

# Waterloo Park Plan of Management



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# Reconciliation Statement

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

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

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

# Executive Summary

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

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

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

# Part A

# Management Framework

# 1. Introduction

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## What is a PoM

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

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

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

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

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

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## Need for the PoM

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

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

Waterloo Park (Crown Reserve D.500484) is treated as “community land” under the LG Act requiring a PoM.

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## Process for preparing the PoM

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

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

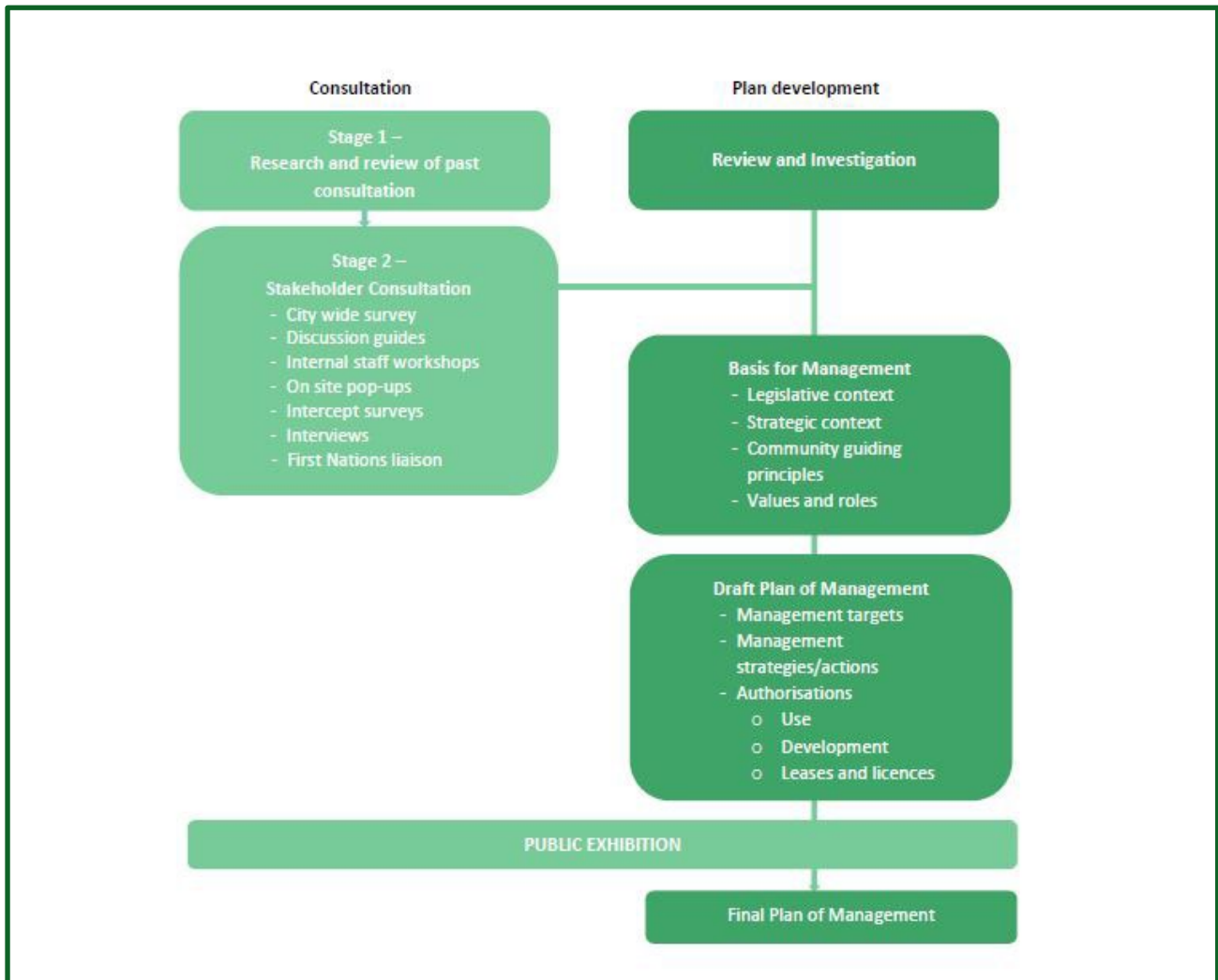
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## Purpose of the PoM

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

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

Figure 1. PoM process



## Consultation

### Purpose of the consultation program

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

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

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

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



## The Engagement program

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

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

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

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

## What we heard – community engagement

The community engagement report noted the following highlights:

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

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

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

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



Engagement tools to inform general plans of management

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

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

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

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

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



Engagement tools to inform specific plans of management

Children told us they value parks because...

“It has at least one thing everybody likes”

“Its just beautiful”

“There is space”

“They make me happy”

“When going outdoors it’s nice to be in a place that is well maintained and easy to access”

“I like having time with nature”

“Everyone’s welcome there”

## What we heard – First Nations engagement

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

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

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

### The environment as living culture

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

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

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

### Language and naming

*The use of language needs to go beyond naming*

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

### Decolonising spaces and truth-telling

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

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

### Visibility

*We are here - this land was never ceded*

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

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

*Make these important places recognisable to Aboriginal people*

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

Waterloo Park  
Plan of Management

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

**Practicing and sharing culture and supporting community**

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

**Economic and cultural ownership and management**

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

**Advocacy/leadership/influence**

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

**Barriers**

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

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

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

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

### Specific feedback related to Waterloo Park

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

#### What we heard - Specific POMs snapshot:

## Waterloo Park, Oval and Skate Park, Waterloo



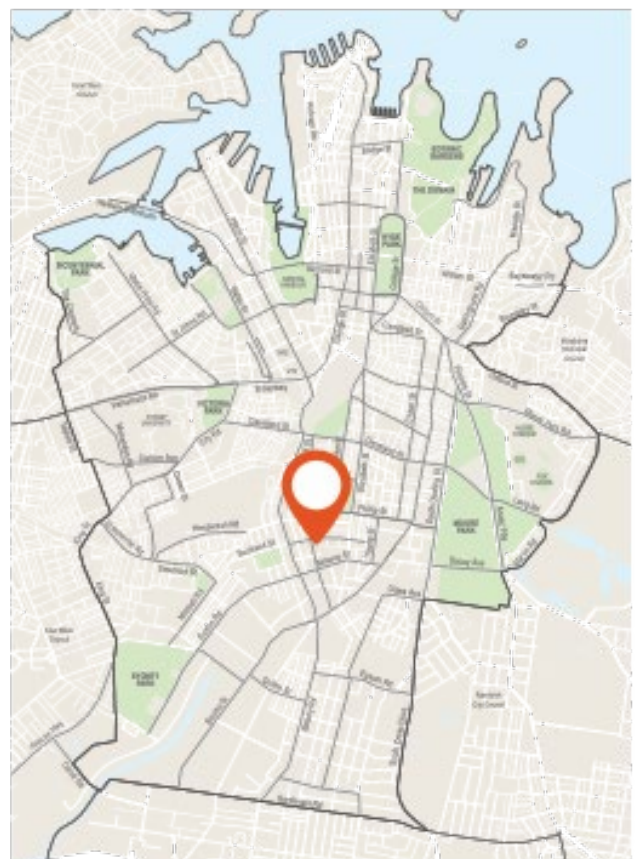
#### Number of people who commented on this park:



**7** people completed the online survey for Waterloo Park.

#### Current visitation to Waterloo Park

- More than half of survey respondents live nearby to Waterloo Park (57%; 4), followed by respondents who work nearby (29%; 2).
- Respondents were more likely to visit the park weekly (43%; 3) or monthly (29%; 2).
- Respondents usually visit Waterloo Park in the afternoon/evening (6pm - 9pm) (57%; 4). This was followed by respondents who visit in the morning (9am - 12pm) and in the afternoon (12pm - 4pm) (43%; 3, respectively).



Waterloo Park, Waterloo

# Waterloo Park Plan of Management

## What people value about Waterloo Park

Survey respondents were asked to choose what they value most about Waterloo Park.

