3%	6.2m ²
Public Gardens (10)	58,661.8m ²	5.9ha	0.4%	0.6m ²
Subtotal Local Parks (179)	672,805.3m²	67.3ha	4.7%	6.8m²
Sports Reserves (46)	1,207,411.2m ²	120.7ha	8.4%	12.1m ²
Tennis Courts (19)	65,469.7m ²	6.5ha	0.5%	0.7m ²
Bowling Clubs (4)	44,347.6m ²	4.4ha	0.3%	0.4m ²
Subtotal Sporting Reserves (69)¹⁰⁰	1,317,228.4m²	131.7ha	9.1%	13.2m²
Sub-total Local Parks and Sporting Reserves (248)	1,990,033.8m²	199.0ha	13.8%	20.0m²
Golf Courses & Precincts (3)	692,962.5m ²	69.3ha	4.8%	7.0m ²
Natural Areas (136)	11,422,833.7m ²	1142.3ha	79.1%	114.9m ²
Community Nursery St Ives (1)	42,424.0m ²	4.2ha	0.3%	0.4m ²
Ku-ring-gai Wildflower Garden Education Centre Precinct ¹⁰¹ (1)	41,510.1m ²	4.2ha	0.3%	0.4m ²
St Ives Showground (1)	252,205.1m ²	25.2ha	1.7%	2.5m ²
West Pymble Swimming Pool (1)	8,531.5m ²	0.9ha	0.1%	0.1m ²
Subtotal District & Other Open Space (143)	12,460,466.8m²	1246.0ha	86.3%	125.3m²
Total	14,450,500.6m²	1445.1ha	100.0%	145.3m²

⁹⁹ Figure includes areas of land recently purchased for new parks from past contributions and awaiting development as parkland.

¹⁰⁰ Local Sports Reserves are classified according to their categorisation in the GIS as at 2008. A few areas have changed classification since past recreational studies.

¹⁰¹ Ku-ring-gai Wildflower Garden is 123 hectares in total however Council's Land Management System categorises the area outside the Education Centre Precinct as a Natural Area called Ku-ring-gai Creek Reserve. Ku-ring-gai Creek Reserve also includes the natural areas surrounding St Ives Showground and the Community Nursery at St Ives. This explains the apparent discrepancy between these figures from the GIS system and the figures in various Management Plans for these facilities (which include portions of the adjoining natural reserve). Note: All figures in this table were sourced from the Geographic Information System and are mutually exclusive. As such any remaining area of the Wildflower Garden, St Ives Showground and the Nursery is counted in the Natural Areas category.

The above table clearly establishes that Ku-ring-gai Local Government Area has just less than 200 hectares in freely accessible local parks, public gardens and local sporting facilities. Council also has a number of specific purpose district facilities including St Ives Showground, Ku-ring-gai Wildflower Garden, the community nursery and West Pymble open air swimming pool as well as some semi-private open space in the form of golf courses which are not included in this figure.

3.3.2 Local Parkland Distribution in Ku-ring-gai

The distribution of local parks by street address appears to vary widely across the suburbs in the Local Government area. While the table below is provided for illustration, in fact many of the formal suburb boundaries¹⁰² encompass quite linear areas which are often bisected by the Pacific Highway and main north railway line. This means that the population is often better served by local parkland that is geographically closer and more accessible but technically in an adjoining suburb. Because of this configuration, it is much more logical to analyse the distribution of open space on a north-south basis and to consider the provision of parks within the Local Government Area as a total entity.

Figure 3.3: Local Urban Parks and Public Gardens

Suburb	Square Metres	2006 ¹⁰³ Population	Per Capita
Wahroonga	54,750.97	11,132	4.92m ²
North Wahroonga	1,906.62	2,017	0.95m ²
Warrawee	3,561.21	2,394	1.49m ²
North Turramurra	31,906.06	3,996	7.98m ²
Turramurra	59,656.71	10,978	5.43m ²
South Turramurra	32,842.70	2,847	11.54m ²
West Pymble ¹⁰⁴	103,479.39	4,834	21.41m ²
Pymble	69,741.71	9,487	7.35m ²
St Ives	87,420.96	13,806	6.33m ²
St Ives Chase	20,280.93	3,001	6.76m ²
Total North	465,547.26	64,492	7.22m²
Gordon	16,245.62	5,228	3.11m ²
Killara	90,516.58	7,360	12.30m ²
East Killara	4,820.90	2,791	1.73m ²
Lindfield	33,176.70	7,986	4.15m ²
East Lindfield	16,867.48	3,441	4.90m ²
Roseville & Chase	45,630.83	8,092	5.64m ²
Total South	207,258.12	34,898	5.94m²
Total Ku-ring-gai	672,805.38	99,390	6.77m²
Total Ku-ring-gai < Bicentennial Park	613,805.38	99,390	6.17m²

¹⁰² For an illustration, refer back to the suburb map in the demography section at the start of Part C: Strategy Plans.

¹⁰³ These figures are the Place of Enumeration Count from the 2006 census rather than the Estimated Resident Population because figures for individual suburbs were required for this table and the Estimated Resident Population is only published to Statistical Local Government Area level.

¹⁰⁴ The amount of open space in West Pymble and, consequently, in the Northern half of the Local Government Area is affected by the only district park over 2.5ha in Ku-ring-gai, Bicentennial Park, which is 5.9ha.

Figure 3.4: Local Parks and the Estimated Resident Population

Suburb	Square Metres	2006 Estimated Resident Population ¹⁰⁵	Per Capita
Total Ku-ring-gai	672,805.38	105,103	6.40m ²
Total Ku-ring-gai < Bicentennial Park	613,805.38	105,103	5.84m ²

Local parks and public gardens range in size from tiny pocket parks barely 200m² in area to the arguably district level Bicentennial Park which is 5.9ha in area. Bicentennial Park is the only park in Ku-ring-gai larger than 2.5ha which is performing a district level function, as distinct from the sports reserves discussed overleaf which are already excluded from the assessment of walkable local open space provision above.

Of the 169 local parks in Ku-ring-gai, more than half are less than 2,000m² in size and 93% are less than one hectare. In its provision of additional open space, Ku-ring-gai is looking at expanding existing smaller parks to provide for a larger range of uses as well as acquiring new parks of varying sizes.

By deleting the only arguably district level park being the 5.9ha Bicentennial Park from the West Pymble figures the per capita rate of local open space for West Pymble is reduced to 9.09m² per capita, the Total North figure is reduced to 6.3m² per capita and the total Ku-ring-gai figure is reduced to 6.17m² per capita. When applied to the Estimated Resident Population, this figure falls to 5.84m² per capita of local open space. It is this figure which is utilised to assess current per capita rates of small scale local open space currently and into the future in Ku-ring-gai.

3.3.3 Local Parks and the Ku-ring-gai Town Centres

As discussed in the overview **2.0 Ku-ring-gai in Profile** at the start of **Part C: Strategy Plans**, it is a function of the development history of Ku-ring-gai that a significant proportion of the existing local parkland tends to be located in the outer suburban areas of the Local Government Area having been created and situated during the subdivision phases of post-war and 1970s development.

These local parks, while continuing to perform an important role, are not ideally positioned to cater for the concentrated population growth in and around the town centres along the railway line, Pacific Highway and Mona Vale Road. Acquisition of better located additional local parkland within reasonable, walkable distances is required to meet this additional demand.

Only two of the town centres currently have a good sized community park of around two hectares (including tennis courts) in the immediate vicinity of the town centre being Pymble (Robert Pymble Park) and St Ives (St Ives Village Green). Both are so located that they primarily serve only that part of the town centre located on the same side of the road/railway line.

- St Ives Village Green is located on the opposite side of Mona Vale Road to the areas where much of the development in St Ives is taking place and is physically

¹⁰⁵ This figure is the Estimated Resident Population from the 2006 census. This figure is only available for the whole of Ku-ring-gai rather than by individual suburbs or sub-regions within the area. This figure is issued by the Australian Bureau of Statistics and is subject to back-casting until after the release of the 2011 census. It is possible, therefore, that this figure may change.

separated from most of the residential development by St Ives Shopping Village with the exception only of its eastern edge (Memorial Avenue).

- Robert Pymble Park is located on the eastern edge of the Pymble Town Centre and separated by both the road and the railway line from all but a small proportion of the key development area.

