



# **WALTER READ RESERVE AND PADDINGTON RESERVOIR**

## **PLAN OF MANAGEMENT AND MASTER PLAN (Adopted 28 June 2004)**

**CONNYBEARE MORRISON & PARTNERS**

**CITY OF SYDNEY**

## **1.0 INTRODUCTION**

An draft of this Plan of Management has been prepared in accordance with the requirements of the Local Government (Community Land Management) Amendment Act 1998.

This amended Plan of Management consists of:

- Part 1 – Draft Plan of Management
- Part 2 – Draft Masterplan
- Part 3 – Alternative Development Scenario
- Part 4 - Appendices

## **2.0 WHAT IS A PLAN OF MANAGEMENT?**

A Plan of Management is a document that identifies issues affecting community land and provides a means to control future use, development and maintenance that land in accordance with the requirements of the Local Government Act. The process is a requirement for all community land owned by Council. The plan aims to balance the unique site conditions with community requirements for open space recreation opportunities and facilities. Given that community expectations and requirements will change over time the PoM incorporates a degree of flexibility that will allow it to be adapted to changing circumstances.

## **3.0 AREA COVERED BY THIS PLAN OF MANAGEMENT**

The area covered by this Plan of Management Masterplan is located at 255a/255b Oxford Street Paddington. The site consists of two distinct components:

- 1) Walter Read Reserve
- 2) Paddington Reservoir

## **4.0 SUPPORTING DOCUMENTS & PREVIOUS DOCUMENTS AND STUDIES RELATING TO WALTER READ RESERVE/ PADDINGTON RESERVE**

This Plan of Management and Masterplan is accompanied by the following Supporting Documents.

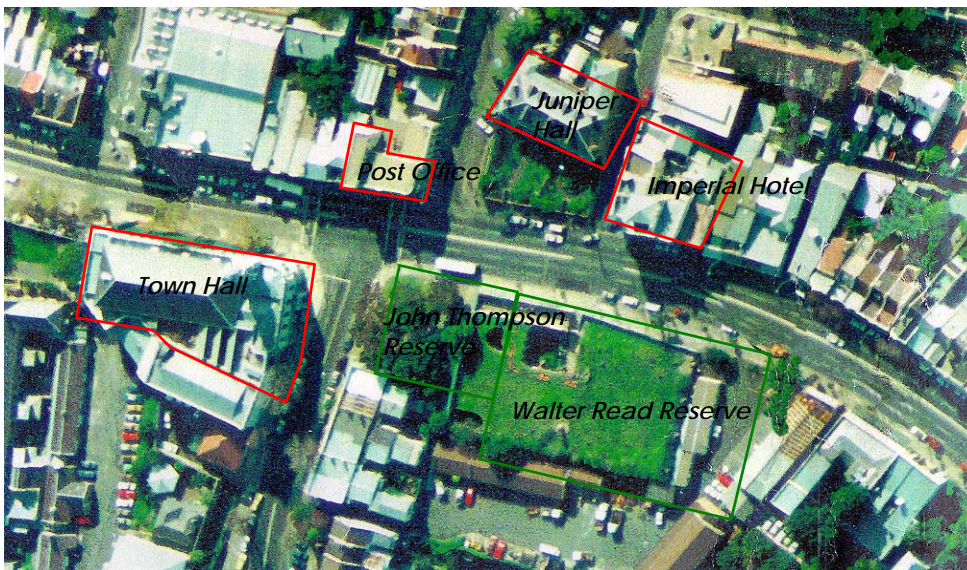
1. Conybeare Morrison Partners- Feasibility Study- Walter Read Reserve. Volume 1- Feb 01
2. Conybeare Morrison Partners- Masterplan – Walter Read Reserve . Volume 3 – Sept 03

The Paddington Reservoir Conservation Plan 1993 prepared by Sinclair Knight recorded the history of the Reservoir, assessed the condition of the structure and examined options regarding the future use of the site in terms of heritage significance and contribution to public amenity.

## 5.0 LOCATION CONTEXT

The Walter Read Reserve/Paddington Reservoir is located at 255a-255b Oxford Street, Paddington. It is on the southern side of Oxford Street and to the east of Oatley Road. Adjoining, and immediately west of the Reserve site and on the corner of Oatley Road and Oxford Street is the John Thompson Reserve. On the southern side of the Walter Read Reserve/ Paddington Reservoir is a new housing development with access frontage onto Renny Lane. Adjacent, and to the east of the Reserve, is a recent two-storey commercial development. Figure 1 identifies the site within the Paddington context.

The site is located in a precinct of imposing buildings including the Town Hall, Post Office and Juniper Hall, a rare surviving Georgian house built in the 1820s for Sydney's first private distiller, Robert Cooper. The Paddington Town Hall is located on the south-western corner of Oatley Road and Oxford Street. The Post Office is located northwest of the Reserve and Juniper Hall is located directly opposite, on the northern side of Oxford Street.



### 5.1 Urban Development Trends

Ascertaining urban development trends requires an analysis of the existing and proposed changes to the site's surrounding areas and how these changes might influence the use of the site.

Oxford Street is emerging as a regional and retail resource. Recent changes on Oxford Street include the Country Road development; the commercial development fronting the new residential estate on the site of the Royal Hospital for Women and proposals to

develop the St John's Church site. The diversity of community amenities along Oxford Street and in the local area of the Reserve is shown on Figure 3.

Despite the evolving character of Oxford Street, the site is located in the centre of one of Sydney's most historic suburbs. The suburb contains high quality residential, civic and commercial buildings in an area rich in cultural significance.

Such a suburban context should contain developments to those that are appropriate to, and in sympathy with, the suburb's character.

Accordingly, the proposed development of the Sydney Water site , the now completed Paddington Central development to the south of the Reserve was reviewed and assessed by Conybeare Morrison and Partners.

## 6.0 OWNERSHIP

The owner of the land known as Walter Read Reserve/Paddington Reservoir is South Sydney City Council.

### 6.2 Relevant Land Information Details

The following Table 1 identifies and details the allotments that collectively are known as Walter Read Reserve/Paddington Reservoir .Location of site allotments can be found in figure 2.

**Table 1: Land Information Details – Walter Read Reserve/Paddington Reservoir**

DP/Lot Information	Size(m2)	Classification	LEP Zoning
DP 998214	3258	Community Land	6(a)

## 7.0 HERITAGE STATUS

The heritage significance of Paddington Reservoir is assessed in the *Paddington Reservoir Conservation Plan* prepared by Sinclair Knight Consulting Engineers in association with Godden Mackay Pty Ltd, Rod Howard Heritage Conservation Pty Ltd and Philip Corben & Associates in September 1993. The following references are from Section 5, Significance Assessment, Sub-Section 5.9 Summary Statement of Significance:

- *'the Paddington Reservoir is of State significance being a significant component of the first Sydney Water Supply System utilizing reservoirs for water storage';*
- *'the eastern extension of the Reservoir is the earliest reservoir in NSW, thought to be constructed almost entirely from Australian manufactured materials. The reservoir exhibits some very early, sophisticated applications of Portland cement';*
- *'the Reservoir is held in high regard by many people resident in the local area who have a long history of supporting the preservation of the structure. Their strong affections for the structure are also tied in with the use of its roof as an inner*

suburban recreation park has been a characteristic feature of the Paddington lifestyle', and

- 'the Reservoir makes a pleasing contribution to the streetscape and is an integral component of a historic Nineteenth Century precinct which includes an extraordinary range of buildings of high quality reflecting residential, civic, military and public utility functions. It represents the high level of care in the nineteenth century for the incorporation of a public utility in a townscape'.

