



Queensland Government
Sport and Recreation Queensland

get active

QUEENSLAND

**Open Space for Sport
and Recreation**



**Planning Principles and Implementation Notes
for Local Government**

Final Report September 2003

Distributed and published by:

The State of Queensland, acting through the
Department of Innovation and Information Economy,
Sport and Recreation Queensland
PO Box 187
Brisbane Albert Street
Queensland 4002
Australia

Telephone: (07) 3237 0098

Fax: (07) 3235 4723

Website: <http://www.sportrec.qld.gov.au>

Email: info@srq.qld.gov.au

Copyright

© Sport and Recreation Queensland 2003. All rights reserved.

The Queensland Government supports and encourages the dissemination and exchange of information. However, copyright protects this publication.

Apart from any fair dealing for the purposes of private study, research, criticism or review, as permitted under copyright legislation, no part of this publication may be reproduced, re-used or transmitted by any process without the prior written permission of the State of Queensland, through the Department of Innovation and Information Economy, Sport and Recreation Queensland. Requests and enquiries concerning reproduction and rights should be addressed to:

Sport and Recreation Queensland
PO Box 187
Brisbane Albert Street
Queensland 4002

The State of Queensland, through the Department of Innovation and Information Economy, Sport and Recreation Queensland, asserts the right to be recognised as author of the materials included in this publication and the right to have its material unaltered.

Disclaimer

The materials included in this publication are distributed by the State of Queensland, through the Department of Innovation and Information Economy, Sport and Recreation Queensland as an information source and guide only. The information is provided solely on the basis that readers will be responsible for making their own assessment of the topics discussed herein and are advised to verify all relevant representations, statements and information.

The State of Queensland, through the Department of Innovation and Information Economy, Sport and Recreation Queensland disclaims all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses, damages and costs you might incur as a result of the materials included in this publication being inaccurate or incomplete in any way, and for any reason.

ISBN 0 7242 9703 0

September 2003



Consultation Acknowledgement

“Open Space for Sport and Recreation - Planning Principles and Implementation Notes for Local Government” has been developed in two phases. The first phase resulted in the manual “Open Space for Recreation and Sport: Planning Principles”, published in 1998. The implementation notes were then developed after the commencement of the Integrated Planning Act (1997) to assist local governments consider a range of recreation and sport planning and implementation issues.

Consultation has occurred with a range of local governments at various stages in preparation of planning schemes and with a mix of urban, regional and rural local governments. In addition to the feedback received from local governments, regional planning officers from the Department of Local Government and Planning have also provided comments, coordinated by an officer in the Legislation and Policy Development Unit.

Consultation also occurred with the Local Government Association of Queensland, Queensland Parks and Wildlife Service, Regional Landscape Unit, Environmental Protection Agency, Department of Natural Resources and Mines and Queensland Transport.

In addition, comments were received from the Planning Institute of Australia (Queensland Division).



TABLE OF CONTENTS

Consultation Acknowledgement

1.	Planning Principles for Recreation and Sport	1
1.1	Introduction	1
1.2	Scope of Document	2
1.3	Purpose of Document	2
1.4	Summary of Principles	3
2.	Open Space Planning - An Integrated View	10
3.	Planning Scheme Implementation	16
4.	Implementing the Planning Principles	23
4.1	Recreation Setting Diversity	23
4.2	Implementing Recreation Setting Diversity	24
4.3	Natural Landscape Features	27
4.4	Implementing Natural Landscape Features	28
4.5	Sustainability of Recreation	29
4.6	Implementing Sustainability of Recreation	30
4.7	Undeveloped Open Space	31
4.8	Implementing Undeveloped Open Space	33
4.9	Recreation and Sport in Rural Areas	34
4.10	Implementing Recreation and Sport in Rural Areas	35
4.11	Open Space Fragmentation and Connectivity of Recreation Areas	40
4.11.1	Open Space Fragmentation	40
4.11.2	Connectivity of Recreation Areas	40
4.12	Implementing Open Space Fragmentation and Connectivity of Recreation Areas	42
4.13	Cross Boundary Strategic Planning	43
4.14	Implementing Cross Boundary Strategic Planning	44
4.15	Regionally Significant Open Space	45
4.16	Implementing Regionally Significant Open Space	45
4.17	Regional Recreation and Sport	47
4.18	Implementing Regional Recreation and Sport	50
4.19	Open Space Standards/Planning Performance Criteria	51
4.20	Implementing Open Space Standards/Planning Performance Criteria	51
4.21	Charging for Public Parks Infrastructure and Priority Infrastructure Plans	54
4.22	Implementing Charging for Public Parks Infrastructure and Priority Infrastructure Plans	57
4.23	Multiple Uses of Open Space	58
4.24	Implementing Multiple Uses of Open Space	61



4.25	Re-development/ Recycling of Land for Recreation and Sport	62
4.26	Implementing Re-development/ Recycling of Land for Recreation and Sport	64
4.27	Tourism and Outdoor Recreation	67
4.28	Implementing Tourism and Outdoor Recreation	68
4.29	Compatible Recreation Activities	70
4.30	Implementing Compatible Recreation Activities	73
4.31	Recreation and Adjacent Land Uses	74
4.32	Implementing Recreation and Adjacent Land Uses	75
4.33	Facility Location - Facility Co-location	77
4.33.1	Facility Location	77
4.33.2	Co-location of Facilities	77
4.34	Implementing Facility Location - Facility Co-location	78
4.35	Non-motorised Recreation Trail Network	80
4.36	Implementing Non-motorised Recreation Trail Network	83
4.37	Waterways and Riparian Corridors	85
4.38	Implementing Waterways and Riparian Corridors	87
5.	Case Studies and Examples	90
5.1	Lake Belmore, Croydon Shire	90
5.2	Regional Landscape Values - Guidelines for their protection in local government planning schemes in SEQ	92
5.3	Wet Tropics Walking Strategy	93
5.4	Park Planning Performance Criteria	94
5.5	Mt View, Thuringowa	97
5.6	Trinity Beach Skatepark	98
5.7	Green Island	100
5.8	Half Moon Bay Golf Course	101
5.9	Local Area Open Space Plans (LAOSP)	102
5.10	Rafting Ground Reserve Master Plan	105
5.11	Willowbank Raceway	107
5.12	Ipswich Canoe Trail	108
	Appendix A - Definition of Key Concepts	109
	References	117

Black and white illustrations by Sue Oxnam



1. Planning Principles for Recreation and Sport

1.1 Introduction

Recreation and sport are important parts of Queensland's society, culture and economy. Queenslanders and visitors to Queensland often base their holidays on recreation activities such as fishing, camping, surfing, scuba diving, four wheel driving, bush walking, horse riding, cycling and boating. In 1997, for example, over 1.161 million camper/nights were generated in south eastern Queensland (1997 South East Queensland Outdoor Recreation Demand Study). Many people also invest considerable time, money and energy participating in sports or watching major sporting events. Some people even make decisions about where they will live based on access to recreation opportunities.

Recreation and sport can also bring significant economic benefits. It is therefore imperative that councils adequately provide for recreation and sport services in community planning processes. By offering a range of high quality recreation and sport opportunities, local councils can generate economic activity and, in some cases, establish a local industry based on recreation and sport.

Successful planning for recreation and sport is based on consideration of current and future demand, existing options for meeting those demands, the nature of spaces required for particular activities, and the types of services that support particular activities.