While the value of these larger local parks is not in question, the assessed capacity for them to absorb the significant intensification of usage that would result in the absence of alternative spaces is considered unsustainable.

3.3.4 Local sportsfields in Ku-ring-gai

The table below illustrates the total area in Ku-ring-gai that is designated as local sportsfields in Ku-ring-gai. It should be noted that the gross figures are not precisely indicative of the area of land dedicated to sportsfields because the nature of the Land Management Units results in the inclusion of substantial areas that are not directly utilised for sportsfields such as extensive curtilages beyond spectator areas such as picnic areas and playgrounds. The figures also include the North Turramurra Recreation Area which, although not yet developed as sportsfields, is designated in Council's Land Management System as a sports reserve, reflective of council's intentions. The actual development of this area into a working sportsfield is incorporated into this Contributions Plan. More detail on the actual provision of fields for active recreation is included in the **3.21 Local Sporting Facilities – Sportsfields and Ovals**. This section also provides further detail on the works specifically proposed for the North Turramurra Recreation Area.

Figure 3.5: Local Sports Reserves¹⁰⁶

Suburb	Square Metres	2006 Population	Per Capita
Wahroonga	82,497.31	11,132	7.41
North Wahroonga	117,183.66	2,017	58.10
Warrawee	0.00	2,394	0.00
North Turramurra	81,744.27	3,996	20.46
Turramurra	110,190.54	10,978	10.04
South Turramurra	82,872.23	2,847	29.11
West Pymble	53,361.12	4,834	11.04
Pymble	38,239.23	9,487	4.03
St Ives	181,705.38	13,806	13.16
St Ives Chase	26,200.25	3,001	8.73
Total North	773,993.99	64,492	12.00
Gordon	29,601.24	5,228	5.66
Killara	65,581.13	7,360	8.91
East Killara	76,826.52	2,791	27.53
Lindfield	178,470.39	7,986	22.35
East Lindfield	60,331.13	3,441	17.53
Roseville & Chase	66,954.37	8,092	8.27
Total South	477,764.78	34,898	13.69
Total Ku-ring-gai	1,251,758.77¹⁰⁷	99,390	12.59

¹⁰⁶ Includes all land classified as Sports Reserve in the Land Management Units but excludes land classified as Courts in the Land Management Units. Note: The area of land designated as sports reserve in the Land Management Units does not reflect the area of land dedicated to the oval or sportsfield but rather the presence of a sportsfield as a key land-use within that park.

¹⁰⁷ Note that the total figures include bowling clubs so are not directly comparable to the figures in Figure 3.2.

The table on the preceding page illustrates a rather random location pattern for local sportsfields with considerable variation in the per capita provision of sportsfields in certain areas. This is not considered a critical issue as sportsfields are generally quite distinct from local, neighbourhood open space in their key function. Generally people are prepared to travel to sportsfields for team matches and practice matches. It is inevitable for match play that at least one team will come from another home ground.

It is again emphasised that, in this Contributions Plan, Ku-ring-gai Council is not seeking to acquire additional land specifically for facilities such as tennis courts, netball courts, bowling greens and sportsfields. Where a demand is demonstrated for additional facilities on existing council land or newly acquired open space, embellishment budgets may be used to augment these facilities.

3.4 Causal Nexus for New Local Parks

The residents of higher density development have higher needs for access to local small-scale public open space due to more limited access to large private areas of open space.

Public space is particularly important to those who have limited private open space by providing opportunities for dog walking, social interaction, picnic tables and BBQs, children's playground equipment and informal gatherings, off-road cycling, fitness circuits and tai chi and the like.

Ku-ring-gai Council undertook as part of the *Community Facilities Strategy*, a survey of new residents which revealed that approximately 60% of the residents of new units came from another address in Ku-ring-gai and many of these are retirees down-sizing from a dwelling with a large garden.

Currently, there are relatively fewer local open space assets located within walking distance of the town centres to cater for this additional demand. Concentrating demand on the few existing local parks would impact on the quality of these spaces and result in a diminution of access to this open space for existing as well as future residents. This is inequitable and also impacts on the quality of the public domain which supports quality development.

It has been well established in case law¹⁰⁸ that seeking to maintain baseline rates of provision of local open space parkland within the Local Government Area is a reasonable approach.

3.5 Causal Nexus for New Town Centre Local Parks as Civic Spaces

Town Centres Local Parks, both village greens and the paved civic spaces located within the commercial areas of the town centres, are primarily more formal, structured, local open space areas. These spaces are a key community focal point for both informal gatherings and formal events. They are an important component of community building and sense of place in recently developed or intensified urban centres. By encouraging people to come to the public area of the centre for both social interaction and for shopping, vibrant centres are created which support the quality of the urban environment.

¹⁰⁸ Revay and Scott v Woollahra Council; and cited in many subsequent cases.

It is a function of the high-density urban nature of the new development concentrated around the town centres along the railway line, the Pacific Highway and Mona Vale Road, that part of the demand for local parks will be satisfied by the provision of paved civic spaces in addition to, and complementary to, urban green spaces on the fringes of the town centres. The concentration of new residents in such highly urban settings as the town centres will place intense pressure on the very few such places that presently exist.

The provision of civic spaces is considered to be a component of the per capita provision of open space parkland. The form of embellishment with a greater proportion of formal seating and hard surface areas is simply a function of the provision of a more urban-type park for an urban setting. This design of park is typical of a developed urban area.

The relatively few existing local parks in the vicinity of the town centres are recognised to have a key supporting role otherwise minimising the need for further costly land acquisition. These spaces have also been identified and targeted for embellishment where they enable additional civic space to be provided without further land acquisition. These spaces will be more intensively used as a result of the concentration of development in their immediate vicinity.

It is also important to note that some of the needs of the significant youth population can also be met by a well-designed, safe and inclusive public domain which welcomes, rather than discourages, young people to meet and gather in public places such as public squares. As new public spaces are created, it will be important that attention is given to ways in which they can help to meet the social needs of young people. Such provision mitigates the need to provide more space in buildings, which are generally more costly to provide.¹⁰⁹

3.6 Geographic and Temporal Nexus

In 2007, Ku-ring-gai Council adopted its *Open Space Acquisition Strategy*. This detailed document supports and guides the acquisition of open space in such a manner as will meet the causal, geographic and temporal nexus requirements attached to development contributions received under this Contributions Plan and its predecessors.

Acquisitions totalling 10,987.9m² have already commenced expending accumulated contributions for the purposes for which they were required. Properties acquired for open space to date are:

3,465m² of land in Dumaresq Street, Gordon (October 2007)
 689m² of land 23 Duff Street, Turramurra (September 2008)¹¹⁰
 1,046m² of land at Lot 1 Water Street, Wahroonga (July 2008)
 929.5m² of land at 12 Woonona Avenue, Wahroonga (November 2009)
 694.9m² of land at 25 Duff Street, Turramurra (June 2010)
 585.5m² of land at 1 Allen Avenue, Turramurra (exchanged July 2010)
 929m² of land at 56 Stanley Street, St Ives (exchanged July 2010)
 2,649m² of land at 27-31 Bruce Avenue, Killara (exchanged August 2010)

¹⁰⁹ Elton Consulting *Community Facilities Strategy, June 2009*; Page 73

¹¹⁰ This property is expected to be part of a larger park as the three adjoining properties have now also been zoned RE1 for parkland acquisition under *Ku-ring-gai Local Environmental Plan (Town Centres) 2010*.

The detailed design processes and community consultation are due to commence shortly for two of these properties with a view to having these parks publicly available as soon as feasible. Other properties are individually too small to develop into formal parkland immediately however adjoining properties are also zoned RE1 Open Space under the *Ku-ring-gai Local Environmental Plan (Town Centres) 2010*¹¹¹ effectively requiring Council to commence negotiations with the property owners at such time as they may wish to sell. Negotiations with some of the property owners of newly zoned parkland are, at the time of finalising this Contributions Plan post exhibition, well underway.¹¹²

As indicated above, the Local Environmental Plan for the Town Centres includes an additional 15,083.2m² of private land now zoned RE1 for public open space acquisition. This figure does not include existing parks or land currently in Council ownership (including land which Council has already acquired for the purposes of new local parks).