Section 8.1 of the above Plan draws attention to one of the most significant considerations in regard to Reservoir.

- 'an important aspect of the significance of the place is its role as the only nineteenth century Reservoir whose interior is potentially available for public visitation and inspection'.

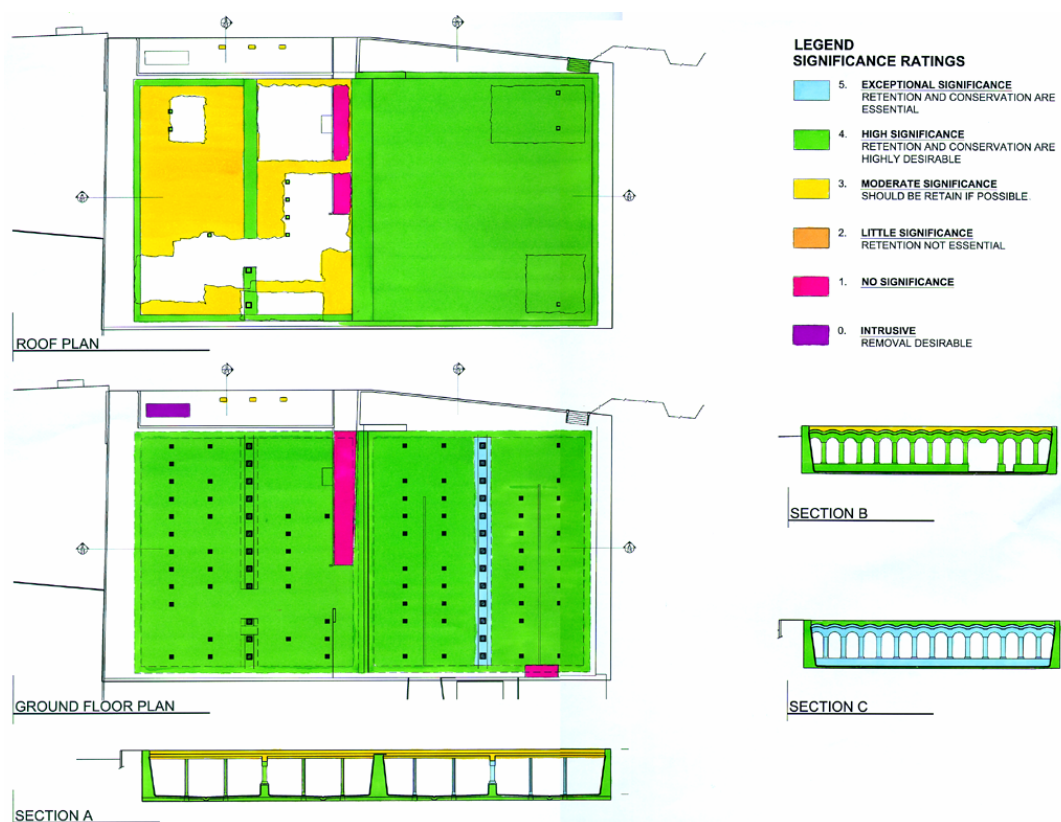


Figure 4 Plan of Heritage Significance of Paddington Reservoir and Walter Read Reserve.

The heritage significance of the Paddington Reservoir and Walter Read Reserve is shown on the above Figure 3. Further detailed information is available in the *Paddington Reservoir Conservation Plan*.

## 8.0 PLANNING CONTEXT

### 8.1 LEP Zoning and Planning Controls

The Walter Read Reserve/ Paddington Reservoir Site, is zoned 6(a)- Local Recreation Zone under South Sydney Council's Local Environmental Plan 1998.

South Sydney Council's Local Environmental Plan describes the objectives of Zone No 6 (a) – the Local Recreation Zone as:

- (a) to enable development of land for open space and recreational purposes, and
- (b) to enable other ancillary or related development which will encourage the enjoyment of land zoned for local recreation, and
- (c) to increase the provision and diversity of public open space and recreational land within the City of South Sydney to meet the needs of local residents , and
- (d) to enhance the environmental quality of the City of South Sydney, and
- (e) to encourage the use of natural drainage features to increase the availability of useable open space.

Paddington Reservoir and Walter Read Reserve is listed as an item in the South Sydney Council LEP Heritage Item Schedule.

The Heritage Aims (Clause 22)(a) – (j), of the LEP include the following provisions:

*The consent authority must not grant consent to the carrying out of the development related to heritage items, or within a conservation area, unless it is of the opinion that the proposal is consistent with the following aims:*

- (a) to conserve the environmental heritage of the land to which this Plan applies, and
- (b) to integrate heritage conservation into the planning and development controls processes, and
- (c) to investigate and record sites which have archaeological potential, and
- (d) to provide for public involvement in the conservation of the area's environmental heritage, and
- (e) to ensure that any development is undertaken in a manner that is sympathetic to, and does not detract from , the heritage significance of the heritage items , of heritage conservation areas and their setting, and of streetscapes within the heritage streetscape areas and their setting.

### 8.2 State Heritage Controls

The NSW Heritage Act includes a variety of provisions for protecting identified items of environmental heritage. The Paddington Reservoir is currently the subject of a Permanent Conservation Order gazetted 31/7/87 No.515.

## 9.0 DESCRIPTION OF STUDY AREA AND CURRENT PERMISSIBLE ACTIVITIES

The legislation requires a description of the current condition and use of Walter Read Reserve & Paddington Reservoir as per the following requirements:

**Table 2; Community land requirements**

<b>Local Government (Community Land ) Amendment Act 1998</b>	
<b>Clause</b>	<b>Requirement</b>
36 (3A) (a) (i)	Condition of the land, and of any buildings or other improvements on the land, as at the date of adoption of the plan of management.
36 (3A) (a) (ii)	The use of the land and any such buildings or improvements as at that date.

### 9.1 Condition of the land, and of any buildings or other improvements on the land, as at the date of adoption of the plan of management. (36 (3A) (a) (i))

#### **Structural Condition**

The site is currently structurally unsound. There is, therefore, no public access to the Reserve or Reservoir.