While land for recreation and sport can come from a variety of sources, and through a variety of mechanisms, it should be allocated as part of the town planning process, so recreation and sport infrastructure can be developed along with other essential services to meet people's needs.

Recreation planning should also be integrated into council's corporate and land use planning frameworks. Planning for recreation and sport can maximise the benefits derived from available funds. Recreation and sport may compete or conflict with, other land uses (eg. water catchment protection, agriculture, residential development). As land values rise and competition for land among fundamentally incompatible land uses increases, the need to protect areas for recreation and sport through planning schemes and legislation becomes more and more critical (Batt, 1996 unpublished). Good recreation planning can avoid or minimise these conflicts and define the most sustainable use of the available land.

Furthermore, state land such as National Parks and State Forests are primarily intended for nature conservation and timber production respectively. While these land tenures do provide a range of recreation opportunities, statute law specifies that recreation is secondary to their main functions. It is often inappropriate to rely on National Parks and State Forests to supply the regional and district scale open space required for recreation.

In addition, application of some concepts outlined in this document (eg Natural Landscape Features, Undeveloped Open Space) may require input from the state agencies that have relevant responsibilities.



1.2 Scope of Document

Sport and Recreation Queensland (SRQ) recognises open space (refer to Appendix A for definition) may have a wide range of uses, functions or values including*:

- outdoor recreation;
- sport;
- forestry; agricultural or pastoral production;
- nature conservation;
- maintaining and sustaining natural ecosystems and/or agricultural systems;
- protecting and/or managing significant environmental, cultural heritage and/or natural resource areas;
- managing water catchments;
- maintaining cultural practices;
- maintaining scenic quality and amenity; and
- tourism.

* not in order of importance

This document focuses on the value of open space for recreation and sport. This does not mean that recreation or sport is more important than any other land use - just that they deserve serious consideration in local government planning and land use decision making.

1.3 Purpose of Document

“Open Space for Recreation and Sport: Planning Principles” was developed in 1998 as a guide for local government planners preparing planning schemes, or components of planning schemes, such as those previously referred to as strategic plans and development control plans.

The principles explained in the 1998 document are general. However, they can easily be adapted to apply to the specific needs and characteristics of a local community. Definitions of key recreation concepts used by SRQ in this document are provided in Appendix A.

The implementation notes is a companion document to the previously published “Open Space for Recreation and Sport : Planning Principles”. The implementation notes have been developed to provide more specific guidance on how to implement the Planning Principles through planning schemes and non-scheme measures. The principles cover a range of land use planning issues relevant to providing for recreation and sport (eg providing a diverse range of recreation settings, regionally significant open space, recreation and sport in rural areas, facility location).

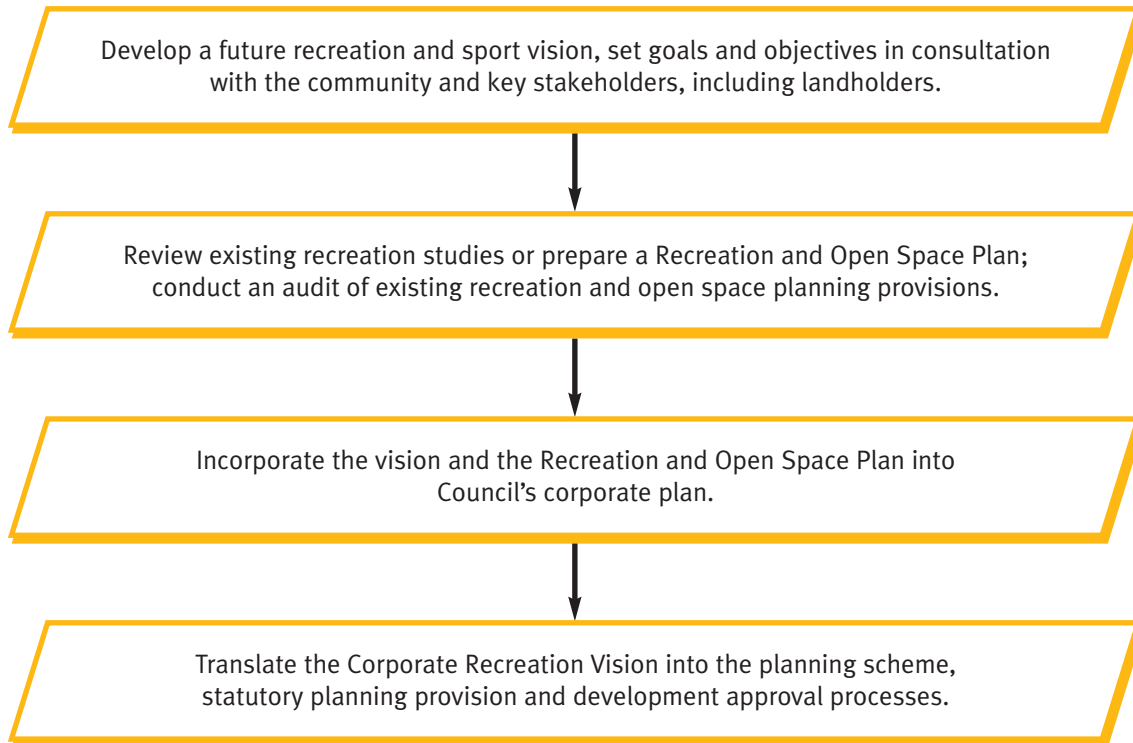
It is intended that local governments will use these two documents which have now been integrated into “Open Space for Sport and Recreation Planning Principles and Implementation Notes Final Report”, to develop their planning documents (including, but not confined to planning schemes) to incorporate desirable recreation and sport outcomes.

The integrated document which will be referred to as the Planning Principles (which includes case studies and graphics), will provide assistance to local governments in the planning scheme process and guide the development of recreation and open space plans. It may also inform planning policy content of regional frameworks for growth management.

The State Government has a significant role in the preparation of local government planning schemes. Under the *Integrated Planning Act (1997)*, planning schemes must coordinate and integrate state and regional interests. This includes the state’s interests in recreation and sport. As such the planning scheme is an important mechanism for ensuring open space for recreation and sport is identified, protected and managed.

Recreation and/or open space plans have been developed by many local governments. Application of these principles will help integrate the recreation and open space plans with planning schemes and other statutory plans. The flow diagram Figure 1-1 illustrates how recreation and open space plans can be incorporated into local government planning.

Figure 1-1 - Incorporating Recreation Principles into Local Government Planning



1.4 Summary of Principles

Recreation Setting Diversity

The widest possible recreation diversity, through the provision of the greatest possible range of recreation settings, should be the guiding principle. An ideal network of outdoor recreation settings would include some lineal corridors connected to larger blocks across the entire range of landscape classes (ie from urban-developed-modern to natural-wild-remote) that are present in a particular biogeographic region.

The tenure and management arrangements applied to particular areas can be used to create more setting diversity and provide more recreational satisfaction. This can be achieved by segregating incompatible recreation activities and/or zoning some areas for specific types of activities.

Natural Landscape Features

Prominent natural landscape features should be identified, protected and managed for their recreational, nature conservation, historical, visual, educational and cultural heritage value.



The recreational value of a natural landscape feature can be reduced by uncontrolled and/or inappropriate recreational use. Consequently, recreation should be actively managed to minimise unacceptable impacts and ensure the quality of the resource is maintained. Some natural landscape features may have the specific statutory protection provided by tenures such as National Park or State Forest, or by zonings which restrict development.

Management Plans for areas of state land such as National Parks and State Forests can address potential issues such as conflicting usage of natural landscape areas and ensure their sustainability.