29% or 2 survey respondents (respectively) indicated they value Waterloo Park as a peaceful place, it's a cultural place and it's interesting.

Other reasons why respondents value Waterloo Park include the real grass and would like to see it retained rather than converted to synthetic grass, and it is unceded Aboriginal land.

## Why people value Waterloo Park

Survey respondents were asked why they chose these values. Responses included:

- It is important real and natural grass is retained in this park, and
- Access to facilities to participate in and watch community sport is important.

## Current activities at Waterloo Park

Survey respondents were asked what are current activities they do at Waterloo Park.

Meeting with friends (57%; 4 respondents) is the most popular activity respondents do at Waterloo Park.

This was followed by walking through to get somewhere else, walking or running for exercise, watching the world go by and attending sporting events (43%; 3, respectively).

## Future activities at Waterloo Park

When asked if there is anything else respondents would like to do at Waterloo Park in the future, one respondent commented they would like to participate in fitness training. Another respondent indicated they would like to see the turf cricket square retained for matches.

## Additional comments about Waterloo Park

Survey respondents were asked if there was anything else they would like to share about Waterloo Park. Comments included:

- Improve and upgrade facilities in the park and oval (2 comments)
- Increase shade areas, especially shaded picnic tables
- Opportunity for a fenced off dog area, particularly near the skate park or McEvoy street, and
- Retain the turf cricket square for matches.

## Respondents told us...

"I value the real grass. I strongly oppose the suggestion that the park will be changed to a plastic grass surface. It's extremely important that at least a part of this park remains real natural grass."

- Survey respondent

"Community sport plays a big role in society and is something that should be as accessible as possible. The facilities should reflect that accessibility to make it easy for people to participate as well as spectate."

- Survey respondent



"Very dated and run down. Facilities around the oval are not very good. No shade areas, especially shaded picnic tables, except one very old concrete one."

- Survey respondent

"This park also needs a fenced off dog area, even if only very small, perhaps near the skate park or McEvoy street. Dogs should be allowed to be walked and run around here."

- Survey respondent



## 2. Land description

### Location and description

Waterloo Park is bounded by Elizabeth, Allen, Pitt and Kellick Streets, in the suburb of Waterloo. The Crown reserve consists of two land parcels split by McEvoy Street.

Waterloo Oval and Grandstand, the skatepark and the South Sydney Youth Centre (WEAVE) are located south of McEvoy Street. The northern portion of the park consists of parkland with steep embankments

The table below summarises key land information for Waterloo Park.

A Site Plan has been provided on page 14, refer to **Figure 2**.

**Table 1. Summary land information**

Item	Description
<b>Site Name</b>	Waterloo Park
<b>Address</b>	1B and 2B Elizabeth Street, Waterloo
<b>Ownership</b>	Crown (The State of New South Wales)
<b>Crown Reserve No., purpose and gazetted date</b>	Dedication 500484, Public Park, 25/1/1887 Additional Purpose: Community Purposes, 21/09/2012
<b>Zoning</b>	RE1 Public Recreation
<b>Area</b>	28,845.16 m <sup>2</sup>
<b>Lot &amp; DP</b>	
Crown Reserves	Lot 1 DP 136176 and Lot 2 DP 136177
<b>Restrictions / easements</b>	n/a
<b>Community land categorisation</b>	General Community Use / Park / Sportsground
<b>Condition of land</b>	refer to <b>Table 2</b> for Condition Summary

Figure 2. Site Plan



## Heritage and culture

### Overview

Waterloo Park was gazetted in 1887 and at the time was the only public reserve in the municipality of Waterloo. The park was originally known as Mount Carmel Park, the name being associated with Our Lady of Mount Carmel Church and School (built in 1858) adjacent the park to the north. The name was changed to Waterloo Park in 1892.

The land the park is sited on is within the traditional lands of the Gadigal people. Prior to colonisation the land consisted of a diverse wetland comprising lowland, swamps and streams, along with 'undulating land, sandy soil covered with low scrub'.

The area now known as the suburb of Waterloo formed part of an initial land grant. Over subsequent years the land was subdivided as the city expanded and the land transformed from rural enterprises to larger scale industry and rows of terrace housing. The district saw enormous growth after 1870 and land for the park was set aside by the government in 1886.

The site has been heavily modified with the park laid out on 'hilly ground', formed on a sand heap, terraced and filled with waste. The initial park area was subsequently extended to allow space for an oval which was formed in 1912.

A pavilion for the oval was replaced in the early 1960's by the current grandstand building. Two of the parks most well-known elements today, are the skate park south of the oval and the youth/community services centre housed in an award winning adapted and renovated toilet block.

Of contemporary social relevance is the park's relationship to the Lady of Mount Carmel Primary School at Waterloo. Today about half of the students are from an Aboriginal and Torres Strait Islander background. (*Source: Barani Barrabugu yesterday tomorrow Sydney's Aboriginal History booklet*).

The park and reserve are of social significance as they have been in continuous use for leisure, recreation and sports since the 1880's, and reflect the changing patterns of public recreation in the inner-city.

### Heritage Context

Sydney LEP #I2079 – 'Waterloo Park and Oval including grounds and landscaping'

Sydney LEP #C70 – Waterloo Heritage conservation Area

NSW SHR Item #01630 – Pressure tunnels and shaft (Underground Item)

### History

The land on which the current day park is sited was a diverse wetland, comprising lowland, swamps and streams, along with 'undulating land, sandy soil covered with low scrub'. The Gadigal would have had various walking routes though this landscape as they moved freely across the landscape accessing resources, camp sites and for ceremonial purposes.

After colonisation, Waterloo was important as an industrial water supply, the area also irrigated numerous market gardens that produced vegetables for the city.

The land that today comprises Waterloo was first granted to John Thomas Campbell, who received a grant of 185 acres in 1825. He called it Mount Lachlan Estate after Governor Lachlan Macquarie.

The suburb was named after the nearby Waterloo Estate which encompasses the suburbs of Zetland, Alexandria and Rosebery.

Housing development was at first limited to the high ground surrounding the Waterloo swamp, the Waterloo dam and Shea's Creek.

In 1858, one of Sydney's earliest Catholic schools was built on Hungry Hill, said to have been named because it was a barren sandhill and non-productive land. The following year the church was built and named Our Lady of Mount Carmel. Mount Carmel is a hill in Palestine which was occupied by Christian hermits in the first centuries after Christ. The Church was painted by artist, Conrad Martens in 1836. The picture shows the church crowning a large hill surrounded by scrubby sandy land. A row of three cottages with fenced allotments is depicted low on the rise of the hill in front of the church with a nearby road.



## Waterloo Park Plan of Management

Waterloo Council was formed in 1860, and the district saw enormous growth in the 30 years after 1870. Waterloo was transformed from a small fringe suburb of Sydney, with some small industry mixed with market gardens, dairies and mills, to a suburb where larger scale industry, rows of terrace housing and areas of workers' cottages filled the landscape.

About **7½ acres of land was resumed by the State Government in late 1886** and Waterloo Council appointed trustees of the 'Mount Carmel Park'. The Minister for Education, Dr Renwick, **dedicated the new park at Mount Carmel in December 1886** and afterwards attended a banquet at the Waterloo Town Hall. One year later the park was being formed and laid out on the 'hilly ground, formed from a sand heap, terraced and filled in with garbage. At this time Mount Carmel Park was the only public reserve in the municipality of Waterloo. Plantings in the new park were most likely supplied by J. McLachlan of the Botanic Gardens after October 1888. The **park was fenced by 1889** and the Council sought rubbish to be deposited in Mount Carmel Park to consolidate the making of the terraces and the general formation of the park. The Council also sold sand from the site as part of development of the park.

The park was **renamed 'Waterloo Park' in 1892**. Coinciding with the name change, the Waterloo Council lobbied the minister to extend the area of the public park as far as Mount Carmel Park as there was insufficient area for a cricket pitch or football ground. The Council requested an additional 3½ acres of low-lying swampy land adjoining the existing parkland.