These are key strategic properties, ideally suited for the provision of additional or expanded local open space supporting the majority of development in Ku-ring-gai within a reasonable geographic area. The fact of this zoning places a direct onus on Council to acquire these properties at such time as the owner may wish to make them available. Council is, therefore, highly dependent on continued cash-flow from development contributions to effect this commitment.

The zoning of these more critical parcels of targeted land effectively secures this land as future parkland to the extent that it can be acquired by Council at any time over the life of this Contributions Plan at a time nominated by the owner when, in the ordinary course of events, the owner would normally be considering sale. It cannot, however, be ascertained in advance when this might occur. Accordingly, an alternate approach to land acquisition is also required to ensure geographic and temporal nexus.

In addition to the acquisition identified in the *Ku-ring-gai Local Environmental Plan (Town Centres) 2010*, Ku-ring-gai Council has further developed its *Open Space Acquisition Strategy* to identify additional properties within these and other areas of key interest close to areas which have recently experienced and which continue to experience development such as Lindfield, St Ives, Wahroonga and Killara (the latter two suburbs not being designated town centres). Council is also monitoring the open space associated with other major development sites outside the designated town centres.

A rolling programme of targeted acquisitions – not just zoned but also not specifically zoned until post-acquisition – is considered the best balance to best meet both geographic and temporal nexus in all areas of Ku-ring-gai experiencing development. Accordingly, future open space provision under this Contributions Plan should not be limited to the few critically located areas proposed to be zoned RE1 under the *Ku-ring-gai Local Environmental Plan (Town Centres) 2010*. The ratio of targeted (zoned) to opportunistic new open space acquisition under this Contributions Plan¹¹³ is approximately 60:40.

¹¹¹ *Ku-ring-gai Local Environmental Plan (Town Centres) 2010* was gazetted on 25 May 2010..

¹¹² It should be noted that the present elected Council has expressed a preference for opportunistic - rather than compulsory - acquisition of land for the provision of open space, however Council is still subject to owner-instigated requests for purchase and, in respect of properties zoned open space must be regarded as the only logical purchaser.

¹¹³ Areas nett of designated civic spaces.

3.7 Land Acquisition for New Open Space and New Civic Space

The new open space works programme includes all capital costs associated with delivering a completed new park or civic space for use by the public. This includes land acquisition costs and associated costs such as conveyancing, legal services and stamp duty where applicable. Embellishment costs include the estimated costs of demolition and site clearance, community consultation, earthworks and embellishments including park furniture, lighting, pathways, irrigation and security installations as well as vegetation.

Total Additional Open Space required: 57,882m²

Total Sites Identified by RE1 Zoning: 15,083.2m²

Total Located in the North: 7,449.5m²

Total Located in the South: 7,633.7m²

Total Civic Spaces: 32,375m²

Total (nett) for Future Identification¹¹⁴: 10,424m²

Potential sites for new park location or expansion of existing parks are targeted under the criteria identified in the *Open Space Acquisition Strategy* as part of Ku-ring-gai Council's on-going commitment to a rolling programme of parkland acquisition.

3.8 Land Values for the Acquisition of New Open Space

Ku-ring-gai Council commissioned HillPDA to assess generic land values for residential and commercial land within and in the vicinity of the key suburban centres (including Wahroonga and Killara) and it is on this basis that the open space land acquisition rates have been attributed. It should be noted that it would have been cost-prohibitive and beyond the scope of what is reasonable to individually value each targeted property when actual acquisition could occur any time through to 2031. Land values will be inflated in accordance with the Housing Price Index (HPI) between reviews and by new generic valuations at each review of this Contributions Plan. Properties will be individually valued only at such time as negotiations commence for formal acquisition at which time the unique and individual characteristics of the property will be assessed. Until that site-specific valuation, generic values should be regarded as indicative only for the purpose of deriving a reasonable contribution rate and must not be taken as a valuation of any individual property.

Figure 3.6: Residential and Commercial Land Estimates Acquisition Costs

Area	Generic Improved Land Value (per m ²) ¹¹⁵	Generic Commercial Land Value (per m ²) ¹¹⁶
Roseville	\$2,000	NA
Lindfield	\$2,100	NA
Killara	\$1,800	NA
Gordon	\$1,900	\$7,100

¹¹⁴ Ku-ring-gai Council has a balanced approach to additional open space acquisition with some land zoned RE1 for acquisition for open space and other land to be acquired by opportunistic acquisitions guided by the *Open Space Acquisition Strategy*. This approach facilitates geographic and temporal nexus by giving Council the flexibility to target land in areas of high development activity.

¹¹⁵ Source: Generic Land Valuations prepared for Ku-ring-gai Council February 2009 by HillPDA.

¹¹⁶ Source: Generic Land Valuations prepared for Ku-ring-gai Council February 2009 by HillPDA as amended by additional known recent Commercial Sales in the relevant town centre.

Area	Generic Improved Land Value (per m ²) ¹¹⁵	Generic Commercial Land Value (per m ²) ¹¹⁶
St Ives	\$1,400	NA
Pymble	\$1,500	NA
Turrumurra	\$1,500	\$5,000
Wahroonga	\$1,400	NA
LGA Wide Infill	\$1,691	NA

Note: The cost of land in Ku-ring-gai effectively prohibits the acquisition of sufficient land to maintain current existing pro capita rates of local parkland. The targeting of additional local and civic open space at 2.75m²/capita will minimise the gradual diminution of local parkland per capita but provision will still fall from the present 5.84m²/capita to 5.32m²/capita by 2031. It should be noted that the cost of the land acquisition component of the new open space works programme has already been significantly reduced by the provision of civic spaces as part of site development, on existing council land and/or by utilising street closures and land dedications.

3.9 Properties to be zoned RE1 for Future Open Space Acquisition

The following properties totalling 15,083.2m² in area have been designated for acquisition with an RE1 zoning under the *Ku-ring-gai Local Environmental Plan (Town Centres) 2010* approved by the Ku-ring-gai Planning Panel on 27 May 2009 and gazetted on 25 May 2010. At the time of finalising this Contributions Plan, one property had already been acquired, another was under contract and formal negotiations were proceeding on others. Acquisition of targeted properties will be the subject of extensive formal procedures to ensure a fair result for both the community and the owners of the properties that are subject to rezoning under the Local Environmental Plan.

New Lindfield Park

To be located on the corner of Nelson and Havilah Roads and including eight properties totalling approximately 7,200m² in total area.

26 Nelson Road, Lindfield
 28 Nelson Road, Lindfield
 30 Nelson Road, Lindfield
 32 Nelson Road, Lindfield
 32A Nelson Road, Lindfield
 16 Havilah Road, Lindfield
 12 Havilah Road, Lindfield
 14 Havilah Road, Lindfield

New Town Centre Civic Space in Turrumurra

To be located in the heart of the Commercial Precinct opposite Turrumurra Station on William Street and including four properties approximately 677m² in total area.

4 William Street, Turrumurra
 6 William Street, Turrumurra
 8 William Street, Turrumurra
 10 William Street, Turrumurra

New Local Park in Turramurra

To be located at the corner of Duff Street and Allan Avenue and including four properties approximately 2,660m² in total area.

23 Duff Street, Turramurra (acquired September 2008)
 25 Duff Street, Turramurra (acquired June 2010)
 27 Duff Street, Turramurra
 1 Allan Avenue, Turramurra (under contract July 2010)

Expansion of Putarri Avenue Reserve in St Ives

Putarri Avenue Reserve is a small reserve of 1,949.6m². The incorporation of two additional properties will extend the area by 1,895.4m² creating a more useable local park with three street frontages and a total area of 3,845m².

25 Shinfield Avenue, St Ives
 27 Shinfield Avenue, St Ives

Extension of Bedes Forest in St Ives

Bedes Forest is currently a park of 4,925m² with frontage to Yarrabung Avenue and College Crescent. The extension of this property by 2,902m² will also facilitate access from an additional street frontage.

56 Stanley Street, St Ives (under contract July 2010)
 58 Stanley Street, St Ives
 60 Stanley Street, St Ives

Creation of a Civic Space adjacent to Gordon Station

The plans for the Gordon Town Centre include provision for a civic space adjacent to Gordon Station however the final location may not be confirmed before the final draft of this Contributions Plan. In the event the targeted site becomes unavailable, a comparable site will be targeted by proactive opportunistic acquisition.