Sustainability of Recreation

In the context of recreation, sustainability means a given stock of resources (ie areas which are available for recreation and sport, recreation trail corridors, built recreation or sport facilities, recreation and sport service providers, etc) maintains its quality, quantity and diversity.

Ecologically sustainable recreation can be defined as the use of areas/settings for recreation purposes both:

- within the capacity of those areas/settings to sustain natural processes; and
- so that the benefit of the use to the present generation does not diminish the potential to meet the needs and aspirations of future generations.

The relationship between the natural environment and recreation activities is fundamental. The quality and diversity of recreation opportunities in the more natural open space environments is dependent on maintaining the natural attributes and diversity of these environments.

Undeveloped Open Space

The identification, protection and management of undeveloped open space will provide appropriate settings for outdoor recreation and education activities. Undeveloped open space may also provide scenic diversity, contribute to the conservation of habitats and corridors for native animals and plants, and maintain natural ecosystems that sustain life.

Recreation and Sport in Rural Areas

Public open space in rural areas can support tourism and protect key natural and historic features that define the identity of communities, promote social cohesion and meet recreation and sport needs.

As in cities and towns, public open space in rural areas needs to:

- be accessible from logical and convenient locations;
- provide for the likely movement pattern of people within the area (given the terrain and the location of facilities - shops, toilets, drinking water supplies, shade, formed trails, horse yards and cyclepaths);
- be cognisant of the location of natural and historic/cultural features; and
- be actively managed to maintain the quality of sites and facilities.

Open Space Fragmentation

Outdoor recreation is dependent on access to appropriate open space areas. Where possible, local governments should avoid fragmenting or isolating open space. This is intended to ensure the continuity of public enjoyment of open space and to ensure sufficient area and diversity of open space remains for future generations. Local government planning schemes can play a key role in preventing open space fragmentation.

Open space can be fragmented:

- through new residential, commercial or industrial development;
- when open space corridors are used as major transport and utility corridors; and
- when public access to open space is restricted or prevented where it was previously allowed.

Fragmentation of open space may have a negative impact on the scenic, nature conservation and water catchment values of open space and may reduce the diversity of local and regional recreational environments.

Cross-Boundary Strategic Planning

Coordinated planning across local governments is recommended to ensure:

- continuity of outdoor recreation networks across a region;
- continuity of cyclepaths and other non-motorised trail networks;
- improved user access through compatible policies and practices;
- inappropriate and incompatible land uses in adjoining local government areas are avoided (eg residential subdivision occurring in one local government area which is adjacent to an existing major sports facility in an adjoining local government area without appropriate buffering); and
- recreation management issues which cross local government boundaries and/or affect adjoining local governments are dealt with in a coordinated and complementary way.

Regionally Significant Open Space

To make wise planning decisions about some areas of open space, councils should consider the regional context. A regional context provides a framework in which to identify the significance of any particular open space area. Regionally significant open space is land which is regionally significant for any open space function. A regional system is a network of open space lands, which are special in some respect, and separately or collectively, are of regional significance.

Local and state governments should identify, protect and manage land of strategic importance for regional open space. The identification of such land should be accompanied by a statement of site values and significance to enable decisions to be made regarding the range of compatible land uses and appropriate development (if any) adjacent to or within particular regional open space areas.

Regional Recreation and Sport

Planning the appropriate location of regional recreation and sport facilities impacts on overall facility development, both within the council where the facility is to be located, and in bordering councils. Within logical groups of councils, planning should include the identification of:

- the hierarchy of facilities (ie local, district or regional);
- the type and location of existing facilities; and
- the location of unmet demand for specific types of facilities.

Open Space Standards

The application of a simple area per capita standard for open space will not necessarily ensure useful land for recreation and sport. An approach that assesses the community, its needs, the physical characteristics of the area in question for recreation and sport in terms of attributes such as area, length, terrain type, climate, proximity to transport, etc, the range of settings possible given the physical characteristics and considers the intended functions is supported. For example, places and functions can include: lineal corridors for cyclepaths, walkways or horse trails; riparian land to facilitate water based recreation; and linkages between settings.



Charging for Public Parks Infrastructure and Priority Infrastructure Plans

The *Integrated Planning Act 1997* (IPA) introduced a new approach to the provision and funding of infrastructure for development. The policy which underpins this approach is that basic or essential infrastructure that communities would reasonably expect to be available (eg. roads, water supply, electricity supply, etc) should be provided. This basic level of infrastructure includes the provision of open space for parkland and sporting fields.

Infrastructure charges as they relate to recreation and sport replace Section 5.6 of the repealed *Local Government (Planning and Environment) Act 1990*, which required developers to contribute towards the open space (parks) of the local government in which their development was located.

It is important to note that not all local governments will require, or choose to complete an Infrastructure Charges Schedule (ICS) for public recreation land. For example, those local governments experiencing low or no growth, and therefore with no pressure to approve developments, will probably choose not to complete an ICS. In these cases, a Recreation or Open Space Plan will assess whether the existing supply of land for recreation and sport purposes is sufficient to cater for the needs of the existing population. Refer to implementation notes Charging for Public Parks Infrastructure and Priority Infrastructure Plans.

If a local government is completing an ICS, a Recreation or Open Space Plan is an essential precursor as it should provide direction for future land, water and facility development for recreation and sport. Recreation or Open Space Plans are also beneficial in defining a 'desired standard of service', or performance criteria for recreation and sport land. Refer to implementation notes Open Space Standards/Planning Performance Criteria and case study 5.4 for more detail on performance criteria.

It is suggested that open space attributes considered suitable for parkland dedication be identified. Each local government needs to take account of the specific open space values in their area (eg water courses and their riparian corridors; pedestrian/cycling and wildlife corridors; linkages with existing open space areas; and flat areas suitable for active recreation and sport).

Multiple Uses of Open Space

Open space allocated for a particular non-recreation use, may still potentially provide recreation and sport opportunities compatible with the intended primary use. Conversely, open space allocated for recreation or sport purposes may also have value for other open space uses (eg nature conservation, water catchment management, or buffers).

As a general principle, the multiple use of open space is recommended where the proposed uses are safe and compatible. This will help to optimise the potential benefits that the community derives from its investment in public open space. It may also help reduce the amount of land required for public purposes.

Redevelopment/Recycling of Land for Recreation and Sport

Many rural towns have participated in the Main Street Program to revitalise and redevelop sections of the town and boost the economy. Shifts in the economic structure and advances in technology have impacted on the types of goods and services needed by today's society and changed the recreation and sport needs of many people.

In addition to these changes, there has been a trend towards development of regional commercial centres. However, this has sometimes occurred at the expense of the central business district, drawing people and the expenditure away from city hearts. Part of the urban renewal process has served to counteract this effect by planned redevelopment, which revitalises these areas. By locating recreation and sport facilities such as health and fitness centres in town centres, or redeveloping a town car park into a tennis centre, recreation and sport can contribute in a positive way to redevelopment.

Eco-Tourism and Outdoor Recreation

Tourism development and activity often targets attractive landscape features such as beaches, water holes, coral reefs, safe anchorages, white water sections of rivers, lookouts, etc. Typically, the settings surrounding these natural landscape features are changed to make them suitable for tourism. The result is that the physical, social and management character of sites or features that were relatively natural may be fundamentally changed. Consequently, the diversity of recreation settings and access to sites for outdoor recreation for local communities and for independent outdoor recreationists can be significantly reduced by tourism development.