Notwithstanding the structures present state of deterioration Hughes Trueman Structural Engineers have summed up the structural component as follows:

*'the structural component is non-contentious. There are three levels of preservation of the Structure of the Paddington Reservoir. The timber posts are in good condition. The condition of the original cast iron is fine. The collapse to the original structure was not caused by failure of that structure, but by the removal of the timber columns and replacement with steel girders, which have rusted. The earthquake would not necessarily have been responsible. To strengthen the existing structure it is proposed to run a concrete slab across the arched structure, which will strengthen and waterproof the reservoir. The failing arches can also be pinned back into the slab'.<sup>1</sup>*

#### **Environmental Condition**

Whilst there is no longer a petrol station on site on the Oxford Street frontage, there was such a facility there for some 57 years, the layout of which remained unchanged for that period. There are four decommissioned underground storage tanks (UTS) on site and the suspected presence of a fifth UTS. The Egis Environmental Report entitled *Contamination Assessment of Former Petrol Station, Walter Reid Reserve Paddington March 2000* identifies the nature and extent of contamination and remediation actions required. Remedial actions necessitate also the clearing away of scrap metal, pipe work and concrete footings in the petrol station area. The above report advises that, 'the soil contamination exceeds environmental protection levels but appears not to be hazardous to human health'.

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<sup>1</sup>



## Services and Infrastructure

### *Electrical, Telephone, Natural Gas, Water and Sewerage Services*

Some electrical, telephone, natural gas mains water and sewerage services are linked to the site from the former garage and Reservoir use. Consequently, it is envisaged that it should be possible to connect into existing service supplies, although a check should be carried out to determine lines severed/disconnected due to the Water Board Development to the south that require upgrading.

## 9.2 The use of the land and any such buildings or improvements as at that date (36 (3A) (a) (ii))

### Past Use

Key dates in the history of the site that convey change of use are as follows:

1866	Construction of Paddington Reservoir. Use as fresh water reservoir for Sydney area.
1898/99	Reservoir put out of commission when Centennial Park Reservoir commenced operation.
1914	Garage / workshop use by Water Board
1943	Service Station established
1953	Walter Read Reserve established on roof of Reservoir
1990	portion of Reservoir above service station collapsed
1993	Further sections of the Reservoir roof over eastern chamber collapses
1993-present	Site secured from public access due to safety/ structural instability issues.

A more comprehensive history of the site and its uses has been covered in detail in the *Feasibility Study*, Section 3.

### Present Use , Existing Leases, Licences and other Estates

Table 4

Item	Existing Use/ Leases/ Licences and other Estates
Walter Read Reserve	Vacant – presently secured from public use due to structural safety issues
Paddington Reservoir	Vacant – presently secured from public use due to structural safety issues



## 10.0 CATEGORY OF THE LAND UNDER THIS DRAFT PLAN OF MANAGEMENT

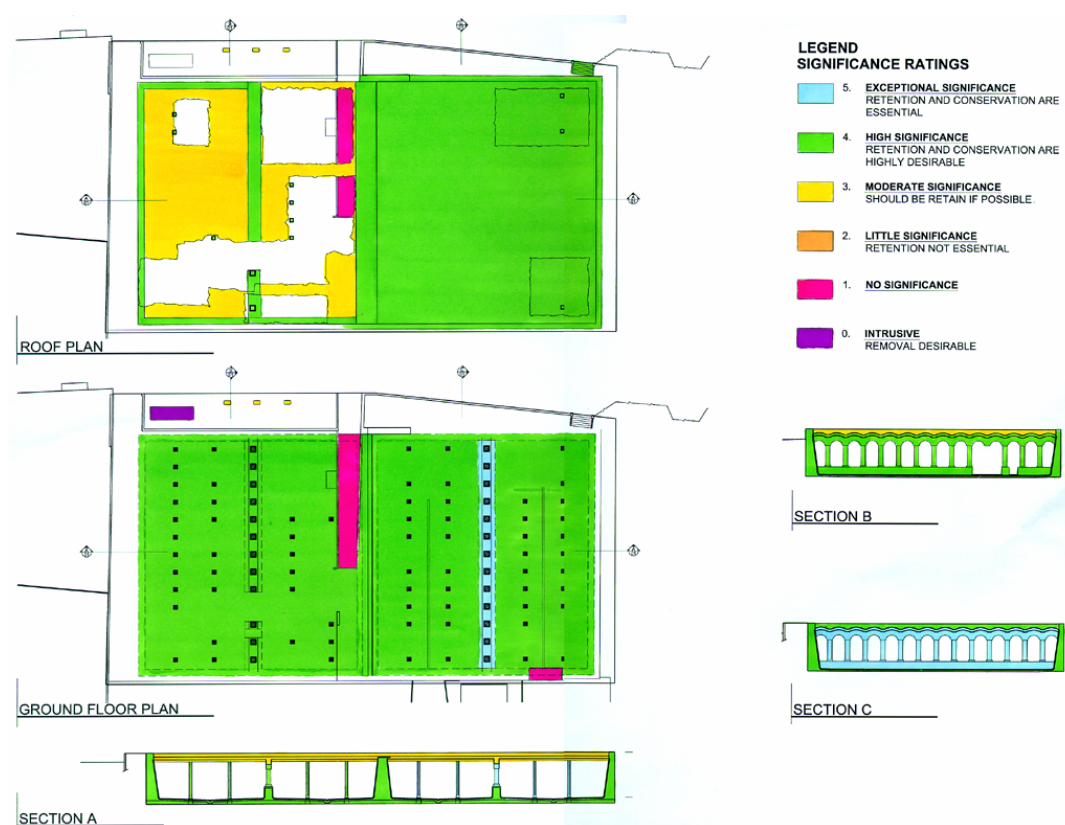
It is a requirement of the Local Government (Community Land Management) Act 1998 to categorise the subject land as per s.36 (4) of the Act. Walter Read Reserve/ Paddington Reservoir has been categorised in accordance with the guidelines set out in Section 11, 12 and 14 of the Local Government (General) Regulation 1999.

### 10.1 Proposed Categories

The proposed categories for this Plan of Management in accordance with s36(4) are described in Table 4 and shown in Figure 5.

**Table 5 ; Proposed categories**

Area	Description	S36(4) Category
1.	Walter Read Reserve	Park
2.	Paddington Reservoir	General Community Use



## **11.0 -OBJECTIVES FOR MANAGEMENT OF COMMUNITY LAND**

### **11.1 Core Objectives**

The Local Government Act establishes core objectives for all categories of community land. Council must manage the community land in accordance with the core objectives of the relevant category of land. Any Council objectives must comply with the core objectives established within the Act. The significance of the prescribed core objectives is to ensure that any activities or uses of the land are consistent with the core objectives for that category of land.

#### **Categorised as a Park**

Categorised as a Park under s36 (4) the core objectives of this category as per the Act are:

- i) To encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities, and
- ii) To provide for passive recreational activities or pastimes and for the casual playing of games, and
- iii) To improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.

#### **Categorised as General Community Use**

Categorised as General Community Use under s36 (4) the core objectives of this category as per the Act are:

- i) 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:
- ii) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and
- iii) 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).