1-5 St Johns Avenue, Gordon (or equivalent).¹¹⁷

These properties have been assessed in accordance with the generic values within this Contributions Plan based on land area and the adjoining potential zoning. Commercial properties have been further checked against recent similar sales. Specific land valuations will be undertaken as such time as negotiations commence with the property owner which may be at any time over the life of this Contributions Plan in the individual circumstances of the case.

¹¹⁷ 1-5 St Johns Avenue, Gordon is identified for acquisition as civic open space (RE1) in the *Ku-ring-gai Local Environmental Plan (Town Centres) 2010* and, as a consequence, is included in this Contributions Plan. However, the exhibition draft of the then draft *Ku-ring-gai Development Control Plan (Town Centres) 2009* showed this proposed civic space in an alternate location. This matter is yet to be finally resolved, however, while the proposed location of the Gordon Station civic space may change, Ku-ring-gai Council is still targeting the provision of additional civic space in this vicinity. The situation will be subject to further review in this Contributions Plan.

3.10 Process of land acquisition for new local parks

While it is not impossible that a developer of a large site may acquire some of the targeted land for open space provision and provide either land dedication or a completed park as a partial or full satisfaction of a monetary development contributions, this is not a particularly realistic scenario in a developed area like Ku-ring-gai except in the case of unusually large sites.

Open space land is more likely to be acquired directly by Ku-ring-gai Council as part of an on-going process of implementation through to 2031. As development is expected to occur incrementally over this period of time, not all parks will be immediately required, nor will Council have the necessary cash-flow to acquire all identified or targeted properties ahead of the anticipated demand. This is a long-term rolling works programme.

Accordingly, it is Ku-ring-gai Council's preferred position to enter into negotiation with property owners at such time as the property owner may be interested in selling in the normal course of events. Compulsory acquisition is not Council's preferred position for the acquisition of land for parkland and in December 2008 Council specifically resolved against a policy of compulsory acquisition.

While there is scope to contemplate a pro-active approach to a property owner in the case of an amalgamated site where only the final out of several sites remains to be acquired, that case would be considered on its individual merits at that point in time including, in particular, the impact on the owner of the property. In this respect, Ku-ring-gai Council's adopted *Acquisition and Divestment of Land Policy (September 2009)* reads as follows:

7.3 Council's preferred position is not to acquire land through compulsory acquisition. However, Council has an obligation to provide services to the community and if required Council MAY consider utilising its powers under the Local Government Act 1993 in respect of "compulsory acquisition".

It should be noted that temporal and geographic nexus will still be maintained by the combination of both zoned and opportunistic acquisitions of land for open space in the rolling works programme. Opportunistic acquisitions will be triggered depending on the location and rate of new development as well as an opportunity provided by a property going to market. Potential new parks not zoned RE1 will be assessed in accordance with the *Open Space Acquisition Strategy 2006*. Ku-ring-gai Council will continue to actively monitor its open space acquisition programme.

3.11 Innovative avenues for the provision of new local parks

In an established area such as Ku-ring-gai, there may be circumstances where the purchase of land currently occupied by existing development may not be the most cost-effective means of providing all new parks and civic spaces.

Preliminary investigations¹¹⁸ in respect of the Lord Street car park in Roseville indicated that the indicative cost of undergrounding the existing car park and establishing a new park on top (inclusive of the additional costs of the weight-bearing structure, waterproofing, soil depth and the drainage works inevitably required) was

¹¹⁸ Investigations instigated in response to a Notice of Motion from Councillor Shelley dated 31 October 2007.

likely to be less than the estimated cost of acquiring the equivalent amount of land in Roseville with the associated demolition and embellishment costs. The resulting park would also have the very great advantage of being very centrally located and would provide considerable benefit to the new residents and businesses of Roseville. At the time of drafting this Contributions Plan, this particular option has not proceeded to a complete comparative cost-benefit analysis to support the business case for this approach in this instance however the preliminary investigation is sufficient to indicate that such possibilities may exist and should not be excluded from the capacity for further investigation and consideration in the future.

Accordingly, where, upon further detailed investigation, it is conclusively established that an innovative solution can be identified that will result in a quality park that meets nexus requirements, being delivered in a more cost-effective way than the acquisition and embellishment of land, then this Contributions Plan specifically permits the allocation of contributions levied for the provision of new parks to facilitate such a park to be provided in the manner indicated.

While it is acknowledged that an additional item of infrastructure may also be acquired as a by-product of this approach, the achievement of a better located park is considered to be the prime criterion in the establishment of nexus. The achievement of a best outcome overall for the community in the expenditure of development contributions is a responsibility which Ku-ring-gai Council takes seriously.

3.12 Overview of Future Open Space and Recreation Needs

The future style of embellishment of new parks as well as their location is also guided by the recreation needs of the key age groups both within Ku-ring-gai and specifically residents in the new development envisaged through to 2031. The embellishment of existing parks is also guided by the demands generated by new development but, because these works are apportioned, the needs of the population residing in existing dwellings, is also considered.

In developing new, and embellishing existing, local parks however, it is also important to note the consequential flow-on effects of medium-high density redevelopment in Ku-ring-gai. The new residents survey indicated that a significant proportion of the residents of new housing in Ku-ring-gai appear, at least to date, to be part of the process of down-sizing by older people. These residents tend to release a large family home onto the market to be purchased by families with school age children, continuing the process of cyclical population renewal. This is an important indirect effect of development, which must also be taken into account in the design of facilities.

3.13 Open Space and Recreation Needs by age group

The following tables, cross-referenced with the demography tables in the preceding chapter, provide a detailed overview of the open space and recreation needs for each age group in Ku-ring-gai which will guide the design of future embellishment works in Ku-ring-gai.

3.13.1 Infants and School Aged Children

Children under the age of 18 make up a very significant 26% of the population in Ku-ring-gai mostly concentrated in the school-age groups of primary and secondary

school children. This group is expected to continue to be significant over the life of this Contributions Plan.

Infants and School-age Children 0-17 years	
Key activities	Open space and recreation needs
<p>Children's developmental needs change throughout the various stages of their physical and emotional development. Well planned and developed parks and playgrounds can accommodate these needs by providing:</p> <ul style="list-style-type: none"> ▪ opportunities for fun and enjoyment in the environment beyond home; ▪ opportunities to learn confidence and self expression; ▪ cultivation and stimulation of the senses; ▪ opportunities to experience and to have contact with nature; ▪ places to interact with peers; and ▪ opportunities to interact with a wide range of people to learn to live cooperatively in a community. <p>Kids want:</p> <ul style="list-style-type: none"> • opportunities for movement; • to play with something; • to play with some one; • scope to pretend; • opportunities to learn and socialise; • opportunities to gain an understanding the world; • to have fun; • proximal play (everything close together); • inclusive play; and • comfort elements (toilets, bubblers). 	<ul style="list-style-type: none"> • Hierarchy of playgrounds and parks – with appropriate provision for children and adult supervision that is located within 500m of residences, near schools, shops and community centres where possible. • Indoor recreation (sport, gym, fitness and dance) and swimming facilities (for recreation, fitness, water safety and motor learning skills). • Sports fields and courts, fitness, skate and cycle facilities. • Safe travel cycle tracks and recreational track links and pedestrian links between schools, homes, shops and parks and reserves. • Passive recreation spaces for lifestyle, relaxation and meeting places.

3.13.2 Young Adults

Young adults from the age of eighteen through the twenties to the early thirties are the 'missing' demographic in Ku-ring-gai making up about 15% of the population at the time of the 2006 census.

Part of the management side of the development contributions system at Ku-ring-gai will be further post-occupancy surveys and careful analysis of the 2011 census. This analysis is essential to ascertain if the facilitation of greater housing choice through the development of medium and high density development has encouraged a return of this age-group to Ku-ring-gai.

Young Adults 18 through 20s up to 34 years¹¹⁹	
Key activities	Open space and recreation needs
<ul style="list-style-type: none"> • Young people, in general, have a high rate of participation in recreation – both structured and unstructured. In fact, participation by young people (up to 25 	<ul style="list-style-type: none"> • Sports fields and courts, fitness, skate and cycle facilities. • Indoor sport, fitness and aquatic

¹¹⁹ The end of the Young Adult Years is determined more by the life stage of family formation rather than by chronological age. More recent trends towards starting a family after the age of 30 have extended this period to an extent.