The tourism “product” is often the opportunity to experience natural environments through outdoor recreation activities. For these types of outdoor recreation/tourism products to be sustainable (both ecologically and economically), they must not change the physical, social or management characteristics of the more natural recreation settings on which they depend.

Compatible Recreation Activities

To maximise community benefits from investment in land and facilities for recreation and sport:

- recreation and sport facilities and open space should be designed and managed for concurrent use by a group of compatible recreation and/or sport activities; and
- where concurrent use is not possible, facilities and land should be shared between recreation and/or sport activities which are separated in time.

In some situations, the principles of multiple use by compatible activities are well established. For example, designs for multiple use halls that can be used for basketball, volleyball, netball and other recreation and sport activities are well known. However, multiple use facilities (eg halls, sports centres, swimming pools) still need to be managed appropriately to ensure each user group has a sufficient amount of time for training and meetings; equitable use for major events and competitions; and adequate storage space. Therefore, while the activities may be sufficiently compatible to share space, if the facility is not managed properly, tensions between competing users may still exist.

Recreation and Adjacent Land Uses

The early assessment and identification of land for recreation and sport will assist local governments to minimise potential conflict between adjacent land uses. While recreation and sport facilities must be accessible to the community, councils also have to consider the potential impact of these facilities on the surrounding areas.

The identification of appropriate areas for these facilities during the town planning process, and subsequent protection or reservation of land in the planning scheme, will ensure adequate provision in compatible locations. Activities located away from environmentally sensitive areas and residential areas can minimise potential conflicts. Management mechanisms to minimise the impact of recreation and sporting facilities on adjacent areas of nature conservation, cultural heritage, water catchment or agricultural production value may be needed.

Facility Location

Land for recreation and sport should be allocated as an integral part of the town planning process, so essential infrastructure for recreation and sport is developed along with other essential services.



Recreation and sport facility location and distribution should be determined through specific facility needs studies to ensure adequate and appropriate facilities are located in areas of need. Local governments also should ensure sufficient land is available in these areas of identified need, through town planning mechanisms such as designation of land for community infrastructure or infrastructure charges.

Co-Location of Facilities

The co-location of a compatible mix of uses such as public space (ie in which to socialise), transit stop, low order retail, a variety of housing types and open space is encouraged to provide choice and flexibility over time. The mix of uses should be such that they endure as people's life cycle changes, rather than creating sectoral neighbourhoods which may decay over time.

An integrated approach to planning residential areas, community facilities, public open space, and retail and commercial services creates opportunities for greater social interaction, lowers the proportion of trips made by car and increases the viability of the facilities.

Non-Motorised Recreation Trail Network

In many communities, there is significant demand for opportunities for horse riding, bicycle riding and walking. Some of this demand focuses on exploring the landscape, some focuses on exercise and fitness, whilst some results from the challenge of covering distances at speed. Demand is also created by the use of cycling and walking as legitimate modes of transport, to get to and from shops, work or school.

For non-motorised recreation trails to function, it is essential local government planning schemes protect them from fragmentation and from being subsumed by other land uses or transport modes. However, please note that while unused rail corridors may be used as "rail trails", it should be recognised that this is an interim use only and the corridor could be used again in the future for transport purposes.

In urban areas, the open space system may be utilised to establish a network of recreational walking and cycling paths. These types of pathways are an integral part of the total open space system and can provide a safe means for connecting various sectors of the community, as well as connecting people to recreation opportunities.

Connectivity of Recreation Areas

The development and maintenance of connections between transport systems, centres of population and recreation and sport resources (eg open space, sports facilities) will help to create coherent and integrated communities both socially and physically. Communities with activity centres that draw people together, public open spaces for communal recreation and social activity, and recreation centres that provide a mix of compatible and complementary activities, provide focus and contribute to a sense of community.

Designing and maintaining connectivity of open space will maximise the value of the open space network for all uses/functions (eg nature conservation, water catchment, etc) not just recreation and sport. Providing the physical connections between areas ensures maximum use, enhances opportunities to participate, and encourages integration between neighbourhoods and the efficient use of community resources.

Waterways and Riparian Corridors

Waterways include rivers, creeks, estuaries, dams, lakes, waterholes, swamps and wetlands - all of which are usually open space features. They have very variable characteristics. Some waterways (eg. rivers and creeks) are long lineal features while others (eg. Lakes Eacham and Barrine on the Atherton Tableland) are isolated features in the landscape. Depending on the climate and terrain of an area, waterways can be permanently flowing streams or temporary swamps or permanent lakes, high volume, fast flowing water or dry streambeds, steep mountain creeks or estuaries, fresh water or salt water. Waterways may also be natural or built features of landscapes.

Riparian corridors (ie. the land adjacent to waterways that has been shaped by water) may include stream banks, lakeshores, flood plains and levee banks. These also have very variable features. In steep terrain, riparian corridors can be narrow (ie. less than 50 metres wide) while big rivers in flat areas may have flood plains that are many kilometres wide. They may, or may not be, open space features, depending on the degree of built development that has occurred. Land close to waterways is often significantly different in colour, form and texture (eg. the vegetation is taller and denser) from other areas. Like waterways themselves, riparian corridors may be natural or built features of landscapes.

From a recreation planning perspective, open space waterways and associated riparian lands present opportunities for lineal corridors for both water-based (eg. swimming, canoeing, kayaking, rowing, sailing, skiing, fishing from boats, etc) and land based (eg. walking, cycling, picnicking, camping, horse riding, fishing from the land, adventure play and exploration by young children, etc) recreation activities. These lineal recreation corridors may provide links between other open space features such as urban bushland, sports fields, non-riparian corridors (eg. stock routes and unformed roads) and municipal parks and gardens which might otherwise be isolated and, consequently, less attractive, accessible and useful for recreation.

Like other significant physical features of landscapes, waterways and riparian corridors should be identified, secured and protected in planning schemes and actively managed to integrate recreation with non-recreational values or potential uses.

Where open space networks associated with waterways and adjacent riparian lands have been fragmented by previous development or land use decisions, planning schemes should seek to reconstruct links along the waterways between otherwise unconnected open space areas.



While this publication focuses on planning for recreation and sport in open space areas, it is recognised that any particular area of open space may have value for scenic amenity, agricultural protection, forestry, cultural heritage, nature conservation or water catchment protection as well as for recreation and sport. Accordingly, some types of plan are designed to integrate measures to protect and manage all open space values that are expressed in a particular area rather than just the recreation and sport values. Examples of these integrating plans include planning schemes, open space plans and management or master plans for specific open space areas.

Throughout this publication, the words “*Planning Scheme*” are used to refer to planning schemes as defined in sections 2.1.1 to 2.1.8 of the *Integrated Planning Act 1997* (IPA). Refer to Chapter 3: *Planning Scheme Implementation* for definitions and explanations of the components of planning schemes. When preparing planning schemes, the Planning Principles can be used in any of the following ways:

- As one source of information for the preparation of planning scheme maps or overlays relating to natural resources, landscape features, parks and sporting field provision;
- As one source of information for the preparation of Planning Scheme Policies that support planning scheme provisions dealing with the open space issues related to recreation and sport;
- As the primary information source for preparation of a Priority Infrastructure Plan for recreation and/or sport infrastructure; and
- As supporting information contained in the Explanatory Notes for the planning scheme.