A portion of the present park was **dedicated for public recreation in November 1892** and the other portion was **proclaimed as public park in September 1912**. In the intervening period an **oval was formed in the park in 1912**. That year tennis courts were laid in the southern end of the park and the oval pavilion was extended. The **pavilion was replaced by a new grandstand in 1963/1964**.

Port Jackson Figs dominate the planting structure with 37 specimens forming an avenue along McEvoy Street which runs through the centre of the park. There is another specimen in the adjoining grounds of Mount Carmel School. Other trees in Waterloo Park include 10 Moreton Bay Figs and 2 Deciduous Figs along with Coral Trees, Paperbarks and Brush Box.

In 2006, as part of a collaborative design process with street skaters, including Chad Ford, Fernside Skatepark was the first street style skatepark constructed in the city at the southern end of Waterloo Park.

In 2013, Sydney based architects, Collins and Turner were commissioned to design a new youth centre. The same year the centre was announced as the winner of the 2013 Australian Institute of Architects (NSW Chapter) Sulman Award.

### Statement of Significance

The following statement of significance has been taken from the inventory sheet for Waterloo Park and Oval:

*The land now known as Waterloo Park is within the traditional lands of the Cadigal. Its sandy, scrubby and swampy nature would have influenced how the First Australians interacted with the area. Mt Carmel Reserve and Waterloo Park are of historical significance as part of Mount Lachlan Estate dating from 1825 and related to the early housing development surrounding Waterloo Swamp. The establishment of Mt Carmel Reserve dates from 1886 and Waterloo Park from 1892. Our Lady of Mount Carmel located on 'Hungry Hill' is one of Sydney's earliest Catholic Schools.*

*The park and reserve are of aesthetic significance as large urban green spaces fringed by gracious rows of mature Moreton Bay Figs.*

*The park and reserve are of social significance as they have been in continuous use as for leisure, recreation and sports since 1880s and reflect the changing patterns of public recreation in the inner city.*

## Key heritage features

The Crown reserve includes several trees which are listed on the City of Sydney Significant Tree Register.

The planting of Waterloo Park South is of aesthetical significance as a large green area between the residential and industrial establishments. Some individual specimen figs are considered to have significance at the local level due to their substantial size, scale and representative values. Moreover, the collection has group significance at the city/local government area level in terms of its combined aesthetic, visual, historic and social values.

These trees are a vital part of the historic fig collections which define the broader public open space of the City of Sydney. Waterloo Park is scheduled in City of Sydney Local Environmental Plan 2012.

The entries are split into three entries on the register:

Our Lady of Mount Carmel Primary School

- 1 Port Jackson Fig (f. glabrescens)

Waterloo Park North

- 27 Port Jackson Fig (f. glabrescens)
- 2 Port Jackson Fig (f. rubiginosa)
- 6 Moreton Bay Fig; 1 Silky Oak

Waterloo Park South

- 7 Port Jackson Fig (f. glabrescens)
- 1 Port Jackson Fig (f. rubiginosa)
- 4 Moreton Bay Fig
- 2 Deciduous Fig

The southern section of Waterloo Park is made up primarily of Waterloo Oval and Skatepark.

The sports field at Waterloo Oval has been expanded slightly and reconfigured away from its oval shape present in 1943 aerials with the original grandstand removed.

The southern end of the site also has the South Sydney Youth Centre (Weave). Designed by Collins Turner and opened in 2012, this building was the 2013 winner of the Sir John Sulman medal for public architecture, and an AIA NSW award for sustainability, and national awards for public architecture, sustainability and steel architecture.

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## Environment and landscape

Waterloo Park and Oval is an important green space in the southern part of the City of Sydney's Local Government Area. With significant increase in the surrounding residential density, the park and oval are functioning both as a local community park as well as a venue for organised sport.

The park is divided into two distinct zones by McEvoy Street. The northern area is located on steeply rising ground adjoining Our Lady of Mount Carmel Primary School and Church. The park is characterised by the distinctive landscape, grass hill slopes with mature fig planting and local playground facility.

The southern park area includes Waterloo Oval, a sporting field used for cricket and football codes as well as skateboard facilities and the award-winning South Sydney Youth Centre (WEAVE).

### Pre-Existing Natural Characteristics:

Pre-colonisation the park site formed part of a diverse wetland, comprising lowland, swamps and streams, along with 'undulating land, sandy soil covered with low scrub'.

### Physical Characteristics:

#### Landform, soil, drainage

The park site was significantly modified through filling and levelling prior to its landscaping.

Waterloo Park north was modified with sand fill and imported rubbish to form a series of terraces on the sloping landform.

Waterloo Park South was modified to form the level playing field by cut and fill, and integration of retaining wall structures and grassed embankments to the western and northern peripheries of the park.

Drainage to the Oval has been progressively upgraded to improve the resilience of the grassed surface. (*Source: Open Space, Sports and Recreation Needs Study 2016*).

### Vegetation

Port Jackson Figs dominate the planting structure in particular the avenue along McEvoy Street. The northern south sloping site and land adjoining McEvoy Street was originally planted with a mix of common native Fig species

## Waterloo Park Plan of Management

including Port Jackson Figs (*F. rubiginosa*, *F. glabrescens* and *F. rubiginosa*) and Moreton Bay Figs (*Ficus macrophylla*) sourced from the Illawarra region, north coast of NSW and south-eastern Queensland. The Figs are arranged in informal groups or clusters along the northern slope creating a contiguous evergreen canopy.

Other trees in Waterloo Park include Moreton Bay Figs and two Deciduous Figs along with Coral Trees, Paperbarks and Brush Box.

There is very little understorey planting throughout either the north or south park areas. The base of the mature figs generally has large areas of exposed root systems with mulched areas needing renewal.

The mature street trees, Paperbarks (*Melaleuca* species) on Elizabeth Street and Figs within the verge on McEvoy Street provide shade and a leafy green edge to the parks.

The youth centre at the southern end of the park has a vine clad trellis system which sits independently of the building. Overtime the vine growth has merged the building visually with its landscape setting.

### **Landscape Character and Visual Amenity**

The two park areas north and south of McEvoy Street have very distinct landscapes defined through landform and use. The mature fig tree canopy provides a unifying theme. Mature street trees on Elizabeth Street and McEvoy Street contribute to the street frontage of the park.

There are limited views into and out of Waterloo Park North due to topography and the mature tree canopy coverage. Waterloo Park South's more open boundaries provide more opportunities for views into and out of the park to the surrounding streetscape.

### **Access and Circulation**

The park is generally well connected to the local area and neighbouring suburbs via the street network, public footpaths, cycle routes and access to public transport.

A separated off-street cycleway is located on Allan Street on the south side of the park which provides a connection between Alexandria and Zetland and a direct link to the Bourke Street cycleway to the city.

**Waterloo Park North** – can be accessed at formal path entries from the surrounding streets on all sides. Two internal stepped path routes

provide access through the park from Mount Carmel Way to McEvoy Street, and to the play/fitness and basketball practice area adjacent Pitt Street. Pitt Street on the western side of park is a no-through road, with a public footpath connection linking the end of Pitt Street to McEvoy Street. There is a through-site pedestrian path link from John Street to Pitt Street which provides local residents direct access to the park from the west.

90-degree angle parking is provided opposite the playground on Pitt Street. This area is not line marked and no accessible spaces are set aside.

Mount Carmel Way on the east/north side forms a boundary between the park and Mount Carmel Church/primary school and is a no-through road. A small parking area is provided with one marked accessible parking space. Cars are seen to use a partially level area within the park beyond the asphalt to both turn around in and use as a waiting area.

**Waterloo Park South** - Public footpaths on three sides of the park provide direct access to facilities via concrete steps or concrete/asphalt footpaths. Currently the public toilets situated within the grandstand can only be accessed from the driveway access on Pitt Street, the public footpath on McEvoy St does not connect to this accessway.