Young Adults 18 through 20s up to 34 years ¹¹⁹	
Key activities	Open space and recreation needs
<p>years) in most leisure and recreation activities – including organised sport and physical activities, social life and entertainment - is significantly higher than it is for older age groups.</p> <ul style="list-style-type: none"> Youth-friendly public space and facilities are important for young people not interested in structured activities. Participation in sport declines slightly after 25 years but is offset by higher participation in family activities as people commence having children. 	<p>facilities.</p> <ul style="list-style-type: none"> Cycle paths and walking trails. Settings for meeting places, hanging out, picnics and social activities. Areas for informal activities. Areas for events and festivals.

3.13.3 The Middle Adult Years

The Middle adult demographic is a very significant one for the Ku-ring-gai Local Government Area with adults aged between 35 and 59 making up a substantial 36.2% of the population as at the 2006 census. These are the parents of the school-aged children in the first age group depicted above. This demographic is also expected to continue to be significant influenced by a large housing stock of dwelling houses which are released onto the market by the process of older residents down-sizing – a process which is facilitated by new development. Additionally, the emergent demographic trends suggest there is a growing demand for unit housing in this demographic arguably due to the concentration of schools in this area.

Middle Adult Years 30s and 40s - 50s ¹²⁰	
Key Activities	Open Space and Recreation Needs
<ul style="list-style-type: none"> Participation in structured team sport and recreation activities declines but sports such as tennis, fitness remains constant and an interest in golf may begin. Family recreation activities are popular with increased demand for support infrastructure associated with children's recreation and structured team sports. Less structured activities – socialising while walking and walking the dog become popular. People have a diversity of skills, interests and physical and mental abilities. Many will be regular users of 'mainstream' recreation facilities and programs. There has been a recent increase in demand for soccer training for over 35s through over 45s in Ku-ring-gai.¹²¹ 	<ul style="list-style-type: none"> Need for a wider range of leisure and recreation opportunities Swimming facilities, adult education programs, social clubs and interest groups and exercise and fitness programs. Cycle paths, walking trails, fitness trails. Park and or natural area settings for picnics and family social activities with facilities such as toilets, BBQs and playgrounds. Community meeting places such as dog 'off leash' areas Outdoor events and festivals, films, concerts and meeting opportunities. Providing facilities to enable cross generational interaction to strengthen community.

¹²⁰ The Middle Adult Years represent a life stage rather than chronological age. Recent generations have generally reached a stage of having independent adult children by their 50s. However more recent trends towards people having children in their late 30s and early 40s mean that this generation of parents will be in the 'school children at home' phase for a larger proportion of their 50s hence the broader range given for the end of this stage as we move through the horizon of this Contributions Plan into the 2030s.

Middle Adult Years 30s and 40s - 50s ¹²⁰	
Key Activities	Open Space and Recreation Needs
<ul style="list-style-type: none"> Emerging interest in community gardens. 	<ul style="list-style-type: none"> Need for easy playground access with comfort elements while supervising children.

3.13.4 Older Adult Age Groups

A very significant 22.3% of the population of Ku-ring-gai is aged over 60 of whom the majority are in the active older 60-85 year old age groups (19.5%). It should be noted that these figures are significantly higher than the Sydney Statistical Division figures for comparable age groups. Importantly, the importance of the older age group is likely to remain a noteworthy factor in the design and development of local parks and civic spaces in Ku-ring-gai.

Older Adult Age Groups – Retirees onwards	
Key Activities	Open Space and Recreation Needs
<ul style="list-style-type: none"> Participation in structured team sports and recreation activities has declined significantly but tennis remains important. Participation in traditional retirement sports such as bowls and golf increases. Family recreation activities remain popular. Demands for additional leisure facilities and programs – such as swimming facilities, hydrotherapy, adult education programs, social clubs and interest groups and gentle exercise and fitness programs. Less structured activities – socialising while walking and walking the dog remain popular. People have a diversity of skills, interests and physical and mental abilities. Some will be regular users of ‘mainstream’ recreation facilities and programs. Others will require various levels of assistance – including transport, facilities designed and constructed in accordance with access requirements and/or special programs and activities. Emerging interest in community gardens. 	<ul style="list-style-type: none"> Need for a wider range of leisure and recreation opportunities. Swimming facilities, hydrotherapy, adult education programs, social clubs and interest groups and gentle exercise and fitness programs. Cycle paths, walking trails, fitness trails. Park and or natural area settings for picnics and social activities with facilities such as toilets and access. Community meeting places such as dog ‘off leash’ areas. Outdoor events and festivals, films, concerts and meeting opportunities. Providing facilities to enable cross generational interaction to strengthen community. Need for easy playground access with comfort elements while supervising grandchildren.

¹²¹ Advice from Ku-ring-gai District Soccer Association.

In the context of Ku-ring-gai it is important to note that the Local Government Area features significant population in terms of overall numbers in every age group. There is early evidence that age groups which are a lesser proportion of the population in Ku-ring-gai than in the Sydney Statistical Division, such as young adults, are an emergent market for new multi-unit dwellings.

While this emergent trend will be carefully monitored over the life of the Contributions Plan, it is sufficient to recognise that all age-groups will require provision for their leisure activities and more refined design of future parkland, both new parks and the embellishment of existing parks, can be further refined by community consultation at the time of project initiation.

3.14 Embellishment cost for new local parks

Total embellishment costs for new local parks have been estimated at \$475 per square metre. This cost estimate, while generic, has been the subject of detailed assessment and incorporates the full cost of delivering a new park inclusive of the cost of demolition and site clearance (including the probability of asbestos removal and/or swimming pool infill), community consultation and detailed design, earthworks, turfing, garden beds and initial planting, paving including pathways, lighting, security features, fencing and some retaining walls, seating, other typical park furniture, signage, shade structures and associated utilities (electricity, water etc).

Due to the imperative of locating the majority of new local parks on the fringes of the town centres where they will meet geographic nexus requirements arising from the concentration of the majority of Ku-ring-gai's new development around the town centres, these parks will inevitably require a more urban-style design than suburban parks. Additionally, with the exception of St Ives, the town centres are located along the railway line and Pacific Highway which both follow the ridgeline. As a consequence, land on the town centre fringes invariably features degrees of slope, increasing embellishment costs. These factors have also been factored into the estimated embellishment cost per square metre.

This cost estimate does not include facilities that are considered to be additional to standard embellishment and therefore will not be included in all new parks such as playgrounds and courts. These have been separately assessed and, where appropriate, included in this Contributions Plan as a separately identifiable and costed item. While this provides clear transparency it also has the benefit of allowing these facilities to be situated in either new or existing parks as best meets the identified need. Costs have been further reduced by excluding amenities such as toilets in view of the proximity of these new parks to retail areas which already feature such facilities.

The detailed generic cost estimate was submitted to Quantity Surveyors, Page Kirkland for peer review, and is considered to be a reasonable estimate of the cost to deliver a new urban park.

Accordingly the total budget¹²² for new local park embellishment nett of civic spaces until 2031 is estimated at: $25,507\text{m}^2 \times \$475/\text{m}^2 = \$12,115,825$

¹²² It should be noted that this figure does not directly correlate to the total amount of land to be acquired for additional open space because the civic spaces and town squares have a separate embellishment budget which has been separately calculated.

3.15 Embellishment costs for civic spaces

The embellishment costs for the individual civic spaces and town squares identified in *Ku-ring-gai Development Control Plan (Town Centres) 2010* have been separately costed by the Quantity Surveyors Page Kirkland as individual works. These civic spaces by their nature have much larger areas of hard surface. The area of these spaces has been subtracted from the new parks embellishment costs to ensure there is no double-dipping. Given land areas for any components of the civic spaces where land is already in the public domain, such as street closures, are included for the purposes of estimating embellishment costs only, not for acquisition.

3.16 New and Existing Parks: Playgrounds and Child-Friendly Parks

Children are important users of local parkland. Children need access to parks for a range of healthy play activities including active recreation such as bike-riding and other wheeled activities in a safe environment, and active games involving running and balls. Opportunities for social, sensory and passive experiences are also importance aspects of children's usage of open space.