The Framework for Planning for Recreation and Sport in Open Space

This Planning Principles document focuses on the land use planning aspects of open space for recreation and sport. This is based on the premise that each recreation and sport activity requires a place or space with specific attributes (eg. area, length, terrain, slope, surface, etc). Identifying, securing and making suitable places available are land use planning activities. After suitable places have been identified, secured and made available, planning for recreation and sport focuses on the types of built facilities and/or management inputs needed for each recreation or sport activity.

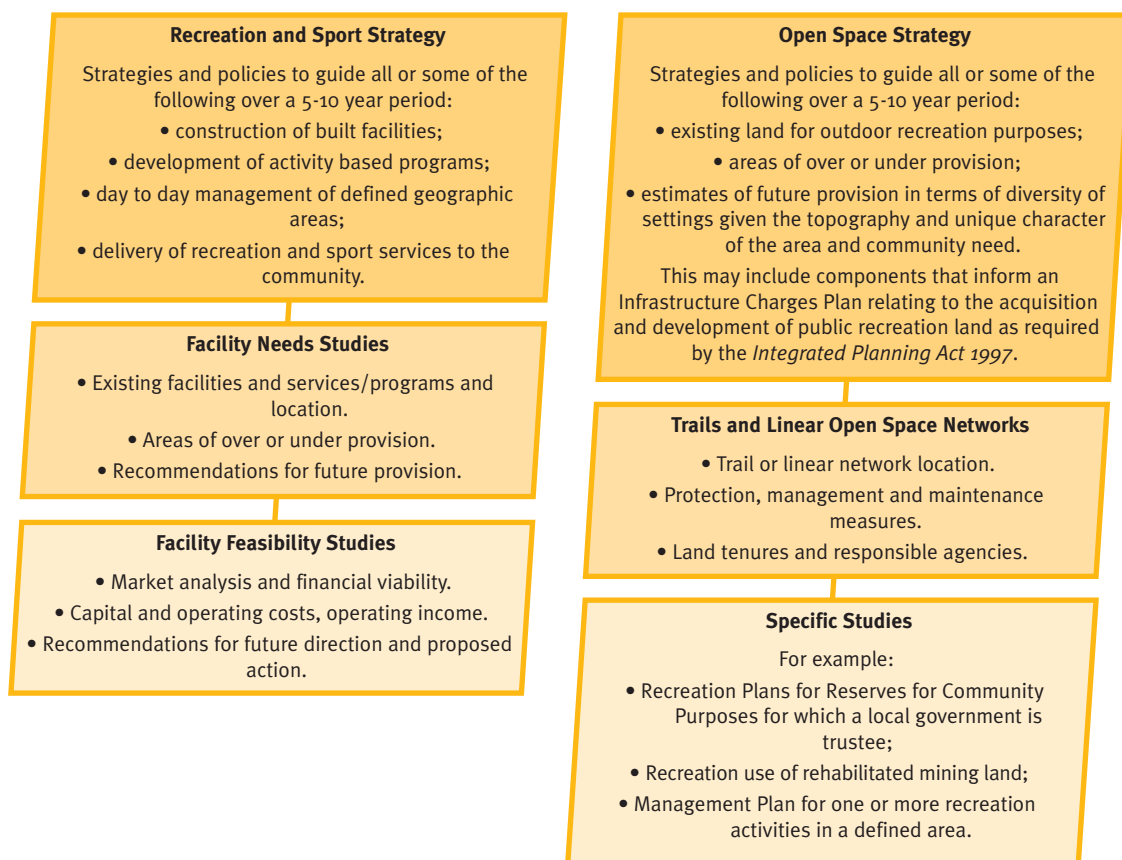
In general, the logical sequence of planning is to start with more conceptual, less detailed and less specific plans which then guide the development of more specific and detailed plans as shown in Figure 2-2 Framework of categories of recreation planning studies (over page).

Recreation planning like all other forms of planning takes place in a variety of contexts for a range of purposes. Some forms of planning are long-term and relatively general while others are short term and very detailed and specific. Long-term (5 to 10 year) plans focusing on recreation and sport in open space areas are called *Open Space Strategies* while those plans which focus on development and management of recreation and sport facilities, programs and associated services are referred to as *Recreation and Sport Strategies*. This terminology is used throughout this publication. Both Open Space Strategies and Recreation and Sport Strategies identify, coordinate and prioritise key aspects of providing recreation and sport products (such as land, built facilities, ancillary services, programs and policies) that meet community needs.

Open Space Strategies provide the strategic direction and framework for more detailed and shorter-term planning for recreation and sport in open space areas, as shown in Figure 2-2 (over page).



Figure 2-2: Framework of categories of recreation planning studies

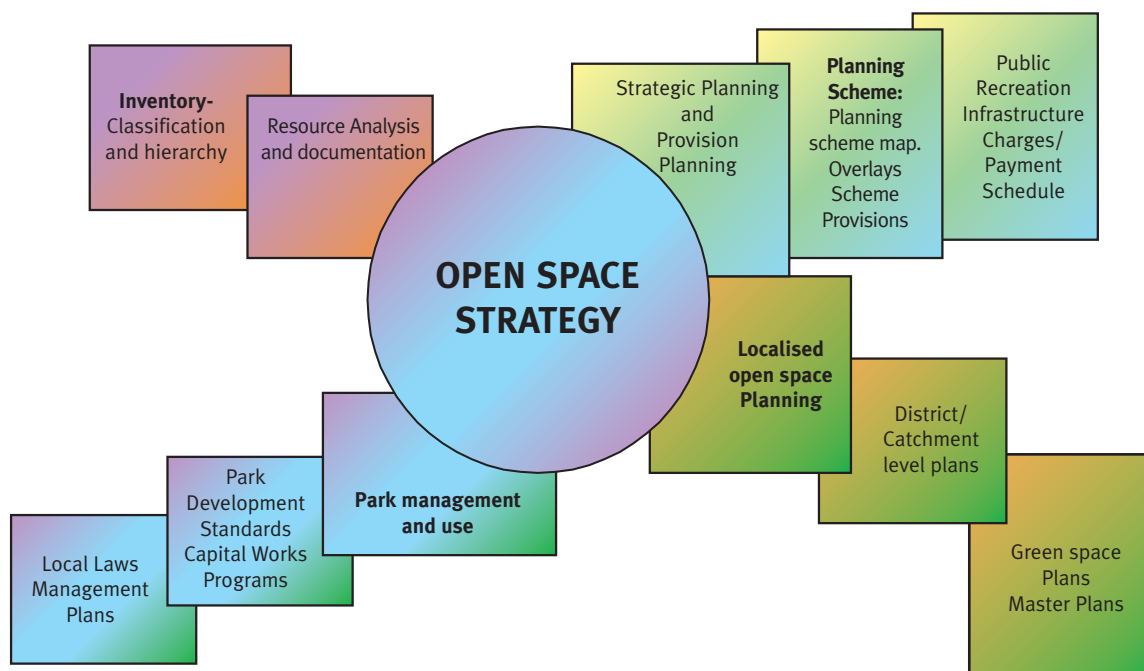


Open Space Strategies can provide the foundation for a range of planning and management activities related to recreation and sport in open space areas including:

- Open space planning at district or local levels;
- Green space planning for particular precincts or areas;
- Master planning for parks, reserves or other defined areas;
- Classification and inventory of public open space;
- Management and infrastructure development planning for particular recreation or sport activities;
- Development of local laws, management plans and day-to-day operational plans for recreational open space; and
- Corporate planning for councils and business planning for work units within councils.

The following diagram illustrates the various planning processes and products to which the Planning Principles for open space for recreation and sport may be applicable.