The only non-stepped pedestrian access onto the sportsfield is from a sloping footpath link from McEvoy Street footpath or over grass from the south end of the field via the youth centre.

The park side of Pitt Street has limited verge width due to the retaining structures for the sports oval so there is no space within the verge for footpath at street level. There is a section of concrete footpath along the top of the retaining structure at the oval level. Street trees have been planted within the street to allow for greening and shade along this frontage.

Service vehicle access to the oval and the South Sydney Community Centre (WEAVE) is from gated access points on the Elizabeth Street frontage.

Service access to the Grandstand is from gated access on Pitt Street.

On-street parking is available on Pitt Street, Allan Street, and clearways on Elizabeth Street, McEvoy Streets and Kellick Streets.

The park is well connected via public transport with bus stops on Elizabeth Street located on the park boundary or near park entries. The park is located 550 metres from Green Square Station. (park is a 15-minute bus or train trip from Central Station).

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## Reserve development

Little has changed in terms of the overall layout of the park since it was established in the late 1800's. Park upgrades and refurbishment over the years have included redevelopment of some existing facilities to meet the changing needs of users, and new or expanded facilities such as the skatepark play space and fitness facilities.

**Capital works undertaken** since the start of the 21<sup>st</sup> century include:

- Major renewal of skatepark in 2006, installation of new half-pipe in 2014 and improved surface to half-pipe 2016
- South Sydney Community Centre (WEAVE) replaced an old decommissioned toilet block – built 2012/2013
- Small park upgrades with installation of fitness equipment in 2019, including:
  - Outdoor exercise equipment and furniture, including bars, poles and benches
  - Bike racks and water bubblers
  - New softfall paving, concrete walls and stairs
  - New plants, landscaping and drainage.

The City of Sydney's Open Space, Sports and Recreation Needs Study 2016 identified the following actions and capital works improvements:

- Development of a coordinated master plan for the site
- Investigation of an improved playing surface at Waterloo Oval.

A proposal to upgrade the existing sports field and grandstand and additional landscaping works are currently being scoped. Targeted timeframe for completion is by 2024.

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## Reserve purpose and community use

### Crown Reserve Purpose

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

The public purposes for Waterloo Park Crown reserve are **Public Park** and **Community Purposes**.

### Community usage

The park offers two different zoned areas of green space with distinct recreational roles.

The northern park area offers a distinctive landform of grass hill slopes with mature fig planting, a playground facility, adjacent basketball practice area, outdoor fitness equipment and footpath connections.

The southern area features a sporting field used for cricket and rugby league, grandstand with public toilets, skateboard facilities with half pipe, viewing areas and the award-winning South Sydney Youth Centre (WEAVE).

As part of the City of Sydney's park fitness equipment plan, a new outdoor fitness area was installed in 2019 to the north of the park which included refurbishment of the existing basketball practice area.

Drinking fountains are provided adjacent to facilities in both park areas.

The park is a dog off-leash area at all times, with the exception of prohibited areas: playground, oval, courts and skatepark.

The adjoining roadway contains a bus shelter within scrolling/static advertising, City of Sydney and JC Decaux seating.

The park is intensively used for sport (football codes, cricket); informal active and passive recreation; skateboarding; fitness training groups; local children's playground; basketball practice; and pedestrian access.

### Skatepark – 'Fernside Skatepark'

Fernside is a 920sqm concrete skatepark and was the first of its kind in the area when it opened in mid-2006. At this time, it was the first full street

## Waterloo Park Plan of Management

style skate plaza in Sydney. Features include blocks, ledges, banked ledges, manual pads, stairs, rails, flat bar, fly-out, corner bank, steep wall and mini ramp.

The park's design was brought to life by local skaters to ensure its structure resulted in the best skatepark in the region.

Over the years, Fernside Skatepark has undergone renovations to ensure that the skate ramp is of the best quality and is safe to use for skateboarders of all ages. As such, there are periods where the park is closed for maintenance that usually includes the repair of cracks and joints, as well as sealing and smoothing the surfaces. (Source: <https://www.sydneypoint.com.au/attractions/fernside-skatepark>)

Upgrade works have included:

2014 – A 1.5m-high half pipe addition to Fernside Skatepark - designed by Fernside's creator, Chad Ford and built by Hargraves Landscapes.

2016 – Surface of the half-pipe at Waterloo Oval has been improved to help ensure a safe and high-quality skate ramp for skateboarders to enjoy.

### **Weave Youth and Community Services**

The organisation was established in 1976 as a local youth service and since then has evolved in response to what the local community needs, providing responsive, collaborative and consistent support with strong connections to the Aboriginal community. The centre offers a diverse range of services and programs for youth and the community and has been located in the park since 2012.

The building was previously a utilitarian toilet block, constructed as a single-story brick structure and was decommissioned in the early 1990's, and subsequently utilised by South Sydney Youth Services (now Weave) as a workspace prior to its renovation in 2012.

Features:

- The refurbishment sought to provide an inviting, safe, light-filled environmentally responsible space for young people to meet staff, and the caseworkers who provide a

variety of services to assist with a wide range of social issues

- External vine covered steel trellis which sits independently of the building. Overtime the with the growth of the plants, the abstract green form has merged the building visually with its landscape setting
- 200 square metre roof terrace with small bush tucker garden which is used in cooking classes for the centre
- Designed by Architects, Collins and Turner, and Terragram Landscape Architects.

(Source: <https://urbannext.net/weave-youth-and-community-services>)

### **Users**

Recent park user intercept surveys indicate the most popular activities undertaken in the park include:

- A place to meet with friends
- Walking through
- Walking or running for exercise
- Sitting contemplatively
- Attending sporting events.

More than half of the survey respondents live nearby Waterloo Park and would visit the park weekly.

Active stakeholders include:

- WEAVE Youth
- Housing NSW
- Sporting groups
- Skateboard groups.

### **Event use of the park**

WEAVE supported by other organisations hold the Annual Fernside Festival and Skate Competition in conjunction with Youth Week – now running for 21 years at the park.

The oval and grandstand facilities are used by sporting codes throughout the year for sporting fixtures.

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

Facilities	Usage	Condition assessment (source / reference)
Grandstand	Organised sports users	Average (3)
Public toilets (part of stand)	General public	Good (2)
Kiosk building	Organised sports users	Average
Sports oval	Organised sports users General Public	Good
Oval lighting	Organised sports users	Good
Basketball practice area	General public	Good (2)
Playground	General public	Average-Good (2-3)
Fitness Station	General public	Good (2)
Skatepark plaza	General public	Good (2)
South Sydney Youth Centre (WEAVE)	General public	Good (2)
Park Signage	General public	Average
Park shelter with tables	General public	Average
Path network (south)	General public	Average
Path network (north)	General public	Average

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

**Table 3. Existing leases and licences**

Lease / licence	Crown Reserve / Lot and DP	Lease / licence holder	Date commenced Date expiring Term	Purpose / Comments
Accommodation Grants Program Lease	R.500484 / part Lot 2 DP 136177	WEAVE Youth Family	01/07/2021 Expiry 30/06/2026 5 years	Youth services

# 3. Legislative context

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## Ownership and management

Waterloo Park Crown reserve is owned by the State of New South Wales. The City of Sydney is the Crown land manager responsible for the management of the Crown reserve. Refer to **Section 2**, page 13 for further property details.

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## Relevant legislation

### Crown Land Management Act 2016

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

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

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

### State Environmental Planning Policy – Infrastructure 2007

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

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

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

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

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

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

## Applicable planning controls for the reserve

### Environmental Planning and Assessment Act 1979

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

Waterloo Park is zoned **RE1 – Public Recreation**.

#### 1 Objectives of zone

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

#### 2 Permitted without consent

Environmental protection works

#### 3 Permitted with consent

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

#### 4 Prohibited

Any development not specified in item 2 or 3.

## Native Title

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

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

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

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

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

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

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



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

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

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### Heritage management

The planning and management of Waterloo Park must recognise and adhere to the requirements applicable to Local heritage listings.