### **11.2 Additional Planning Objectives for Walter Read Reserve & Paddington Reservoir**

- **Heritage Objectives**

The Reservoir is a NSW State Heritage Item under permanent conservation order (PCO) No.515. The heritage objective for this PoM is:

- To recognise the heritage significance and cultural importance of the Reservoir in the design redevelopment, stabilisation and adaptive reuse of the structure.

- **Environmental Objectives**

The environmental objective for this PoM is:

- To provide a safe, pleasant, attractive, and accessible amenity for all users.

- **Access Objectives**

The Access objectives for this PoM are:

- To provide equitable access that conforms to relevant codes and standards.
- To allow for service and emergency access provisions to facilitate the adaptive reuse of the Reservoir.

- **Use Objectives**

The Use objective for this PoM is:

- To create a diversity of recreation opportunities that caters for the needs of the community;

- **Design Objectives**

The design objective for this PoM is:

- To achieve a high quality integrated design outcome for the redeveloped Reserve and Reservoir.

- **Management Objectives**

The Management Objectives for this PoM are:

- To allow leasing and licencing opportunities as per the requirements of the Local Government Act 1993;
- To provide a well maintained and safe environment for park users;

## 12.0 DESCRIPTION OF PROPOSED FUTURE DEVELOPMENT AND PERMISSIBLE USES

### 12.1 Legislation Requirements

The amended legislation requires a description of the future use and development/improvements that will be allowable in Walter Read Reserve/ Paddington Reservoir as per the following requirements.

**Table 6; Allowable Development**

<b>Local Government (Community Land ) Amendment Act 1998</b>	
<b>Clause</b>	<b>Requirement</b>
36 (3A) (b) (i)	Specify the purposes for which the land and any such buildings or improvements will be permitted to be used
36 (3A) (b) (ii)	Specify the purposes for which any further development of the land will be permitted , whether under lease or licence or otherwise.
36 (3A) (b) (iii)	Describe the scale and intensity of any such permitted use or development.

The following Table 7 makes reference to the specific clauses in the legislation and provides a response to the requirements of each clause.



TABLE 7			
AREA	CLAUSE (3A)(b)(i) THE PURPOSES FOR WHICH THE LAND, AND ANY SUCH BUILDINGS OR IMPROVEMENTS, WILL BE PERMITTED TO BE USED	CLAUSE (3A)(b)(ii) THE PURPOSES FOR WHICH ANY FURTHER DEVELOPMENT OF THE LAND WILL BE PERMITTED WHETHER UNDER LEASE OR LICENCE OR OTHERWISE	CLAUSE (3A)(b)(iii) THE SCALE AND INTENSITY OF ANY SUCH PERMITTED USE OR DEVELOPMENT
<b>WALTER READ RESERVE</b>	<ul style="list-style-type: none"> <li>At ground (street level) the Walter Read Reserve is to be restored and revert to its former use as Neighbourhood Park/community open space available for passive use only.</li> <li>Community open space</li> <li>Connection to John Thompson Reserve</li> <li>Community uses include walking, sitting, viewing and relaxing.</li> </ul>	<ul style="list-style-type: none"> <li>The Walter Read Reserve to be grass landscaped and enhanced with water elements and existing remnant archaeological elements as sculpture</li> <li>The Walter Read Reserve land adjacent John Thompson Reserve to be a combined park available for passive use.</li> <li>Open grassed areas, paths, water features, sculpture, skylights to lower level, park furniture and fencing where appropriate</li> <li>Elevated walkway, lighting, fencing where appropriate</li> </ul>	<ul style="list-style-type: none"> <li>The Walter Read Reserve be restored as a town and neighbourhood park available for passive use without change in scale or anticipated change in intensity of use over its former use</li> <li>1440m2 site area</li> <li>Refer to Masterplan.</li> </ul>
<b>PADDINGTON RESERVOIR WESTERN CHAMBER</b>	<ul style="list-style-type: none"> <li>At the lower level the Paddington Reservoir will be made structurally secure, the existing fabric restored and both eastern and western chambers made available for adaptive re-use – the east for internal use, the west for external unroofed use if required.</li> </ul> <p>Community open space Passive recreation with point-of-sale kiosk or similar, music, performance venue, open air art displays</p>	<ul style="list-style-type: none"> <li>The Paddington Reservoir is a NSW State Significant Heritage Item and will become available for adaptive re-use for such purposes as: Western Chamber – sunken courtyard for passive recreation with point of sale kiosk / refreshment area or restaurant.</li> </ul> <p>Predominantly hard paved boardwalks, water feature, interpret remnant post and vault overhead structure, furniture for sitting and relaxing</p>	<ul style="list-style-type: none"> <li>The adaptive re-use of the lower sunken level of both chambers of the former Paddington Reservoir will maintain the existing site cover and plot ratio (FSR) of the existing reservoir but with an increased intensity of use arising from increased patronage of the facilities provided by the adaptive re-uses.</li> <li>Approx 960m2 of floor space.</li> <li>Refer to Masterplan for design layout.</li> </ul>

AREA	CLAUSE (3A)(b)(i) THE PURPOSES FOR WHICH THE LAND, AND ANY SUCH BUILDINGS OR IMPROVEMENTS, WILL BE PERMITTED TO BE USED	CLAUSE (3A)(b)(ii) THE PURPOSES FOR WHICH ANY FURTHER DEVELOPMENT OF THE LAND WILL BE PERMITTED WHETHER UNDER LEASE OR LICENCE OR OTHERWISE	CLAUSE (3A)(b)(iii) THE SCALE AND INTENSITY OF ANY SUCH PERMITTED USE OR DEVELOPMENT
<b>PADDINGTON RESERVOIR EASTERN CHAMBER</b>	Cultural uses such as gallery, museum, exhibition centre together with coffee shop/café, music venue or similar cultural use	<ul style="list-style-type: none"> <li>• The adaptive re-use of the Eastern and Western chambers of the Paddington Reservoir will provide new facilities for community use and patronage.</li> <li>• Eastern Chamber – restore portions of roof, to be available for cultural uses Gallery / Museum / Exhibition Centre/markets and Coffee Shop / Café.</li> <li>• Predominantly paved floor with adaptive re-use fitout for selected permitted use(s). Design of adaptive re-use to employ a palette of contemporary materials sympathetic to heritage fabric</li> </ul>	<ul style="list-style-type: none"> <li>• The intensity of use by the community will be increased by reason of the provision of facilities from the adaptive re-uses.</li> <li>• Approx 990m2 including void</li> <li>• Refer to Masterplan for design layout</li> </ul>
<b>FORMER SERVICE STATION &amp; VALVE HOUSE</b>	<ul style="list-style-type: none"> <li>• Toilets, kitchens, storage, glass enclosed lift and interpretation museum in former valve house</li> </ul>	<ul style="list-style-type: none"> <li>• Finishes to toilets, kitchens, storage areas to be tough, serviceable and easily cleaned. Finishes to glass enclosed lift and museum to be of contemporary materials palette</li> </ul>	<ul style="list-style-type: none"> <li>• Refer to Masterplan for design layout</li> <li>• 280m2 of floorspace</li> </ul>



## 14.0 RELATIONSHIP OF THIS DRAFT PLAN OF MANAGEMENT TO SOUTH SYDNEY LOCAL ENVIRONMENTAL PLAN 98

The South Sydney Local Environmental Plan 98 sets out in general terms what types of developments are permissible within a Zone. All authorised uses in this Plan of Management need to be permissible under the South Sydney LEP and assessed if required through a Development Application process.