Figure 2-3 Overview of Integrated Open Space Planning



The preparation of an Open Space Strategy or Recreation and Sport Strategy for a local government area should include (but not be limited to) the following elements:

- Mapping of key landscape and environmental features (including waterway corridors).
- Mapping of major transport corridors, non-motorised corridors and open space links (eg. bikeways, trails, pedestrian paths).
- Mapping of existing and future population areas.
- Identification, classification and mapping of all open space areas that, most importantly, shows the distinction between areas specifically allocated to public recreation (eg. parks and sporting fields) and other open space elements (eg. waterways, buffers, drainage reserves, retention basins, wetlands, conservation areas etc).
- Identification and mapping of land, or potential precincts for facilities at local, district and regional levels.
- Identification of the range of outdoor recreation settings potentially available and of critical locations/sites that have high value and which consequently may require protection (eg. natural-wild recreation settings and long continuous open space corridors).
- Identification of proposed new parks and sporting fields at regional, local and district levels (local level provision can be guided by the standards of service/performance criteria or more detailed precinct/district plans).
- Analysis of the current supply of public recreation land and its adequacy given demand. This can involve current community satisfaction as well as objective assessment against Standards of Service/ Performance Criteria.

- Preparation of a new or revised Standard of Service or Planning Performance Criteria for Public Recreation Land (this should include land for facilities, not only open space). These guide provision levels for future communities as well as provide for an objective assessment of existing supply. In addition, these are required for preparation of an Infrastructure Charges Plan.
- Illustration of strategic land use planning issues and intents, such as protecting waterways from development or identifying a critical district sporting/active recreation area.
- Consideration of cultural and social values associated with open space (eg. Indigenous values).

An Open Space Strategy should have a long-term (ie. 5 to 10 years) planning view. However, the elements of an open space strategy which require regular review and updating include, Standards of Service and the achievement of strategic outcomes such as protection of corridors, acquisition of land for parks and timely provision of infrastructure for recreation.

Indigenous Issues and Open Space Planning

The recognition of Indigenous land values has prompted a greater need for planners, engineers, managers and officers to engage Indigenous stakeholders early in open space planning processes. Effective consultation with Indigenous groups is an integral part of community consultation. Consultation should recognise the cultural values associated with particular land areas as well as other management issues.

Public open space may be subject to native title claim. In addition, there may be cultural values associated with particular parcels of land. These values are part of a wider set of community values which impact on the planning process.

To ensure Indigenous land values are appropriately identified and considered, any consultation process should allow adequate time for information exchange, comprehensive understanding of the planning processes and consequences of decisions, opportunities for negotiation and development of shared solutions. To initiate the process of identifying the correct networks and contacts within a particular Indigenous community, a local Land Council or Indigenous advisory committee are appropriate starting points. Advice on consultation and negotiation with Indigenous people is available from the Department of Aboriginal and Torres Strait Islander Policy website at: <http://www.indigenous.qld.gov.au/publications/publicat.htm>.

Key Land Use Planning Outcomes from an Open Space Strategy and/or Recreation and Sport Strategy

Preparation of an Open Space or Recreation and Sport Strategy for a local government area should be undertaken with the resources available to the local government and the complexity of issues to be addressed in the plans in mind. However, for larger or rapid growth local governments, such strategies may not provide the specific detail required for completion of a Priority Infrastructure Plan. This level of detail is more effectively provided through detailed district or precinct level open space plans. For many rural or remote councils, Open Space Strategies and Recreation and Sport Strategies only need to provide the broad elements to inform the planning scheme and to identify key areas for current and future recreation and/or sport use.

As a general guide the following outcomes should be sought:

- Sufficient information to assist planners in identifying key elements to be incorporated into the planning scheme. *For example: contribute to the determination of the “Desired Environmental Outcomes” of the planning scheme through clarifying the role of open space in achieving “Ecologically Sustainable Development”.*

- Sufficient information to enable a long term plan for provision of additional recreation opportunities. *For example: integrating Open Space Strategy or Recreation and Sport Strategy objectives into the planning scheme to ensure land for future recreation, sport and outdoor recreation needs is not developed inappropriately or key sites are not affected by inappropriate development on adjacent land. Also - providing information as the basis of a works program in long term corporate planning. Consideration should be given to development of parks, recreation track networks, as well as facilities.*
- Sufficient detail to identify potential locations for parks, sporting fields and facilities of district or regional standard and scale.
- Sufficient information to prepare an Infrastructure Charges Schedule (or Payment Schedule) for Public Parks Infrastructure. (Preparation of a Priority Infrastructure Plan).
- Strategies for the future direction and development of outdoor recreation settings, sporting fields and facilities.
- Sufficient detail to allow decision making on levels of desired development in parks. *For example: application of “management classifications” to different parks to provide guidance on desirable levels or types of activity and development.*

Other Strategies for Integrated Open Space Planning

There are a number of other strategies which can help in providing an integrated approach to the planning, development and management of open space:

- Local area open space planning - preparing plans for a precinct or district area that identifies existing open space elements, outlines likely development and locates proposed parks and recreation facilities indicating their approximate size and proposed function (eg. sport, recreation, local, district etc).
- Master planning - preparing a plan for a district or higher level park that identifies strategic management and development issues. Master Plans are particularly effective in providing for community involvement in planning and developing a park with a diverse range of recreation opportunities and integration with other functions (such as conservation).
- Green space planning - these are plans often prepared for a suburb or group of suburbs and identify open space elements including parks and sporting fields. Through community involvement and strategic planning a Green Space Plan can determine new management objectives for existing open space areas and propose new areas for addition to the open space network. These plans often have a focus on connectivity of “green areas” and protection or re-establishment of habitat and parkland opportunities.



3. Planning Scheme Implementation

This section is provided as a guide only and should not be considered to replace advice from the Department of Local Government and Planning. There are several changes proposed in the Integrated Planning and Other Legislation Amendment Bill. Councils are advised to discuss plan making issues with the Department to ensure they have the latest advice.

There are a number of measures that can be used to implement the Planning Principles through the planning scheme.

However, the most efficient mechanism is the preparation of an open space strategy for the local government area. The strategy can then provide the background information to be incorporated into key components of the scheme¹.

The four key areas of implementation for open space for recreation and sport are:

1. Identifying key open space network elements (such as rivers, major natural features and parks and sporting fields of district or greater significance) on relevant planning scheme maps or overlays. These elements should also be considered during the overall plan making process particularly when making decisions on land use and growth areas.
2. Adoption of appropriate zones (land use categories) that protect recreational values on or adjacent to specific sites with recreational values.
3. Development of performance criteria for inclusion in the scheme measures to ensure acceptable outcomes.
4. Undertaking detailed planning for public recreation infrastructure as part of the local government's Priority Infrastructure Plan. This would include specifying "standards of service" for public parks infrastructure and preparation of an Infrastructure Charges Schedule to fund the acquisition and development of the planned public parks infrastructure.

The following section provides a range of suggestions for local governments to consider for inclusion in their planning scheme. These suggestions are not a list of requirements and are provided by way of example only.

Strategic Framework

The strategic framework is a non-statutory part of the scheme and can be used to provide background rationale and explanation of the scheme's strategic intentions for the local government area. However some councils may choose to include a statutory layer or element to the scheme which is "strategic". This layer could only apply to "Impact Assessable" development.

Possible Actions

1. The open space network can be defined broadly in the strategic framework.
2. Explanation of how any open space strategy has influenced the preparation of the scheme can aid in understanding of the scheme.
3. Explanation of the main components of open space, including linkages, could be included in the strategic framework.