# 4. Strategic context

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## Past planning and management

Planning and management directions have been established for Waterloo Park through past master planning (Open Space, Sports and Recreation Needs Study 2016, “OSSRNS”). This Plan of Management references the OSSRNS as the current planning direction for Waterloo Park.

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## Key strategic directions

The following guiding strategic directions are summarised for the planning and management of Waterloo Park. A Strategic Plan can be found on page 28 (refer **Figure 6**).

### **Strategic Directions from OSSRNS 2016:**

The OSSRNS proposes the preparation of a master plan to coordinate a range of upgrades and improvements that are required across both park zones – south and north of McEvoy Street. It identifies that a master plan for Waterloo Park and Oval should consider:

- Provision of safe pedestrian crossing points at McEvoy Street and Elizabeth Street
- Upgraded boundary definition of oval and park that includes oval fencing, perimeter circuit pathway for walking and exercise
- Upgraded grandstand / toilet / change room facilities. Shade provision for grandstand spectators
- Tree management of existing mature fig trees
- Address any proposed edge impacts from RMS widening on McEvoy Street
- Investigate option to co-locate additional youth recreational facilities next to skate park
- Environmental performance to contribute to the City of Sydney’s environmental targets.

The City of Sydney has also identified within its 10-year capital works program a proposal to provide an improved playing surface to Waterloo

Oval. This project addresses the ongoing challenges with wet weather recovery and overuse of the field area.

This project is currently being scoped to include:

- An upgrade to the surface of the existing oval
- An upgrade of the existing grandstand
- Additional landscaping works.

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## Demographic context

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

Key observations are summarised following:

### **More residents**

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

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

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

### **More workers and visitors**

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

### **Increasing density**

Open space provision will be critical to the liveability of higher density urban areas by supporting community well-being, physical

activity, social interaction, and a sense of space within an otherwise intensive built environment.

### **More lone persons**

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

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

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

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

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

### **Total population**

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

### **Service age structure**

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

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

Macleay Street-Woolloomooloo (-4%) and Oxford Street (-4%).

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

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

### **Households**

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

### **Household type**

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

- Chinatown – CBD South, Harris street and Crown – Baptist Streets will see a high increase in one parent families

### **Overnight and daily visitors**

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

Given the diversity of offerings across the LGA, visitors are distributed to places such as Oxford Street, Kings Cross/Darlinghurst, Newtown, the Rocks, Chinatown and Central Station. Accommodation is provided throughout the LGA via short term rental accommodation as well as through traditional hotel and hostel services.

The City of Sydney experiences 680,000 daily and overnight visitors for range of purposes and services including:

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

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

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

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

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

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

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

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

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

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

### Figure 3. Strategic Plan



*Source: Open Space, Sports and Recreation Needs Study 2016*

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## City of Sydney Policy and Strategy framework

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

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

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

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

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## Future Policy and Strategy guidance

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

# 5. Community guiding principles

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

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## Community and place

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

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

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

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

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

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

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## We are on Gadigal Country

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

## We commit to truth-telling and decolonisation

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

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

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

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

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

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

---

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

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

## We protect these places for future generations

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

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## Guiding documents

UN Declaration on the Rights of Indigenous Peoples

Principles of Co-operation with Metropolitan Local Aboriginal Land Council

City of Sydney Aboriginal and Torres Strait Islander Protocols

City of Sydney Stretch Reconciliation Action Plan 2020-2023

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

Designing with Country – NSW State Architects



# 6. Basis for management

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## Values and roles of Waterloo Park

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

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

In brief, these values and roles are identified as:

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### 1.0 Identity Character and Experiencing the Place

- A meaning of the place that resonates with Country
- A place which signposts and celebrates local, natural and cultural history
- A park of two distinct areas and characters

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### 2.0 Access, Connections and Accessibility

- A well-connected space to adjoining neighbourhoods and to district and regional users
- Wayfinding that seamlessly aids access and use
- A place that is clear easy and safe to move around
- An appropriately lit environment
- A place that is not compromised by parking and vehicle access

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### 3.0 Community Use and Activation

- A place of respite for users and adjacent residents

- Outdoor courts that facilitate recreation and fitness
- Play spaces that support children and family use of park
- A place for daily fitness
- Access to dog off leash areas
- A place that recognises and celebrates First Nations living culture
- A place for events
- A place that is open and usable by all members of community
- A safe place to visit day and night
- A place that provides access to public amenities
- A place for organised sports
- Spaces and facilities that support youth use of the park
- WEAVE - providing for important community services

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### 4.0 Facilities and Built Infrastructure

- A heavily used sports turf facility
- An integrated building servicing multiple community uses
- Park elements that support park use and create an attractive character
- Underground infrastructure

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### 5.0 Environment and Sustainability

- Resilient landscaping to future-proof our green spaces
- Landscaping and planting that interprets the original natural environment
- A place of diverse habitats
- A place that is cool, calm and comfortable in summer heat
- Established plantings which contribute to the park setting and habitat
- A place exhibiting sustainable water management

## Waterloo Park Plan of Management

- A place exhibiting sustainable waste management practices
- A place exhibiting sustainable waste management practices

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### **6.0 Culture and Heritage**

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

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### **7.0 Management and Maintenance**

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

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## Reflecting Crown reserve purpose

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

The public purposes for Waterloo Park Crown reserve are **Public Park** and **Community Purposes**.

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## Current / existing use

In accordance with Crown Lands requirements, the City of Sydney has established initial categorisations for Waterloo Park. The application of these categories is consistent with the way in which Waterloo Park is currently used and has been endorsed by Crown Lands.

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

**Figure 4** maps out the community land categorisations in the context of Waterloo Park.

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## Characteristics of the land

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

For Waterloo Park there are no site characteristics that would justify Natural Area categorisation.

Likewise, where land is of Aboriginal or historical heritage significance Council should consider whether Area of Cultural Significance is applicable. This should consider whether there are heritage listings or controls on the land that address heritage conservation. Where such protections are not afforded and a site warrants

heritage significance, the Area of Cultural Significance category may be applicable.

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

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## Proposed community land categorisations

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

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

**Table 4. Community land categorisation**

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

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**Guidelines for categorisation and application to Waterloo Park**

**Core objectives for management**

**Application**

The General Community Use categorisation applies to the footprint of the South Sydney Youth Centre (WEAVE). The categorisation enables the facility to be leased/licenced for social and community purposes.

Figure 4. Community land categorisation map



# 7. Review of the plan

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## Lifespan of the plan

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

Changes that may need to be addressed include:

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

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

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## Other triggers for review / update

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

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

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## Process for review

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

**Annually:** Monitor progress of PoM

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

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

Review and amend the PoM, where required

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

# Part B

# Management of community land categories



# 8. General requirements

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

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## Management Framework

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

### Management targets

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

### Means of implementation

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

### Assessment indicators and measurement

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

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## Permitted development and use

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

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

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

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

### Restrictions on management of Crown land

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

- Be consistent with the purpose for which the land was dedicated or reserved
- Consider native title rights and interests and be consistent with the provisions of the Commonwealth Native Title Act 1993
- Consider the inchoate interests of Aboriginal people where an undetermined Aboriginal Land Claim exists
- Consider and not be in conflict with any interests and rights granted under the Crown Land Management Act 2016
- Consider any interests held on title.

### **Legislative requirements**

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

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

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

### **Consistency with Council adopted policies and strategies**

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

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

### **Indigenous Cultural and Intellectual Protocols**

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

### **Community Engagement**

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

To ensure that that matters impacting Crown and community land continue to reflect community values, priorities and interests, the City of Sydney will undertake engagement activities that are:

- Clear in scope and purpose
- Promote dialogue and open up a genuine discussion
- Influence outcomes and decisions
- Are inclusive and accessible

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

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

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## **Buildings and structures**

### **Express authorisation**

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

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

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

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

### **Native Title and Public Works**

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

provided the appropriate procedural rights as required under the Native Title Act 1993.