## 15.0 AUTHORISED USES, LEASES, LICENCES & GRANTS OF ESTATE

The Local Government Act requires that any lease or licence of community land be authorised by a plan of management. Leases and licences formalise the use of community land by groups and organisations. Activities must be compatible with the zoning of the land and provide benefits, services, or facilities for users of the land.

Pursuant to the provisions of s.46 of the Local Government Act, Council may lease or licence community land in a plan of management for purposes consistent with the categorisation of the land and LEP zoning of Sydney Park.

The maximum period for licences/ leases on community land allowable under the Local Government Act is 21 years for purposes consistent with the categorisation and core objectives of the particular area of community land. Community land may only be leased or licensed if public notice is given as per the requirements of the Local Government Act.

Where a lease arrangement has been entered into with Council for community land, subleasing of the land must be in accordance with the requirements of section 47C of the Local Government Act.

Licences and leases for the use of Walter Read Reserve & Paddington Reservoir for activities need to be permissible under this Plan of Management, The South Sydney Local Environmental Plan, The Local Government Act (Community Land Management) Act 1998 and pursuant to Development Consent if required.

Table 10 outlines the uses for leasing, licencing and grants of estate that will be authorised at Walter Read Reserve/ Paddington Reservoir.

**Table 8: Authorised Leases, Licences and Other Estates**

Type of arrangement authorised	Location	Purposes for which leasing / licence/casual hire will be granted
Lease/Licence/ Casual Hire:-	Paddington Reservoir Eastern Chamber	<ul style="list-style-type: none"><li>• Sit down restaurant/ cafe</li><li>• Exhibition space for art shows , community events.</li><li>• Theatre / music productions, community education/ recreation, performance.</li><li>• Commercial/ corporate/ private hire uses such as functions, conferences,markets, product launches</li></ul>
Lease/Licence/ Casual Hire:-	Paddington Reservoir Western Chamber	<ul style="list-style-type: none"><li>• Kiosk/ café</li></ul>
Lease/Licence/ Casual Hire:-	Service Zone	<ul style="list-style-type: none"><li>• Use kitchen / toilets for café/ restaurant use and casual hire functions.</li></ul>

## 15.1 Granting of Estates

This Plan of Management allows Council 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.

## 15.2 Casual Hire

Licences will be granted for casual events including, but not limited to, community events, organised fetes, festivals, parades and performances, weddings, filming and photography.

The above events may generally be held within the hours of 8am and 10pm.

All short-term casual hire will be in accordance with the Local Government (General) Regulation 1999 section 24 and 25.

The *Local Government and Environmental Planning and Assessment Amendment (Transfer of Functions) Act 2001* transfers approvals formally required under Section 68 of the Local Government Act to the Environmental Planning and Assessment Act. These transferred approvals include installing temporary structures on land.

Consequently casual use hire of the Reserve may require a Development Application if the proposal includes the erection of temporary structures such as tents, booths, stage areas and mobile structures.

In assessing the suitability of Walter Read Reserve as a venue for particular performances and events, the SSCC should apply the following criteria:

- Structural loading on rooftop of Reservoir structure
  - The event should not result in physical damage to the Park.
  - The event should be available to all sectors of the community.
  - The event should not result in a significant impact on adjoining residents or other users of the Park.
  - Organisers of the event should be responsible for cleaning up the site and repairing any damage that may occur.
  - Revenue generated by leasing part of the Park as a venue should be used to assist with the on-going management and maintenance of the Park.
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## 16.0 STRATEGY AND ACTION PLAN

Section 36 of the Local Government Act requires that a Plan of Management for community land must identify the following:

(a) the category of the land;

The categorisation of the land is covered in Section 10 of this draft Plan of Management.

(b) the objectives and performance targets of the plan with respect to the land ,

The Objectives and Performance Targets for this draft PoM encompass the themes of :

- Heritage
- Environmental considerations
- Access
- Use
- Design
- Management

These Objectives and Performance Targets are covered in more detail in the following Tables 9 to 14.

(c) the means by which the council proposes to achieve the plans objectives and performance targets,

The means to achieve the PoM's objectives and performance targets are covered in the action statements listed in the following Tables 9 to 14.

(d) the manner in which the council proposes to assess its performance with respect to the plan's objectives and performance targets.

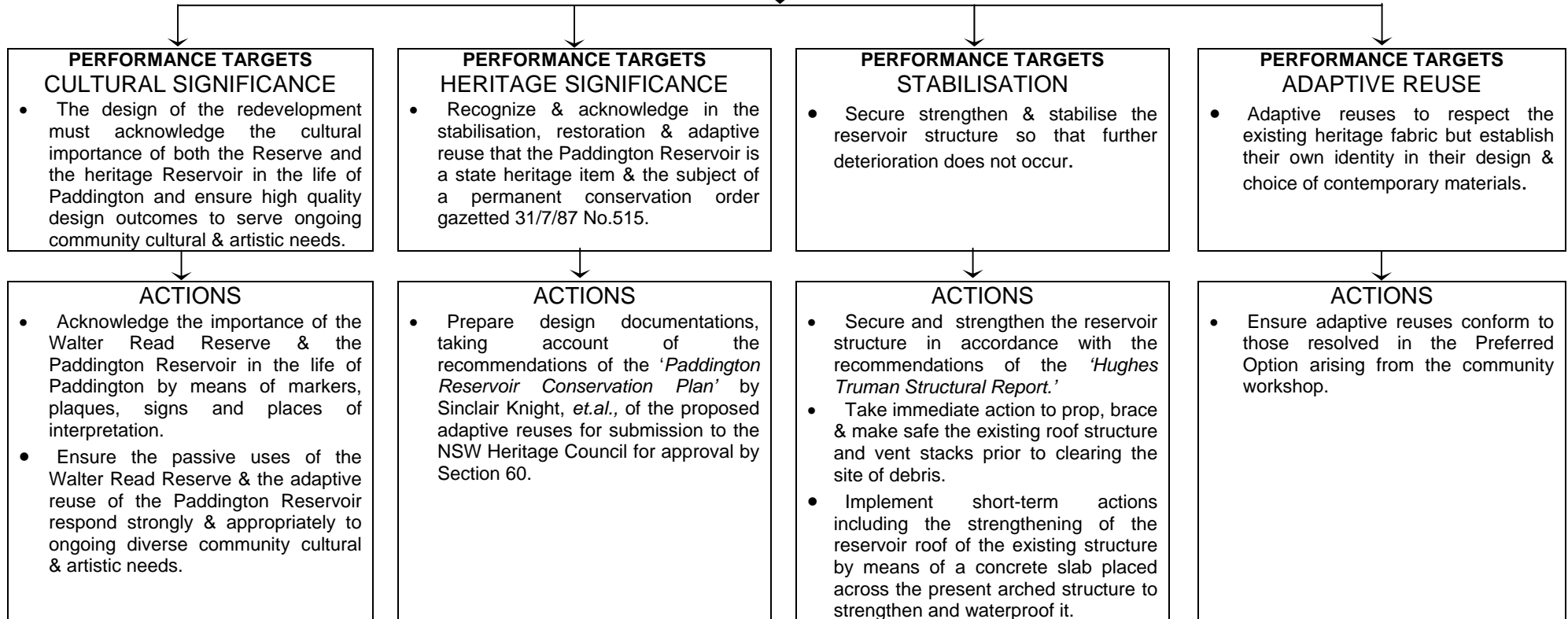
This requirement is covered in Section 17 of this draft PoM.