¹ The Open Space Strategy is an excellent document to form part of the 'explanatory notes' to the planning scheme. It can be placed on public notification with the scheme and made readily available to the public. If a council wishes, this explanatory material can be deemed to be 'extrinsic material' under the Statutory Instruments Act, thereby giving it additional status particularly in legal matters.

4. The strategic framework should consider any open space which is controlled or managed by Commonwealth, State or local government agencies and which may have value for recreation and sport. However, some of these areas (eg National Parks, State Forests, Forest Reserves and Marine Parks) will have been declared for reasons other than recreation and sport. They may not be available for recreation or sport purposes. The relevant agency must be consulted regarding the recreation and sport values of the areas concerned.

If a council decides not to have any strategic layer then the above information should be included in the explanatory notes supporting the scheme.

Planning Scheme Maps

The planning scheme maps have a major function in identifying land for future growth or change, identifying the preferred settlement pattern and identifying key features which affect land use considerations. The planning scheme maps and overlays are critical in providing a clear intention in regard to provision of an open space network for the local government area.

1. All existing public open space should be identified and included in appropriate zones (land use categories).
2. Consideration should be given to how development can be managed for various types of open space to ensure that development on or adjacent to the site can protect the site's values. Options include different zones (eg. conservation, informal / local parks and sporting parks) as well as the use of precincts or categories within a single zone. Alternately an overlay can be used to make distinctions within a zone.
3. Any proposed new open space for recreation and sport could be identified to demonstrate future intent and included in the appropriate open space zone.²
4. All important elements of the open space network should be identified (such as rivers, creeks, open space linkages between major nodes).
5. All open space elements from State prepared regional planning (eg. the Regional Framework for Growth Management) should be identified. Reference to Regional Frameworks for Growth Management may assist coordinated outdoor recreation planning.
6. Any trail or path networks and critical future links could be identified.
7. Regional parks or sporting facilities should be identified and included in an appropriate zone.
8. Consider if there is any current or likely future demand for a multi-use site which accommodates "difficult to locate" sports such as motor sports (eg motocross, car racing, powerboat racing, jet skiing), gun/rifle sports, model aircraft. Any site would need to be located away from existing and potential future urban areas. Shared provision with an adjacent local government may be appropriate in some circumstances.
9. Privately owned open space of regional significance could be identified and a zone applied that does not unreasonably limit activity but protects values.
10. Sites or nodes within or adjacent to "destination" public open space sites, where tourism development is appropriate could be identified and included in a zone or land use category that indicates the desired intensity of development.
11. Natural areas / outdoor recreation destinations which are unlikely to support tourism due to environmental or cultural constraints should be identified.
12. Identification of district level community facility nodes to allow for integration of open space, recreation facilities, community facilities, services, retail and transport networks is desirable.
13. Land use planning can identify sites for district or larger recreation areas and ensure there is sufficient area for co-location and multiple use as well as growth.

² The implications of this action are that some land owners may seek compensation for "down zoning".



14. There should be consideration of adopting a specific land use (zone) for waterways that ensures sufficient corridor width is provided for riparian vegetation, recreation and path networks.
15. Planning for future major transport corridors could consider inclusion of additional corridor width to act as undeveloped open space areas providing a buffer and possible future recreational trail.
16. Potential locations for regional facilities could be identified jointly with adjacent local governments and consideration given to how access networks link with the adjacent local government communities. Any proposed sites should be included in the appropriate zone.
17. Proposed locations for difficult to locate sports (such as motor sports) should consider the potential for a shared approach with adjacent local governments or state land management agencies.
18. Extractive industry and other “candidate” sites which could be recycled for recreation and sport in response to urban growth and demand, could be identified as potential redevelopment areas.

Overlays

Overlays are a secondary set scheme provisions based on areas, places or sites having special attributes that affect the outcomes sought, as the attributes may:

- Make those areas, places or sites sensitive to the effects of development
- Constrain development due to an environmental hazard or the value of a resource.
(IPA Plan Making Guideline, Sept 2001, page 25)

Overlays do not usually cover the whole planning scheme area and will usually include a map element showing the land affected by the overlay, a range of assessment categories for land affected by the overlay, and assessment criteria for development affected by the overlay categories.

In many ways the use of one or more overlays to clearly define the desired open space network and to identify opportunities for appropriate development or constraints on development to protect the open space network would be the most efficient means of incorporating many of the principles into the scheme.

For example, preparing an overlay for an “Open Space And Public Recreation Facilities Plan” would allow a range of scheme provisions specific to the overlay to be prepared. These could focus on the key issues of:

- Ensuring that open space for recreation and sport is planned and provided to take advantage of existing and future open space networks, co-location and good linkage with residential areas.
- Identifying constraints and opportunities to ensure the proposed network is not adversely impacted by adjacent development and that opportunities for complementary development are promoted.
- Ensuring that development, future transport networks or other infrastructure development does not sever key open space linkages.

Overlays are included in the statutory element of a planning scheme where the information may alter the level of assessment required for specific sites. Where this is unlikely to be the case, the information may be better contained in the explanatory information supporting the planning scheme.

The following suggestions should be considered when preparing overlays.

1. If buffers³ can be mapped, then identification can be considered to prevent impacts on major recreation areas from adjacent land uses. They may not need to restrict all development rather, identify what development is suitable within the buffer.

³ Buffers are also one of the possible solutions which may be appropriate when considering development in particular areas and in such cases do not need to be mapped in the overlays and can be possible solutions to code and impact assessment. Preferred distances, performance criteria or methods for establishing a preferred buffer could be identified in Planning Scheme Policies.

2. An overlay could identify all areas in the natural -wild- remote end of the recreation setting spectrum (see Appendix A for explanation of setting types). Impacts from any development on these areas should be avoided and particular attention is drawn to planning of major transport or services corridors.
3. An open space overlay could identify recreation settings for major sites. Consideration of the importance of particular settings can be included in the performance criteria informing the codes applicable to the overlay.
4. Any significant landscape features (eg. vegetated hill slopes) which form critical parts of a recreation setting (eg. as a backdrop to a major picnic destination) could be identified and appropriate constraints on development identified.
5. Regional features identified or protected by state and regional planning (such as in the Regional Framework for Growth Management, prepared by the Department of Local Government and Planning) should be included in an appropriate overlay if there are constraints or opportunities applicable to areas within or adjacent to these features.
6. Landscape features of significance should be identified and their values documented to provide information for land use planning (eg. to avoid unsustainable impacts on features) and for use later in assessment of development that may impact on a feature.
7. Preparing an overlay for core elements of an open space strategy can allow an integrated view of the various network and linkage issues. For example:
 - Existing and planned built networks such as bikeways.
 - Existing and potential open space based linkages such as along waterways, overland flow paths, fire breaks or buffer zones.
 - Key linkage opportunities based on significant natural features such as foreshores and riverside corridors.
 - Key access and destination nodes such as local shopping/services centres, public transport stations/interchanges, schools, institutions, major recreational destinations.
 - Other pathway networks and potential recreation links.

Much of the above information can be included in the explanatory information supporting the scheme (such as an open space strategy document). Only those elements which have a direct constraint or opportunity affecting consideration of development should be included in an overlay.