There are currently 97 formal playgrounds in the Ku-ring-gai Local Government Area ranging in size from local playgrounds¹²³ with few items of equipment to larger scale local playgrounds¹²⁴ catering for a larger number of children and a broad range of ages and abilities including such features as flying foxes, junior cycle tracks, BBQ and picnic facilities and amenities.

Child-friendly spaces need to include facilities for parental, grandparental and carer supervision relative to the age-range of the child-users. Facilities for younger children involve close parental supervision. Facilities for older children allow more peripheral parental supervision. As children become older, the likelihood (and risk) of them accessing local parks without direct parental supervision increases.

Reference to the demographic range of children in Ku-ring-gai illustrates that the majority of children are in the school age years, both primary and secondary, and that this trend is likely to continue. This demography demonstrates a need to concentrate on child-friendly parks that are challenging and interesting to children up to 14 years.

Data from the 2006 census also indicates that the percentage of people who care for children not their own or for other children as well as their own children, while the overall numbers are relatively small, significantly exceed comparable percentages for the Sydney Statistical Division.¹²⁵ Reference to the emergent demographic trends identified in the survey of residents of newly developed dwellings indicated that a significant number of older people are carers for grandchildren suggesting that the trend is likely to continue notwithstanding the process of down-sizing.

Another factor in the future demography of Ku-ring-gai is that if the process of down-sizing continues then, inevitably, large family dwellings will be released by the retiree age group for purchase by younger age-groups who are more likely to have primary to secondary school children. Added to a growing trend for children to live in units evident in parts of Sydney where urban consolidation has been trending for longer

¹²³ About 77 of the 97 playgrounds would fall into the description of a local neighbourhood playground.

¹²⁴ About 20 of the 97 playgrounds would reasonably serve a larger local catchment than small neighbourhood of which only 4 playgrounds could be considered to serve a broader catchment.

¹²⁵ 7.7% of people care for other children only, the comparable SSD figure being 6.5%.

than in Ku-ring-gai¹²⁶ underlines an on-going and growing demand for children's facilities such as playgrounds arising directly or indirectly from new development.

Playgrounds have not been included in the generic cost estimates for the embellishment of new parks because the design of each playground is individual to the site considering its topography, accessibility and visibility and the characteristics of the targeted age group. It should also be open to Council to locate a new playground in either a new or an existing park according to the specific needs identified. Accordingly there is a separate works programme for additional playgrounds.

Figure 3.7: Playground Works Programme

Future additional playgrounds¹²⁷	Proposed timing	Total Cost (Estimated)
North 3 local playgrounds at an estimated average cost of \$190,000 each 2 larger local playgrounds at an estimated average cost of \$250,000 each	Rolling annual works programme 2010-2031	\$570,000 \$500,000
South 3 local playgrounds at an estimated average cost of \$190,000 each 2 larger local playgrounds at an estimated average cost of \$250,000 each	Rolling annual works programme 2010-2031	\$570,000 \$500,000
Larger Playgrounds 1 additional ¹²⁸ larger playground drawing from a broader area within the LGA at an estimated cost of \$350,000	Medium	\$350,000
Total		\$2,490,000

Suitable locations for individual playgrounds will be determined at time of construction. On-going consultation with the community and post-occupancy surveys as well as information from the 2011 census will inform future playground locations.

3.17 New and Existing Parks: Community Gardens

A community garden is an area of shared land where people come together to cultivate fresh food, to learn, relax and to meet new friends.¹²⁹ As part of a move back to sustainable living and interest in organic food production, community gardens are, once again, becoming popular across Sydney.¹³⁰ The increasing concentration of unit development, particularly attracting people who have enjoyed the proximity of large gardens in their previous dwelling, is expected to increase the demand for the establishment of community gardens in Ku-ring-gai. The role of a community garden in establishing a sense of community in areas of new development is also very important in this context.

¹²⁶ For example parts of the former South Sydney City Council and the City of Sydney.

¹²⁷ The works programme for generic playgrounds in this table is in addition to the playgrounds identified for existing parks as part of the works programme for the embellishment of existing parks. The provision of generic playgrounds recognises the additional demand foreshadowed through to 2031 that cannot feasibly be allocated a specific location at the time of drafting this Contributions Plan but will be identified through future census information and post-occupancy surveys.

¹²⁸ There are four playgrounds that currently meet this description, a fifth identified in the works programme for existing parks for St Ives Village Green. This additional sixth park will be located with reference to the catchment of the five playgrounds as well as future demography and accessibility.

¹²⁹ Source: The Australian City Farms and Community Gardens Network.

¹³⁰ At the time of drafting community gardens had been established in the City of Sydney (8), Leichhardt Council (10), and Warringah, Willoughby, Hornsby and Ryde (1 each).

Ku-ring-gai Council has conducted surveys both through its website and at public events such as the St Ives Village Fair and Festival on the Green. At the time of drafting this Contributions Plan, 108 surveys have been received reflecting interest in organic gardening especially vegetables, composting and worm-farming, water-wise gardening, meeting like-minded people and relaxation.

Figure 3.8: Demography of Respondents interested in a Community Garden

Age Groups	%	Gender Ratio		Location	%
Under 18 years	1.9%	Male	27%	Ku-ring-gai North	67%
19-30 years	11.1%	Female	73%	Ku-ring-gai South	33%
31-50 years	57.4%				
51+ years	29.6%				
Total	100%		100%		100%

The indicative cost of establishing a community garden of a sustainable size (300m² – 500m²) is estimated to be in the vicinity of \$60,000 including: identification of a suitable site (soil testing), site preparation, compost bins, access to water, shade structure, seating and potting table, garden paths and edges, initial establishment stock and equipment, lockable shed, lighting, signage and security.

Site selection criteria for a successful community garden includes: a Council owned space of approximately 300m² – 500m² that is open and sunny, centrally located to users including close to public transport but with some vehicular access and parking availability. Proximity to water supply and other amenities is also important.

At present, the Community Garden movement is at an early stage in Ku-ring-gai¹³¹ and the level of establishment does not warrant any specific contribution for the establishment of a community garden. However, this Contributions Plan does foreshadow and, in the event future demand from the residents in the new units is established, specifically permit, the incorporation of a community garden as a component of the design of the future embellishment of a new park and/or the generic embellishment of an existing park. It is intended that the question of demand for community gardens will be included in future post-occupancy surveys of new development.

3.18 Nexus for the Embellishment of Existing Open Space

The substantial cost of acquiring additional land for new parks in Ku-ring-gai is sufficiently high as to warrant careful attention to the role existing parks can play in catering for the demands of additional users. The relationship (or causal nexus) between population growth and the pressure on existing parks is best summarised by the NSW Department of Planning in its *Metropolitan Strategy for Sydney, City of Cities*, which states:

“Challenges for Parks and Public Places

- In some residential areas, safe and direct access to open space is limited due to low quality pedestrian networks and barriers created by busy major roads and rail corridors.

¹³¹ Ku-ring-gai Council is currently piloting its first community garden at The Lookout Park, Turramurra. The start-up meeting was attended by approximately 55 people.

- As the population increases so will the demand for organised and informal sports and other activities.
- Greater pressure will be placed on existing open space in the future.
- The cost of land in Sydney is increasing.
- Future open space needs will be increasingly met by a gradual shift from land acquisition to sustainable management and park improvements.”¹³²

Changing demography as a result of population growth and cyclical renewal facilitated by the process of down-sizing also gives rises to the need for local open space to adjust to different needs. This Contributions Plan provides for a limited quantum of works to add to the accessibility and usability of local parks within the Local Government Area.

3.19 Overview of the Works Programme: Existing Parks Embellishment

With respect to the programme of embellishment for existing parkland, the works programme targeted by this Contributions Plan concentrates on works that will enhance accessibility and usability of key local parks.

Typical works include additional pedestrian access paths, additional parking facilities, cycle facilities and landscaping. The works programme also focuses on works which provide a particular service to unit dwellers who do not have access to a large garden - such as BBQ facilities and picnic tables.

In Ku-ring-gai also there are a number of linkages and linear walkways that facilitate improved access to open space, particularly access to the sort of open space that is not being replicated in the area such as district parks, sportsgrounds and bushland. These walkways are an important part of the open space network in Ku-ring-gai.