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**HERITAGE OBJECTIVES**  
Refer to section 11.2



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## ENVIRONMENTAL OBJECTIVES

Refer to section 11.2

### PERFORMANCE TARGETS OPEN SPACE

- The objective of the South Sydney Council is that all open space contributes positively to the lifestyle of the South Sydney Community.

### ACTIONS

Ensure that the specific objectives of the South Sydney Council in respect of open space are met:

- That the open space is safe to use
- The open space meets the diverse and changing needs of the Community
- The open space is visually attractive and environmentally sustainable
- That it is linked and accessible to all, and
- That it can be managed efficiently.

### PERFORMANCE TARGETS LANDSCAPE

- Ensure the standard of landscape design is functional, aesthetically pleasing, takes account of heritage values and maintenance demands.

### ACTIONS

Ensure that the landscape design takes account of:

- User requirements as determined in the Preferred Option
- Creates spaces that are appropriate to user requirements
- Facilitates ease of access and circulation
- Maintains existing views and vistas
- Minimises ongoing maintenance requirements
- Ensure that proposed landscape does not conflict with CPTED (Crime Prevention Through Environmental Design) principles
- Create links to the adjoining reserve where feasible.

### PERFORMANCE TARGETS AMENITY

- The redeveloped facilities of the Walter Read Reserve and Paddington Reservoir must be agreeable and pleasant for users.

### ACTION

Ensure all aspects of the redevelopment work together to provide a high degree of overall amenity for users of the Walter Read Reserve and The Paddington Reservoir.

### PERFORMANCE TARGETS REMEDIATION

- Carry out the required site remediation resulting from the extended use of part of the site as a service station.

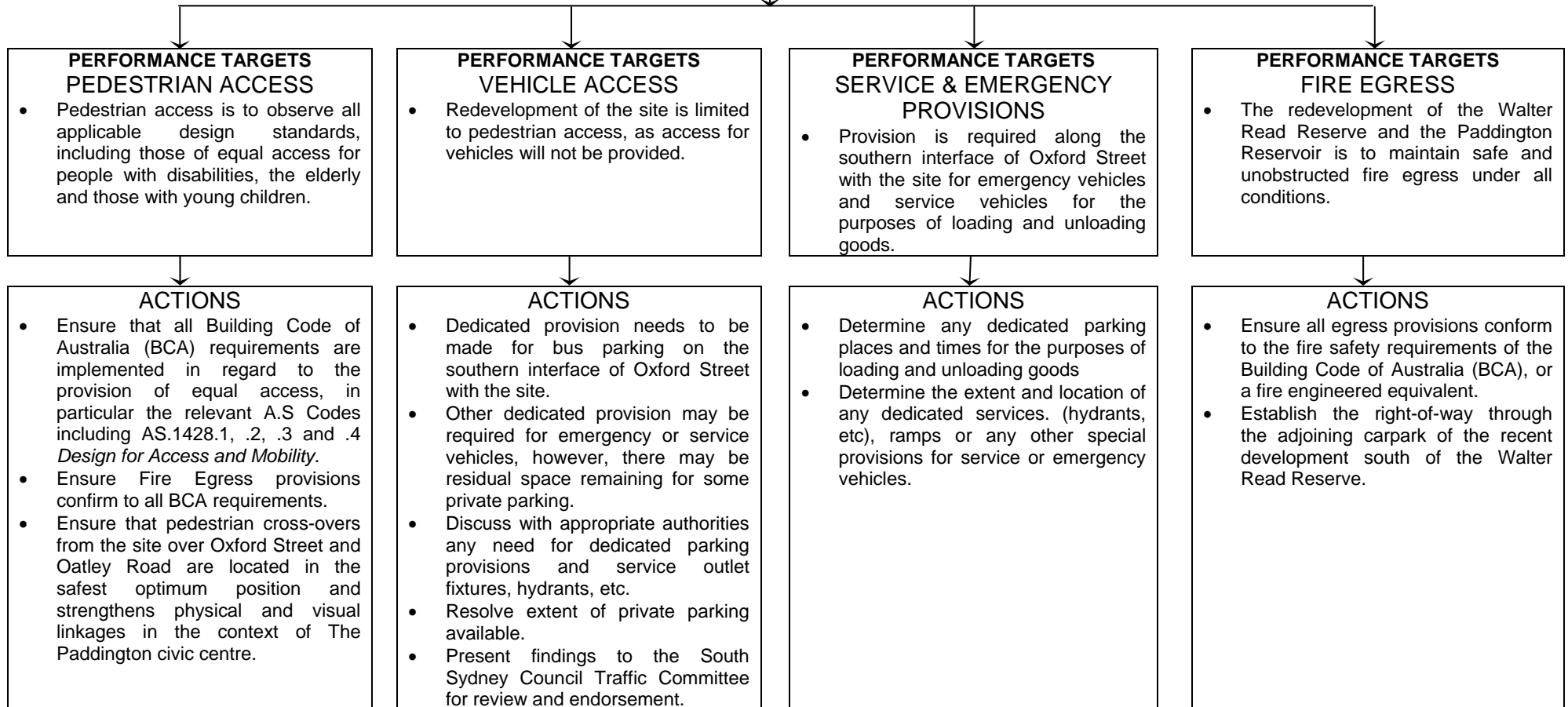
### ACTIONS

Implement the recommendations of the Egis Report entitled *Contamination Assessment of Former Petrol Station, Walter Reid Reserve Paddington (March 2000)*