8. An overlay could identify nature based recreation areas of high significance and detail development constraints that ensure that potential impacts (such as fire hazard, feral animals or weed species) from a particular development are minimised. An overlay may also identify areas of high conservation significance which have also been identified as suitable for accommodating some nature based recreation activities. An assessment of the potential impacts of these activities on the conservation values of the area is an essential pre-requisite. A management plan for the area should also be developed to ensure the nature based recreation activities can be sustainably managed.⁴

Scheme Provisions, Planning Scheme Policies and Codes

The scheme provisions focus on ensuring that consideration of development is appropriately guided. The provisions are those against which all Integrated Development Assessment System (IDAS) development applications under the scheme are assessed.

The planning scheme provisions identify the outcomes the scheme will achieve and establish the criteria against which development applications will be assessed in order to achieve these outcomes.

⁴ The scheme can only deal with land management issues in a limited way as conditions of approval at the time of development and only if those land management issues relate specifically to the development being proposed. Many of these issues may be better dealt within Local Laws.



The zones and overlay provisions (supported by the maps) provide the outcomes and criteria for development assessment on a geographical or locational basis. There will also be other provisions (usually in the form of general development codes) which specify the outcomes and criteria to assure the performance of specific types of land uses and development.

The following are suggestions only and consideration of these depends on the complexity of the planning scheme and the individual council's preferences for managing development.

1. Planning Scheme Policies can be prepared to ensure that appropriate information is requested when considering large residential developments or developments in particular zones or locations identified in an overlay. Information requested could include:
 - How the local open space network is being protected?
 - How the need for internal provision of parks and sporting fields is being considered?
 - How special features of landscape, environmental or cultural significance are being protected from impact?
2. Codes should identify in detail the planning outcome being sought and should be developed and applied to various development activity to provide performance criteria and other guidance as to acceptable outcomes or probable solutions in regard to:
 - Buffering of open space corridors or active recreation areas⁵ (eg. sports fields).
 - Setting diversity, location and design of parkland provided internal to any development.
 - Linking with open space or bikeway networks and protecting existing networks.
 - Protection of open space values.
 - Development on public open space.

Codes can be supported by Planning Scheme Policies which provide guidance on meeting design and performance criteria.

3. Assessment tables for land included in a recreation facility or public open space zone and identified in a recreation facilities overlay as a proposed regional facility, could include acceptable "complementary" development in or adjacent to regional facilities as a way of encouraging co-location of facilities and multiple uses of open space.
4. Where a site has been identified in related planning as a possible long term future parks site (eg. in 20 years time), then the site could be included in the appropriate zone⁶ and an additional layer of constraint identified through an overlay. Any proposed land uses or development, which may be appropriate interim activity, can be considered until acquisition becomes a reality. Forward planning for facilities can be 10, 20 or more years in advance and this should not restrict potential uses of the land unless they threaten the main value for which the land is to be acquired. Alternately the site could be included in the Priority Infrastructure Planning - Public Parks Infrastructure.
5. Development codes to prevent riparian and water quality impact could be prepared for specific developments associated with waterways (eg. corridors and adjacent lands identified in a natural resources or waterways overlay). These could provide guidance on acceptable solutions for any proposed multiple use as a result of residential or other specified development.
6. Assessment Tables relating to any waterways overlay or zones could identify those uses or activities which are impact assessable. Explanation of the waterways management objectives and the range of values to be protected within a waterway corridor can be incorporated into Planning Scheme Policy along with any guidance on acceptable solutions such as minimum corridor widths for creeks and rivers and identified preferences for riparian corridors (eg. naturally vegetated and providing a pathway).

⁵ There are few recommended buffer distances. Some issues such as noise can be calculated on a case basis, for others such as waterways each council will need to determine their own.

⁶ This may trigger a compensation claim.

7. Scheme provisions could identify the need for extractive and similar “invasive” industries to include remediation and post use planning.⁷ This may be done through code or a supporting policy which describes the type of information that may be required for impact assessment of such activities.
8. Provisions relating to any sporting facilities or recreational facilities overlay, could identify further constraints on surrounding land uses. This would protect amenity of the facility site (eg. a district sporting complex) by ensuring any proposed use considers the existing impacts of the facility (eg. noise and light) and does not propose incompatible land uses such as residential or inappropriate industrial use. Conversely provisions should also ensure that development of recreation facilities does not adversely impact on existing adjacent land uses.
9. Provisions for zones associated with public open space sport and recreation use should consider possible uses and developments and identify levels at which code and impact assessment are required. Consideration could be given to identifying limits on any building activity and requiring code assessment as well as limiting the overall area of any one site that can be developed (or long term leased) to avoid problems associated with incremental intensification of use. For example all sporting parks included in the “sporting facilities zone” may be limited to no more than 60% of site area to be leased or developed unless otherwise indicated by a Recreation Facilities overlay.
10. Paths and bikeways proposed to be constructed by developers should be reviewed by Council, for compliance with network planning, any bikeways strategies and design criteria, prior to any approval for the development or construction of the pathways. The scheme should include provisions requiring provision of bikeways and compliance with design or strategic plans. It is anticipated that design standards would be included in Planning Scheme Policies.

Priority Infrastructure Planning

Priority infrastructure planning is the mechanism for acquiring and developing the land for public parks infrastructure (including land and embellishments) required to cater for a future population’s recreation and sport needs based on the Standards of Service (see planning principle).

The *Integrated Planning Act* and the changes proposed in the Integrated Planning and Other Legislation Amendment Bill will allow councils to choose one of the following options for acquiring their public parks infrastructure for future populations.

1. **Infrastructure Charges Schedules** - Identifies the charges to be levied on development to fund the provision of the public parks infrastructure listed in the schedule and planned in the Priority Infrastructure Plan. Charges are generally issued in association with development approvals, but are not conditions of the approval and are not appealable. Charges must be equitable and transparently calculated on the basis of the proportion of the establishment cost of the public parks infrastructure that can reasonably be apportioned to premises. Charges schedules are required to state the estimated cost of the infrastructure and timing of its provision.
2. **Regulated Infrastructure Charge** - this option is available for all local governments but is primarily aimed at small and low growth local governments. The Regulated Infrastructure Charges will be set by the State and charges up to the maximum specified by the State can be adopted by local governments without the need to prepare an Infrastructure Chares Schedule. The Regulated Infrastructure Charge would be suitable in cases where:
 - the infrastructure network being charged for already exists;
 - limited growth or future development is anticipated and therefore unlikely to require significant expansion of the network;

⁷ There are overlaps with state agencies on some of these uses particularly the Environmental Protection Agency which will now have responsibility for environmental aspects of some mining approvals.



- there is little or no need for the rigour or complexity of a basic Infrastructure Charges Schedule and limited capacity to recover the cost of preparing the Schedule from future development; and
- there is limited capacity to prepare an Infrastructure Charges Schedule.

Both Infrastructure Charges Schedules and Regulated Infrastructure Charges can be used for embellishments, as well as acquiring land. Some examples of embellishments include playground equipment, picnic facilities, shelter sheds, toilet blocks, paths, parking, basic landscaping and training standard lighting for sporting fields.

Infrastructure Charges Schedules will need to be supported by detailed planning which identifies a proposed network of public parks infrastructure. The levels of provision proposed are supported by the Standards of Service which provide the equitable basis for calculation of any charge amount.

The Standards of Service and the Priority Infrastructure Plan options are discussed further in the planning principles.

Supporting information from an Open Space Strategy or Recreation Strategy (to provide rationale for the Standards of Service) needs to be included in the Priority Infrastructure Plan and thus in the scheme. The detailed strategy information could be included in the explanatory information which supports the scheme.