The works programme is expected to be rolled out over the Short Term, Medium Term and Intermediate Term of this Contributions Plan. The outcome of on-going development monitoring may result in alterations to this intent.

3.20 Local Sporting Facilities – Netball Courts

Ku-ring-gai Council is proposing additional netball courts in the Local Government Area. There are currently three targeted and costed locations for the purposes of this Contributions Plan at however these locations are not yet formalised and may change to other suitable locations in the vicinity area following public consultation. These additional courts will complement the twenty-nine (29) netball courts currently operating at two (2) locations in the Ku-ring-gai LGA (Canoon Road Recreation Area in South Turrumurra and Lofberg Road, West Pymble).

The present provision of twenty-nine (29) netball courts for a pre-development phase population of 105,103 persons equates to a demand for thirty-five (35) netball courts for a total population of 126,151 being an additional six (6). Ku-ring-gai Council is proposing to provide an additional twelve (12) netball courts. Accordingly 50% of this works programme is directly attributable to population growth and the remaining 50% will benefit the population as a whole and must be apportioned accordingly.

¹³² City of Cities (Metropolitan Strategy) NSW Department of Planning 2005; Page 235

North (indicative site only subject to public consultation)

Warrimoo Oval - St Ives Chase (3)

South (indicative sites only subject to public consultation)

Queen Elizabeth Reserve - West Lindfield (4)

Regimental Park – Killara (5)

3.21 Local Sporting Facilities – Sportsfields and Ovals

Ku-ring-gai Council currently has forty-six (46) sports reserves which provide a total land area of 1,207,411.2m². The actual area dedicated to the sportsfields and ovals is significantly less at 539,000m². This equates to approximately 5.13m²/capita at the start of this development phase falling to 4.45m² per capita by 2031. The total number of sportfields and ovals currently provided at these forty-six locations is fifty-five (55).

Figure 3.9: Sportsgrounds and Ovals

Name of Sports Ground	Sports Ground Playing Areas (ha)
Acron Sports Ground (1)	1.50
Allan Small Park (1)	0.70
Auluba 1 & 2 Sports Ground - Sir David Martin Reserve (2)	1.60
Auluba 3 Sportsground - Kissing Point Village Green (1)	0.80
Bannockburn Road Sportsground (2)	2.00
Barra Bruie Sportsground, St Ives (1)	0.90
Brown's Field Sportsground (1)	0.55
Bryce Avenue Sportsground (1)	0.65
Carrington Road Sportsground (1)	0.55
Cliff Avenue Sportsground (2)	1.60
Comenarra Sportsground (1)	1.00
East Gordon/Darnley Sportsground (1)	0.65
Edenborough Sportsground (1)	0.60
Fiddens Wharf Road Sportsground (1)	0.60
Friar's field (1)	0.40
George Christie Sportsground (1)	1.00
The Glade Sportsground (2)	1.65
Golden Jubilee Sportsground (2)	3.40
Hassell Park Sportsground (2)	2.15
Howson Avenue Sportsground (1)	1.40
Karuah Road Sportsground (1)	0.80
Kent Road Sportsground (1)	0.80
Koola Park Sportsground (3)	4.00
Lindfield Memorial Park Sportsground 1 (1)	1.30
Lindfield Memorial Park Sportsground 2 (1)	0.75
Bicentennial Park - 26a Lofberg Sportsground (1)	0.70
Bicentennial Park - 26c Norman Griffiths Sportsground (1)	0.85
Loyal Henry Sportsground (1)	0.40
Rofe Park Mimosa Road Sportsground (1)	1.00
Princes Park Primula Sportsground (1)	1.20
Princess Ann Equestrian Arena (1)	0.80
Queen Elizabeth Sportsground (1)	0.60
Regimental Park Sportsground (1)	0.75
Roseville Chase Sportsground (1)	1.25
Roseville Park Sportsground (1)	1.00

Name of Sports Ground	Sports Ground Playing Areas (ha)
North Turramurra Park - Samuel King Sportsground (1)	0.80
St Ives Showground 1 and 2 (2)	1.40
St Ives Village Green Sportsground (1)	0.70
William Cowan Sportsground (1)	2.00
Surgeon White Reserve (1) ¹³³	3.00
Toolang Road Sportsground (1)	0.50
Turramurra Park Sportsground (1)	1.50
Killara Park - WA Bert Oldfield Sportsfield (1)	1.15
Warrimoo Avenue Sportsground (1)	1.00
East Lindfield Park - Wellington Road Sportsground (1)	1.15
Claude Cameron Grove Westbrook Sportsfield (1)	0.80
Total	53.9 ha / 539,000m²

The provision of fifty-five (55) sportsfields and ovals for the base population of 105,103 persons represents approximately 0.52 sportsfields per 1,000 persons. The proposed provision of three additional sportsgrounds at North Turramurra Recreation Area will result in the provision of fifty-eight (58) sportsfields for an anticipated 2031 population of 121,151. This equates to approximately 0.48 sportsfields per 1,000 persons.

In terms of overall area provided for sportsfields and ovals, the current provision of 539,000m² for the population of 105,103 equates to 5.13m²/capita. The current standard of sportsfield provision is 12.1m²/capita which means that the Ku-ring-gai Local Government Area is currently significantly under-provided with sportsfields. Provision of three (3) additional sportsfields / ovals will only partially prevent that level of provision falling further with the arrival of the additional population.

The proposed North Turramurra Oval is a new local sporting ground to be developed on existing land of approximately 5.2ha in size owned by Ku-ring-gai Council. The potential oval adjoins other areas of private and semi-private open space including Crown Land and the Glengarry Girl Guide Centre (55.6ha) and North Turramurra Golf Course (28.2ha). It also adjoins a 41ha area of steeply sloping bushland which is an area of significant fire threat. As such, the development of an open area of oval is an ideal use.

The three sportsfields to be created at North Turramurra Oval will join an integrated network of sportsfield provision in Ku-ring-gai from which the potential residents of all development will derive benefit.

Geographic nexus for sportsground facilities at district level is less defined than in the case of local parks as it is an inherent aspect of the use of sporting facilities for club sports that there are 'home' and 'away' games. Accordingly, participants are accustomed to travelling to take part in team sports. Use of the facilities by persons from outside the LGA is inherently balanced by the use of out-of-LGA grounds by Ku-ring-gai residents. Access to team sports is dependent on the existence of sufficient local facilities. The increase in population arising from new development will exceed the capacity of the current sportsfields in Ku-ring-gai.

¹³³ Surgeon White Reserve is not suitable for general sports facilities because of its topography. It is currently used by the Avondale Pony Club

It is important to note that Ku-ring-gai Council is not levying for additional land for the provision of additional sportsfields but the conversion of existing land holdings for new sportsfields is essential to maintaining per capita rates of provision of this specific type of facility.

The cost estimates for North Turramurra Recreation Area in the works programme relate only to the provision of the new sportsfields. There are substantial preparatory and consequential works associated with the establishment of the sportsgrounds which are not attributed in any part to development contributions under this Contributions Plan.¹³⁴

3.22 Local Sporting Facilities – West Pymble Aquatic Centre

This works programme item has been classified as a recreational facility for the purposes of this Contributions Plan and is therefore included in the next chapter of the Strategy Plans. In good faith, Ku-ring-gai Council regards this approach to be reasonable.

3.23 Apportionment for New Local Parks

The demand for new local parks as open and civic space is calculated pro rata per capita at the current per capita rate of provision of small-scale local parks which is 5.84m²/person. However, maintaining this already discounted rate of provision results in an unreasonable contribution rate. Accordingly this figure has been substantially discounted to 2.75m² per capita. This discounted figure is apportioned 100% to the new population.

It is emphasised that the amount of land acquisition that will be funded from development contributions will not even maintain current per capita rates of core local open space let alone total per capita rates of all open space. It should be further noted that the incoming population enjoys immediate access to the existing local open space resources, however only continued provision will (to a limited extent) ensure that the nature and quality of access does not fall significantly for both the incoming and the existing population.

Apportionment of 100% of the cost of the already substantially discounted additional parkland – both acquisition and the initial capital costs of establishing a new park or civic space – to the incoming population at a rate which is below the current per capita rates of provision is considered reasonable. There is a long history of case law supporting the concept that provision of additional parkland at or below the prevailing rate of open space provision in the Local Government Area is fair and reasonable. Further detail on the nature of embellishment and associated costs for new parkland is discussed later in this chapter.