- Remove all underground storage tanks (UST)
  - Remediate the site, and clear away all scrap metal, pipework and concrete footings in the area of the former petrol station.
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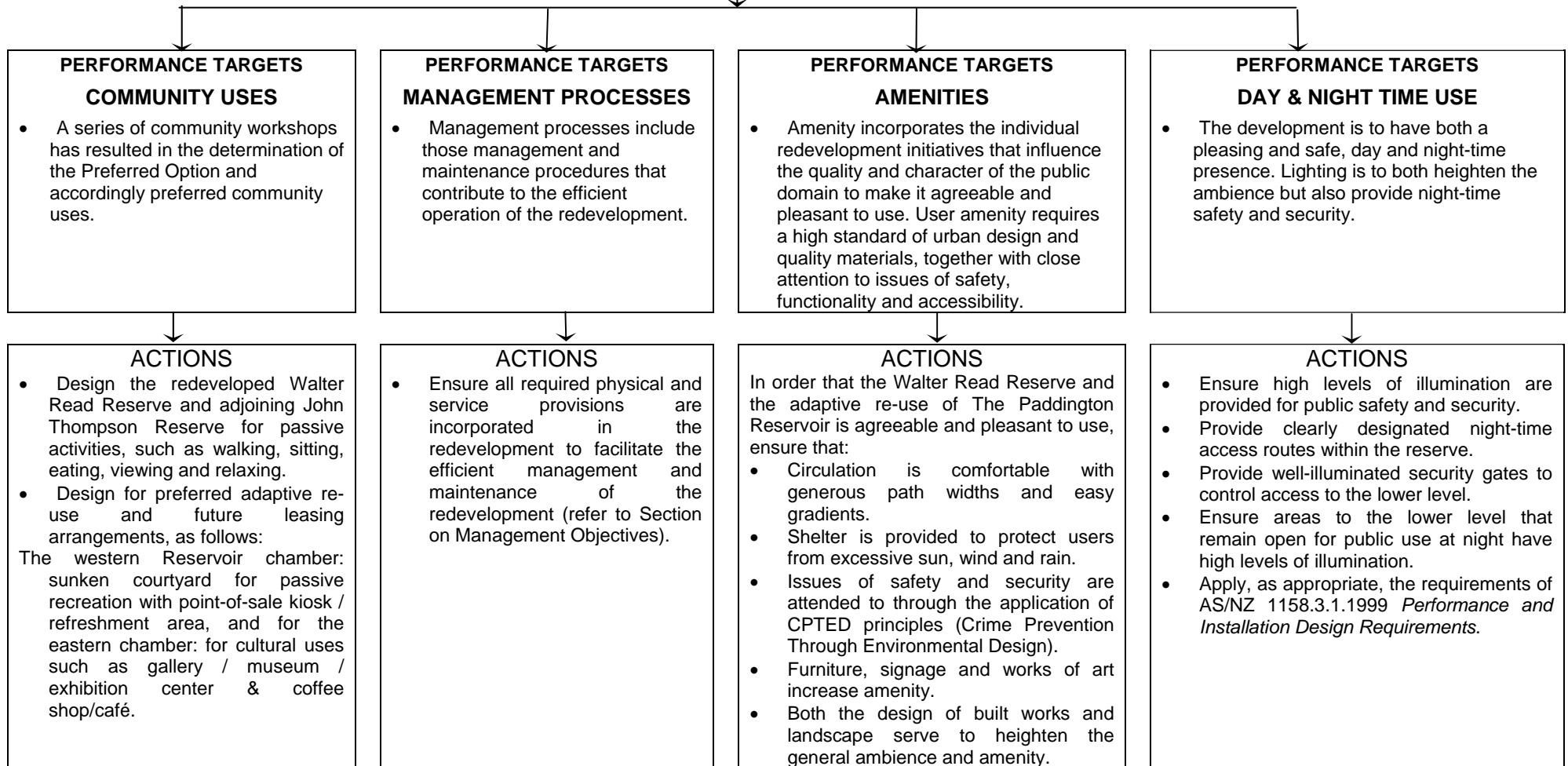
**ACCESS OBJECTIVES**  
Refer to section 11.2





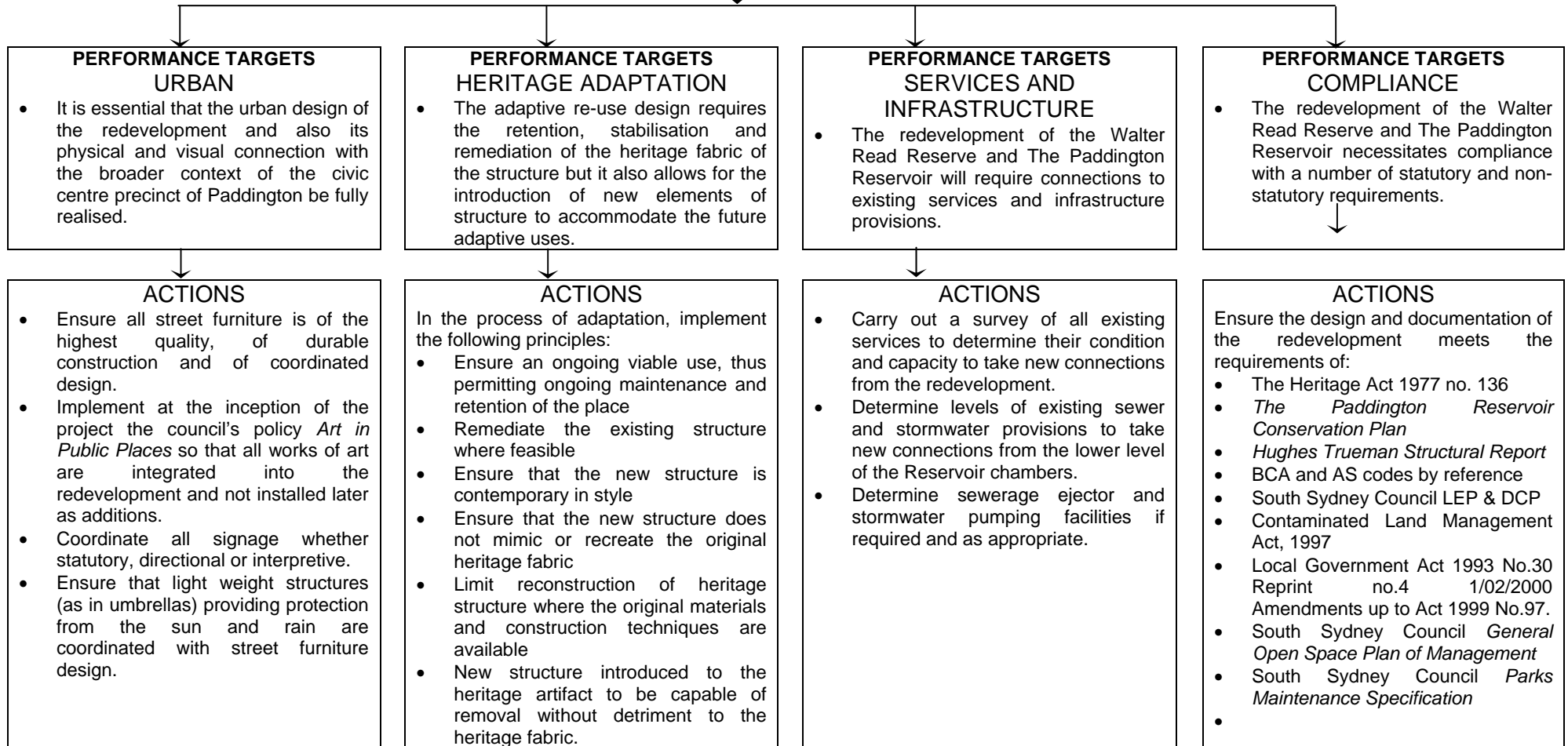
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**USE OBJECTIVES**  
**Section 11.2**