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## Assessment and approval of permissible uses and development activities

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

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

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## Prohibited activities

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

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

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## Managing impacts on adjoining land uses

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

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## Scale and intensity of use

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

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

### Organised sports use

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

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

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

### Informal use

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

### Commercial uses

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

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## Funding

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

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

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

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

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

Sources of funding include but are not limited to:

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

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## What are leases and licences

Leases and licences formalise the use of Crown and community land by groups such as sporting clubs, community groups and schools, or by

commercial organisations and individuals providing facilities or services for public use. The occupation of Crown and community land not only applies to the surface of the land but also includes the airspace above and subsurface below.

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

The City of Sydney's ability to lease or licence Crown reserves managed as community land such as Waterloo Park is authorised by Section 3.22 of the CLM Act, which requires the preparation of a community land PoM, adopted by Council, to authorise an occupancy or use agreement.

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## What are short-term uses

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

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## Other Estates

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

- There is no feasible alternative to connecting to a facility on the community land
- There is no significant impact on the land

## Waterloo Park Plan of Management

- Where the proposal involves the creation of an easement and/or a restriction on the future development potential of the property, compensation is assessed.

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

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

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### Authorisation of tenure

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

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

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

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

- Compatibility with the Crown reserve purposes and core objectives for the category of the land
- Compatibility with the applicable land zoning
- If development consent is required and has been obtained (and other consents under the EP&A Act and LG Act)

- Environmental and social impacts of the activities to be permitted by the proposed tenure
- Appropriate term (period of occupation)
- Capability of the Crown reserve to support the proposed tenure
- Current and future use of the land
- If the issue of the proposed tenure will materially harm the use of the land for any of the purposes for which it was dedicated or reserved.

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

- Have no negative impact on historical heritage sites or significant fabric
- Not alienate the park or reserve unreasonably
- Be ecologically sustainable
- Have a component of community benefit
- Demonstrate a clear nexus between the activity and the park or Crown reserve
- Not result in overuse of the area or conflict with community use of the area
- Ensure traffic, parking and essential or required vehicular access implications are considered
- Be in accordance with all Council policies and procedures governing the use of open space.

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

Where the land is subject to a claim under the Aboriginal Land Rights Act 1983 the issue of any lease, licence or other estate will not prevent the land from being transferred in the event the claim is granted.

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## Express authorisation of Tenure under this Plan of Management

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

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

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## Access

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

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

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

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## Temporary structures

### **Land use planning controls**

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

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

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

- The use of community land is within the prescribed period
- In circumstances where the proposed works are associated with an adjoining property, proponents must clearly demonstrate that there are no alternative means of placement available to avoid use of community land to undertake the required development or maintenance works including satisfying any safety requirements under the Work, Health and Safety Act 2011
- Building-related structures comply with the City of Sydney's technical requirements
- A performance bond as prescribed in Council's Schedule of Fees and Charges in respect of potential damage to City assets is lodged with the City of Sydney
- All necessary approvals have been obtained
- The City of Sydney is in receipt of proof of suitable insurances including public liability insurance.

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

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

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

### Temporary structures related to events

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

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

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## Bookings and events

### Temporary events

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

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

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

### Venues for hire

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

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

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

### Banner Hire

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

### Personal trainers

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

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

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

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

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

# 9. Management targets and strategies

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

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>1.0 IDENTITY CHARACTER AND EXPERIENCING THE PLACE</b>				
1.1	A meaning of the place that resonates with Country	<ul style="list-style-type: none"> <li>To implement a meaning and description that reflects connection to place</li> </ul>	Work with the community to establish a meaning and description that captures the place's Connection to Country	Community consultation Adopted meaning and description
1.2	A place which signposts and celebrates local, natural and cultural history	<ul style="list-style-type: none"> <li>To contribute to the space's identity and character</li> </ul>	Investigate the inclusion of informative and interpretive elements that reflect the spaces historical identity and natural character	Increased visibility of park identity
1.3	A park of two distinct areas and characters	<ul style="list-style-type: none"> <li>To recognise the two distinct park areas while providing appropriate unifying threads</li> </ul>	Planning and management to recognise the varied usage roles while unifying public domain fabric as appropriate	Increased use of park measured by survey and observation
<b>2.0 ACCESS, CONNECTIONS AND ACCESSIBILITY</b>				
2.1	A well-connected space to adjoining neighbourhoods and to district and regional users	<ul style="list-style-type: none"> <li>To provide functional, inviting, accessible and safe routes to the park from adjoining areas</li> </ul>	Review, monitor and work towards improving local access routes for workplace precincts and adjoining residential areas	Maintain records of public comments in relation to park access. Regular review of register to guide future directions
2.2	Wayfinding that seamlessly aids access and use	<ul style="list-style-type: none"> <li>To provide effective wayfinding and signage for park users and cyclists</li> </ul>	Maintain and upgrade wayfinding and signage in accordance with asset management plan Where required, implement new wayfinding and signage	Increased local use of park, measured by observation Routine surveys, audits and inspections
2.3	A place that is clear, easy and safe to move around	<ul style="list-style-type: none"> <li>To provide functional, attractive and compliant internal circulation routes and path networks</li> </ul>	Maintain and upgrade paths and pavements in accordance with park service levels Where required, implement new pathways to create greater connectivity in park	Path and pavements managed in accordance with Australian Standards Routine surveys, audits and inspections
2.4	An appropriately lit environment	<ul style="list-style-type: none"> <li>To provide adequate lighting to support desired night access, recreational and leisurely use of open space</li> </ul>	Maintain and renew lighting in accordance with asset management plan Monitor to identify lighting issues and address as require	Lighting maintained in accordance with Australian Standards Routine surveys, audits and inspections



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Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
2.5	A place that is not compromised by parking and vehicle access	<ul style="list-style-type: none"> <li>To provide a balanced approach to parking</li> <li>To provide and manage functional maintenance and emergency access mitigating adverse impacts on park and uses</li> <li>Prevent unauthorised vehicle access</li> </ul>	<p>Manage existing off-street parking to ensure efficiency and equity</p> <p>Ensure that the use of vehicles, when permitted in parks are regulated and do not affect the normal functioning of these spaces for community use</p> <p>Ongoing surveillance and enforcement of open space areas</p> <p>Incorporate educational activities into ongoing management</p>	<p>Reduced pedestrian, cyclist and vehicle conflicts</p> <p>Improved public safety</p> <p>Management measures carried out</p>
<b>3.0 COMMUNITY USE AND ACTIVATION</b>				
3.1	A place of respite for users and adjacent residents	<ul style="list-style-type: none"> <li>To ensure that the park provides a range of flexible and informal use spaces that are attractive and comfortable to be in</li> </ul>	<p>Ensure that park planning, and management maintains and enhances flexible informal use of spaces for broad community benefit</p>	<p>Increased local use of park measured by survey and observation</p>
3.2	Outdoor courts that facilitate recreation and fitness	<ul style="list-style-type: none"> <li>To maintain and enhance role of outdoor courts</li> </ul>	<p>Enhance role of courts for a diverse range of uses</p> <p>Monitor to identify management issues and address as required</p>	<p>Increased local use of courts measured by survey and observation</p>
3.3	Play spaces that support children and family use of park	<ul style="list-style-type: none"> <li>To provide access to quality play environments that aid early childhood development and provide engaging play settings</li> </ul>	<p>Ongoing provision of play experiences complementary to park character and capacity</p>	<p>Increased local use of courts measured by survey and observation</p>
3.4	A place for daily fitness	<ul style="list-style-type: none"> <li>To support and manage a sustainable level of fitness activity in the park</li> </ul>	<p>Support the role of the park for fitness activities in accordance with Council's policy framework</p> <p>Monitor to identify management issues and address as required</p>	<p>Maintain records of public comments in relation to fitness activities. Regular review of register to guide future directions</p>
3.5	Access to dog off leash areas	<ul style="list-style-type: none"> <li>To provide for effective dog exercise in accordance with Companion Animals Act</li> </ul>	<p>Manage off leash dog access to spaces as defined by City's Companion Animals Policy</p> <p>Monitor to identify management issues and address as required</p>	<p>Dog access maintained</p> <p>Reports of conflicts between dogs and other park users</p>
3.6	A place that recognises and celebrates First Nations living culture	<ul style="list-style-type: none"> <li>To celebrate First Nations heritage and living culture</li> </ul>	<p>For the pursuit of 'practising living culture', work with the First Nations community to understand the processes and procedures required to enhance access to spaces and facilities</p>	<p>Review existing policies and procedures</p>
3.7	A place for events	<ul style="list-style-type: none"> <li>To sustainably encourage temporary event use that contributes to local activation and cultural and community outcomes</li> </ul>	<p>To facilitate temporary event use that is appropriate to scale of spaces and in consideration of other park uses</p> <p>Develop guidelines for event use of park defining:</p> <ul style="list-style-type: none"> <li>Usable area and capacity</li> <li>Other specific event management and approval requirements</li> </ul>	<p>Increased use of park for events appropriate to scale and intensity</p> <p>Developed events guidelines</p> <p>Ongoing review and compliance</p>