In further support of the 100% apportionment of this aspect of the works programme it should be emphasised that the majority of other works in this Contributions Plan are subject to considerable apportionment to Ku-ring-gai Council for a co-contribution. It is important in facilitating a rolling works programme and supporting developers in undertaking works-in-kind that there is established, within the Contributions Plan, a balance between works which are partly apportioned and works which are wholly

¹³⁴ Ku-ring-gai Council has also secured a \$2M Federal Grant towards the cost of funding a sustainable water supply to irrigate the proposed recreation area. This cost is also excluded from the total cost estimates for works to North Turramurra Recreation Area.

apportioned. Artificially apportioning works that are fairly and reasonably wholly attributed to an incoming population can actually inhibit both the timely delivery of the works programme and the capacity for developers to undertake land dedication and works-in-kind because of the fiscal constraints on the council co-contribution. This is unreasonable and impractical and potentially disadvantages a number of larger developers and, ultimately, the entire community.

As a result of being unable to sustain current per capita rates of the provision of local open space, due to the imperative to maintain a reasonable contribution rate, as at 2031 are expected to have fallen illustrated in the table below.

Figure 3.10: Future Access to Local and Civic Open Space

Area	Total in m ²	2006 Estimated Resident Population	Per Capita	Additional open space m ²	Total in m ²	2031 Population	Per Capita
Total Ku-ring-gai	613,805.38	105,132	5.84m ²	57,882 ¹³⁵	671,687	126,151	5.32m ²

Additionally, in the absence of any further acquisition for land for new sports ovals or courts, the total provision per capita of these facilities will, also, inevitably decline.

It is reiterated that this Contributions Plan seeks only to acquire sufficient baseline open space to minimise the overall decline of open space provision in the area. Given the substantial amount of case law over the past thirty years since the inception of s94 in the *Environmental Planning and Assessment Act* in 1979 that establish the clear precedent that a target of maintaining the prevailing rates of per capita open space in the Local Government Area is an equitable approach, the limited targeted local open space and civic space works programme in this Contributions Plan is considered very reasonable.

3.24 Apportionment for Works to Existing Parks and Linkages

The majority of works to existing parks – and open space linkages to improve access to parks – are strictly apportioned between the existing and the new population to ensure that the incoming population contributes only its fair share – except where it can be proven that the primary nature of the work is to maintain per capita provision of a specific amenity e.g. netball courts and playgrounds. In such cases the selected location of these amenities could as easily be in a new park as in an existing one. Ku-ring-gai Council bears the cost of the co-contribution on behalf of the existing population for apportioned works to existing parks and linkages.

The exception to this rule is the intensive embellishment of some existing parks which are located within the heart of the town centres that are experiencing intensive redevelopment pressure. These parks will be expected to absorb a substantial intensification of their use by the proximity of the anticipated new development. These works are apportioned to the new development anticipated within that centre because of the direct nexus that can be substantiated. The extensive works to these parks would not be required but for the anticipated intensification of use and the consequent need to transform these parks from suburban parks to urban parks.

¹³⁵ This figure is the sum of 32,375m² in new civic spaces and 25,507m² in future land acquisition.

It should be noted that embellishment of these existing parks will meet some of the demand that would otherwise have to be addressed by the acquisition of additional land for new parks. The management of demand by utilising existing spaces is supported in the Metropolitan Strategy:

- Future open space needs will be increasingly met by a gradual shift from land acquisition to sustainable management and park improvements.”¹³⁶

3.25 Local parks and Local sporting facilities – Support

A budget of 1.25% of the total capital works programme for Local parks and sporting facilities has been allocated to future studies the primary purpose of which is to support the review and implementation of this Contributions Plan as well as the cost of administering and managing this Contributions Plan through the employment of a specialist coordinator. This cost is shared across each type of Key Community Infrastructure.

Further justification of the need for this inclusion is spelled out in **2.6.6 Management, Studies and Administration**.

3.26 Formulae: Local parks and Local sporting facilities

The following formulae are used to calculate the contribution rate per person. Rates for various types of dwelling (including subdivision) are based on the occupancy rates in **2.10 Residential Occupancy Rates**. For ease of reference, all the contribution rates are listed in the summary schedules at the front of this document.

The per capita contribution rate is the sum of all individual contribution rates derived from the formula below:

$$\text{Contribution per work per capita} = \frac{\text{Works Item Cost}}{\text{Contributing Population}}$$

The contribution population establishes the apportionment and is specifically listed against each work in the works programmes at the end of this document as follows:

For works attributed to the total 2031 population: 126,151¹³⁷
For works attributed to new growth in the Ku-ring-gai LGA: 21,048
For works attributed to new growth in the Northern area: 10,954
For works attributed to new growth in the Southern area: 10,094
For works attributed to new development in Gordon: 4,226
For works attributed to new development in Lindfield: 3,194
For works attributed to new development in Roseville: 1,481
For works attributed to new development in St Ives: 3,104
For works attributed to new development in Turramurra: 2,680
For works attributed to new development in Pymble: 1,523

¹³⁶ City of Cities (Metropolitan Strategy) NSW Department of Planning 2005; Page 235

¹³⁷ This division ensures that there will be a significant deemed contribution payable by Ku-ring-gai Council on behalf of the existing population.

3.27 Policy on Unanticipated Additional Funding

In the interests of maintaining a reasonable contribution rate, it is not possible to include every meritorious work in a Contributions Plan for either partial or full funding from contributions. Works are inevitably deleted from the final works programme to achieve reasonable contribution rates.

From time-to-time Local Government receives unanticipated income from State or Federal Government or the occasional bequest from local community members which can be very specific in their terms. In the event any work in this Contribution Plan receives additional funding, Ku-ring-gai Council will direct the amount otherwise intended to go towards this work on another work in the same category of contribution. That means, another park will be funded or additional or better quality embellishment will be instigated than would otherwise have been affordable. In this way all contributions will still be expended for the purposes for which they were required being:

- ✓ Key Community Infrastructure: Local parks and Local sporting facilities

3.28 Concluding Statement – Statement of Reasonableness

It has been long-established in case law that it is both lawful and reasonable to seek to maintain current LGA-wide per capita rates of open space. The amount of additional open space actually sought by this Contributions Plan will be insufficient to maintain current per capita rates of open space in view of the significant discounting undertaken in order to maintain a reasonable contribution rate. Given Ku-ring-gai Council's exposure to acquisition of zoned open space areas (RE1) which are considered essential to the vitality and viability of the town centres around which major development is clustered, no further discounting is either possible or reasonable.

Again it is emphasised that this Contributions Plan seeks only to provide for reasonable additional local open space. It does not seek to provide another district level park. It does not seek to provide additional natural areas. It does not levy for riparian corridors. While it does seek to embellish some existing land for a new sportsfield and add some additional netball courts, again to maintain per capita provision of sportsfields and netball courts into the future, it does not seek to acquire new land for sportsfields or for netball courts.

The majority of the works programme for existing parkland outside the town centres and for existing sportsfields has been appropriately apportioned to the total population as at 2031 which means that new development will only pay its fair share. This process ensures that there is a significant co-contribution for Ku-ring-gai Council to provide on behalf of the existing population. The works programme has also been significantly reduced to target works in close proximity to the town centres and to other new development sites that will provide direct benefit to the occupants of new development.

The only exception to the philosophy above relates to a small number of existing parks within the town centres that require extensive upgrades to transform them from suburban parks to urban parks. This work is required because of the intensification of use anticipated as a direct result of new development. These works are duly attributed to that development.

It should be noted that the existence of exclusions from the Contributions Plan provides capacity for Ku-ring-gai Council to seek external grants towards the funding of these works which have been excluded from the Contributions Plan. Likewise, additional works beyond the core embellishment provided for in this Contributions Plan, retain the potential for grants.

Ku-ring-gai Council has liaised with the departmental staff supporting the Contributions Review Panel and the Ku-ring-gai Planning Panel on key aspects of this Contributions Plan particularly in respect of the quantum and embellishment of new open space as required by the Minister for Planning and believes its approach, in good faith, to be reasonable.