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

### Waterloo Oval

3.11	A place for organised sports	<ul style="list-style-type: none"> <li>To ensure that management of access to designated sports use areas is clear and unambiguous</li> </ul>	Ongoing provision of adequate venue management services to facilitate bookings of oval	Venue bookings
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### Fernside Skate Park

3.12	Spaces and facilities that support youth use of the park	<ul style="list-style-type: none"> <li>To optimise the park's role as a hub for local youth</li> </ul>	Manage spaces and facilities to support youth gathering and activity	Increased youth participation measured by survey and observation
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### Youth and community

3.13	WEAVE - providing for important community services	<ul style="list-style-type: none"> <li>To enhance the youth and community role for the local area and district</li> </ul>	Maintain and enhance the role of WEAVE	Ongoing review and compliance of lease
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## 4.0 FACILITIES AND BUILT INFRASTRUCTURE

### Waterloo Oval

4.1	A heavily used sports turf facility	<ul style="list-style-type: none"> <li>To provide a field surface that meets community needs and complements park character</li> </ul>	Explore opportunities to improve the playing surface of the oval and associated sports infrastructure	Operational field and infrastructure Measured against contract KPIs
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### Grandstand and amenities building

4.2	An integrated building servicing multiple community uses	<ul style="list-style-type: none"> <li>To provide a suitable multi-use building to serve park use</li> </ul>	Explore opportunities to upgrade the grandstand and amenities building	Completed scoping report Measured against contract KPIs
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# Waterloo Park Plan of Management

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>Park elements</b>				
4.3	Park elements that support park use and create an attractive character	<ul style="list-style-type: none"> <li>To support recreational and leisure use of park while avoiding proliferation of elements</li> </ul>	Maintain and renew park furniture and other park elements in accordance with asset management plan Monitor the appropriateness of placement Implement new improvements, where required	Measured against contract KPIs Routine surveys, audits and inspections
<b>Underground infrastructure</b>				
4.4	Underground infrastructure	<ul style="list-style-type: none"> <li>To ensure services infrastructure requirements are effectively integrated into planning and design</li> </ul>	Liaise and coordinate with services authorities to identify amplification and renewal works that may impact spaces Manage to limit impacts on use and facilitate effective make good / integration	Maintained relationship with authorities Limited disruption to reserve's usage
<b>5.0 ENVIRONMENT AND SUSTAINABILITY</b>				
<b>Vegetation management and urban ecology</b>				
5.1	Resilient landscaping to future-proof our green spaces	<ul style="list-style-type: none"> <li>To sustain a green landscape for continued community enjoyment</li> </ul>	Maintain and renew horticulture, grass cover and plantings in accordance with park service levels and City guidelines	Improved grass cover condition Measurement and monitoring of vegetation Compliance with park service levels
5.2	Landscaping and planting that interprets the original natural environment	<ul style="list-style-type: none"> <li>To increase indigenous plantings within the park landscape</li> </ul>	Where appropriate and site conditions allow, investigate the planting of indigenous species	Increased indigenous plantings
5.3	A place of diverse habitats	<ul style="list-style-type: none"> <li>To increase habitat value of natural and built features</li> </ul>	Investigate the potential to enhance habitat values through areas of built form and natural ground	Monitoring of natural habitat
5.4		<ul style="list-style-type: none"> <li>To enhance ecological importance in open space</li> </ul>	Maintain urban ecology advisory role for proposed works associated with open space Where appropriate, explore opportunities to: <ul style="list-style-type: none"> <li>Engage with the Aboriginal community to celebrate, promote and educate on ecological knowledge and principles</li> <li>Increase community understanding and participation in the preservation of green space and ecological elements</li> </ul>	Ongoing internal participation in open space works Consultation completed Increased public participation in community greening initiatives
<b>Shade and temperature management</b>				
5.5	A place that is cool, calm and comfortable in summer heat	<ul style="list-style-type: none"> <li>To conserve existing shade tree canopy and to selectively extend to create new shade</li> </ul>	Maintain and manage existing tree canopy for ongoing health Plan for and integrate tree canopy shade in suitable locations across site	Preserved and increased shade cover Increased use of park measured by observation
5.6	Established plantings which contribute to the park setting and habitat	<ul style="list-style-type: none"> <li>To effectively maintain and manage the existing tree resources at optimum health for their safe and practical lifespans</li> <li>To effectively plan for succession planting</li> </ul>	Implement tree management including pruning and/or removal of trees and replacement planting in accordance with park service levels and City guidelines Plan and implement a succession planting program in accordance with tree management plan	Improved tree health and successful establishment of new trees as measured by arborist's survey Compliance with park service levels and City guidelines Implemented succession planting and tree management plan

## Waterloo Park Plan of Management

Ref	Values / Roles	Management Target	Means (strategies for implementation)	Performance Measures
<b>Water management</b>				
5.7	A place exhibiting water sensitive urban design	<ul style="list-style-type: none"> <li>To effectively manage water use and runoff</li> </ul>	<p>Where feasible, implement water saving initiatives, alternative water sources and install metering to effectively manage water use</p> <p>Implement water-sensitive urban design to minimise environmental degradation and improve waterway quality</p>	<p>Increased savings in water consumption</p> <p>Reduced potable water demand for park</p> <p>Improved water quality</p>
<b>Energy management</b>				
5.8	A place exhibiting sustainable energy management	<ul style="list-style-type: none"> <li>To effectively manage energy use</li> </ul>	<p>Where feasible, implement energy management initiatives, renewable energy, investigate alternatives to temporary generators and install metering as appropriate to effectively manage energy</p>	<p>Sustainable initiatives implemented</p> <p>Increased savings in energy consumption</p> <p>Reduction in open space maintenance post event activities</p>
<b>Waste management</b>				
5.9	A place exhibiting sustainable waste management practices	<ul style="list-style-type: none"> <li>A place that maximises the diversion of waste away from landfill</li> </ul>	<p>Ongoing implementation and support of best practice waste management activities</p>	<p>Minimised waste measured against contract KPI's and audits</p>
<b>6.0 CULTURE AND HERITAGE</b>				
6.1	A place that represents Aboriginal people and their living culture	<ul style="list-style-type: none"> <li>To identify and interpret Aboriginal cultural heritage values of the local area</li> </ul>	<p>Consult with Aboriginal people on how to interpret and integrate cultural heritage values in ongoing planning of improvements</p>	<p>Consultation completed</p> <p>Implementation of processes</p>
6.2	A place which is a conservatory of natural and cultural heritage	<ul style="list-style-type: none"> <li>To appropriately manage and conserve elements of heritage significance</li> <li>To guide management and design decision making to achieve optimum heritage management outcomes</li> </ul>	<p>Preparation and ongoing implementation of supporting documentation to guide the maintenance of sensitive and significant heritage assets or fabric</p>	<p>Completed supporting documentation</p>
6.3	A place that connects the community to the city's past and present	<ul style="list-style-type: none"> <li>To enable park users to understand the rich and complex layering of natural and cultural values represented on the site and add to the experience and use of the park</li> </ul>	<p>Develop a cohesive framework that recognises Strategies 6.1-6.2</p>	<p>Adoption of supporting framework</p>
6.4	A place that provides a canvas for arts and culture	<ul style="list-style-type: none"> <li>To facilitate public art in temporary and permanent forms that complements the park setting and adds to the range of experiences provided</li> </ul>	<p>Consider opportunities to implement temporary and permanent art installations, where appropriate</p>	<p>Increased representation of public art in park</p>
<b>7.0 MANAGEMENT AND MAINTENANCE</b>				
7.1	A place that recognises and addresses its future urban context	<ul style="list-style-type: none"> <li>To provide a coordinated and integrated direction to guide ongoing improvement of the park</li> </ul>	<p>Develop a concept plan for Waterloo Park and Oval to reflect its evolving and growing role within the precinct</p>	<p>Adopted concept plan</p>

## Waterloo Park Plan of Management

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

# 10. Park category - authorisations

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

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

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

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

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Uses	Development Activities
<ul style="list-style-type: none"> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Passive and active recreational activities</li> <li>– Playgroups</li> <li>– Playing a musical instrument, or singing for fee or reward</li> <li>– Public art or other cultural installations</li> <li>– Public speeches, meetings, workshops, seminars and presentations, including educational programs</li> <li>– Publicly accessible ancillary areas (e.g. toilets)</li> <li>– Recreational and sporting activities consistent with an outdoor recreational facility, for example but not limited to:               <ul style="list-style-type: none"> <li>○ Marked courts (basketball, volleyball, badminton and netball)</li> </ul> </li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Social events (e.g. weddings, picnics and community gatherings)</li> <li>– Sports, fitness and leisure training or classes</li> <li>– Storage (e.g. ancillary to use of park)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> <li>– Venue hire</li> </ul>	<ul style="list-style-type: none"> <li>– Development that facilitates energy and water efficiencies (e.g. solar lighting and photovoltaic panels, stormwater harvesting and storage, swales, rain gardens, irrigation and reticulation systems)</li> <li>– Environmental management (e.g. remediation and flood mitigation work)</li> <li>– Heritage and cultural interpretation (e.g. memorials and public art)</li> <li>– Markets</li> <li>– Signage (cultural, educational, regulatory and wayfinding)</li> <li>– Temporary structures (e.g. building/construction or events related)</li> </ul>

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

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

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

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



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

# 11. Sportsground category - authorisations

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

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

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

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

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

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

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

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

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

# 12. General Community Use category - authorisations

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

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

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

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

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

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

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

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

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Type of tenure arrangement	Purpose for which tenure may be granted
<b>Lease (up to 21 years)</b>	Sympathetic, compatible uses may include but are not limited to: <ul style="list-style-type: none"> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Community purposes (e.g. community services)</li> <li>– Educational purposes (e.g. libraries, information centre)</li> <li>– Health or Social Support services (e.g. medical practitioner)</li> <li>– Management and operation of a community facility</li> </ul>
<b>Licence (up to 21 years)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Café/Kiosk, including outdoor seating and tables</li> <li>– Community purposes (e.g. community meetings)</li> <li>– Educational purposes (e.g. libraries, education classes, workshops)</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Health or Social Support services (e.g. medical practitioner)</li> <li>– Management and operation of a community of facility</li> <li>– Markets</li> <li>– Outreach services</li> <li>– Storage hire (e.g. ancillary to community or recreational use)</li> </ul>
<b>Short-term agreement (12 months or less)</b>	<ul style="list-style-type: none"> <li>– Access through a Crown reserve (e.g. to undertake building activities associated with adjoining property)</li> <li>– Active and passive recreational activities</li> <li>– Advertising consistent with reserve purposes (e.g. banners and signage)</li> <li>– Broadcasts associated with any event, concert, or public speech</li> <li>– Catering and coffee carts</li> <li>– Community, cultural, educational and social uses</li> <li>– Concerts and other performances, including both live performances and film (cinema and TV)</li> <li>– Conducting a commercial photography session and filming (as defined in the Local Government Act 1993)</li> <li>– Decorations, displays, exhibitions, fairs, fashion parades, festivals and shows</li> <li>– Emergency occupation for prevention, preparedness, response and recovery</li> <li>– Functions (e.g. commemorative services, book launches, film releases, balls, and similar activities)</li> <li>– Kiosks</li> <li>– Markets</li> <li>– Outreach services</li> </ul>

Waterloo Park  
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Type of tenure arrangement	Purpose for which tenure may be granted
	<ul style="list-style-type: none"><li>- Playgroups</li><li>- Playing a musical instrument, or singing for fee or reward</li><li>- Public art or other cultural installations</li><li>- Public speeches, meetings, workshops, seminars and presentations, including educational programs</li><li>- Signage</li><li>- Social events (e.g. weddings and community gatherings)</li><li>- Storage hire (e.g. ancillary to use of community or recreational facility)</li><li>- Temporary structures (e.g. building/construction or events related)</li><li>- Venue hire</li></ul>
<b>Other estates</b>	<p>This Plan of Management allows the City of Sydney to grant ‘an estate’ over community land for the provision of public utilities and works associated with or ancillary to public utilities in accordance with the Local Government Act 1993.</p> <p>Estates may also be granted across community land for the provision of pipes, conduits, or other connections under the surface of the ground for the connection of premises adjoining the community land to a facility of the council or other public utility provider that is situated on community land.</p> <p><b>Note: refer Section 8 for Express authorisation of tenure under this Plan of Management.</b></p>



# 13. Appendices

## Glossary of terms

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

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## References

- Open Space, Sports and Recreation Needs Study, City of Sydney 2016
- Crown Reserves Plan of Management Engagement Report, City of Sydney 2021

Refer also to policies and strategies review in this Appendix.

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## City of Sydney Policy framework

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

### **Policy Name**

**A City for All – Social Sustainability Policy 2016**

**Asset Management Policy 2016**

**Busking and Aboriginal and Torres Strait Islander Cultural Practice Policy 2019**

**Community Gardens Policy 2016**

**Companion Animals Policy**

**Environmental Sustainability Policy 2021**

**Inclusive and Accessible Public Domain Policy 2019**

**Markets Policy 2019**

**Mobile Voluntary Services Policy 2020**

**Naming Policy 2018**

**Outdoor Dining Policy 2016**

**Public Art Policy 2016**

**Tree Management Policy 2013**

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## City of Sydney Strategy framework

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

Strategy Name
A City for All – Community Safety Action Plan 2019-2023
A City for All – Homelessness Action Plan 2020
A City for All – Inclusion (Disability) Action Plan 2017-2021
A City for All – Social Sustainability Policy & Action Plan 2018-2028
A City for All – Youth Action Plan 2017-2027
Adapting for Climate Change 2019
Asset Management Plan 2020
City Centre Public Art Plan 2013
City Plan 2036 – Local Strategic Planning Statement 2020
Climate Emergency Response 2020
Creative City – Cultural Policy and Action Plan 2014-2024
Cycling Strategy and Action Plan 2018-2030
Decentralised Water Master Plan 2012-2030
Energy Efficiency Master Plan 2015-2030
Environmental Strategy 2021-2025
Greening Sydney Strategy 2020-2030
Innovate Reconciliation Action Plan 2015-2017
Leave Nothing to Waste – Waste Strategy and Action Plan 2017-2030

**Strategy Name**

**Open Sydney – Future Directions for Sydney at Night Strategy and Action Plan 2013-2030**

**Park Fitness Equipment Plan 2015**

**Parks Water Saving Action Plan 2012**

**Public Art Strategy 2011**

**Public Toilet Strategy 2014**

**Stretch Reconciliation Action Plan 2020-2023**

**Sustainable Sydney 2030 Community Strategic Plan 2017-2021**

**Urban Ecology Strategic Action Plan 2014**

**Urban Forest Strategy 2013**

**Walking Strategy and Action Plan 2015-2030**

**Wayfinding Strategy Report 2012**

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