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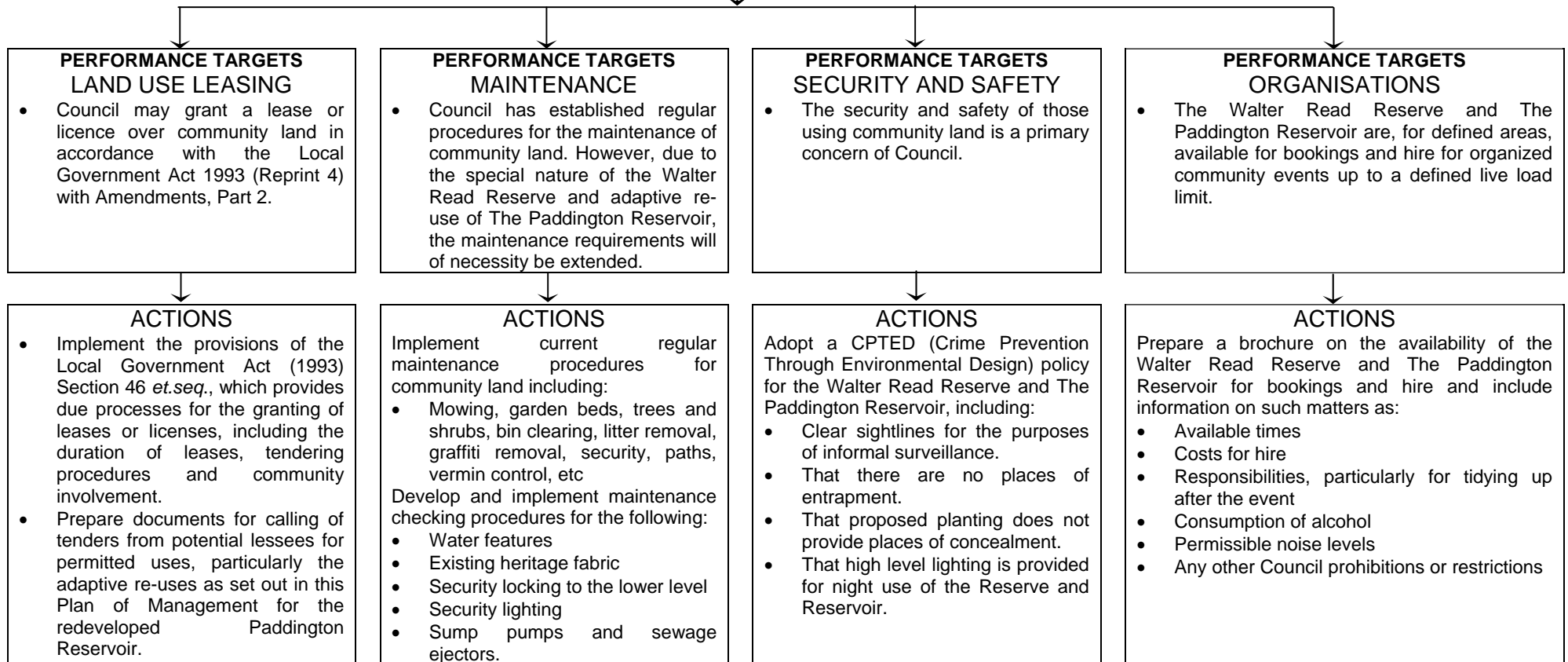
**DESIGN OBJECTIVES**  
Refer to section 11.2



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## MANAGEMENT OBJECTIVES

Refer 11.2



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## 17.0 MEANS OF ASSESSING OBJECTIVES AND PERFORMANCE TARGETS

### 17.1 Introduction

The Local Government Act, Section 36(3)(d) requires “*the manner in which the council proposes to assess its performance in respect to the plan’s objectives and performance targets*”.

Given Council resources, it is essential that such assessments achieve a maximum return for the effort applied.

### 17.2 Parties Concerned

There are a number of clearly identifiable parties relevant to the assessment process. At times, only one party will be involved, at other times it will be two or more. Identification of the parties concerned, as contributors to the assessment process, will utilize assessment resources appropriately. The clearly identifiable parties are:

- *The Heritage Office*
- *Council*
- *Community (the public)*
- *Lessees*
- *Authorities*

### 17.3 Performance Assessment

The recommended performance assessments for these core objectives and performance targets are:

#### (1) Heritage Objectives

By means of a questionnaire, assess the Community’s response to the adaptive re-use functions of the Paddington Reservoir (as previously determined in the Preferred Option) and their success or otherwise in responding to a diverse community’s social, cultural and artistic needs.

Involve: Council, Community and Lessees.

Timing: 12 months after completion of the redevelopment.

#### (2) Environmental Objectives

By means of a questionnaire, assess the community’s response to the Walter Read and John Thompson Reserves in terms of the quality of the landscaped open space, and its contribution to the improved amenity of the area; the appropriateness and adequacy of the provision of individual amenities and the sense of safety and security.

Involve: Council and the Community

Timing: 12 months after completion of the redevelopment.

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### **(3) Access Objectives**

Assess the effectiveness of pedestrian access both to and within the site. Assess the efficiency of vehicle access provisions at the interface of Oxford Street with the Park, particularly in terms of the adequacy of provisions for public transport, service vehicles for loading and unloading and emergency vehicles.

Involve: Council, Lessees and Authorities

Timing: 12 months after completion of the redevelopment.

### **(4) Use Objectives**

By means of a questionnaire, assess the Public's response to the provision of community uses, the effectiveness of the management and maintenance of the uses and amenities and the success or otherwise of both day and night use.

Involve: Council, Community and Lessees

Timing: 12 months after completion of the redevelopment.

### **(5) Design Objectives**

Assess the Design Outcomes in terms of the original core objectives and the Masterplan. Evaluate strengths and any weaknesses and prepare a program to improve those matters that may require attention.

Involve: Council, Lessees, and Consultants as appropriate

Timing: 12 months after completion of the redevelopment.

### **(6) Management Objectives**

Assess management and maintenance procedures as set out under Management Objectives.

Involve: Council and Lessees

Timing: 12 months after completion of the redevelopment.

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## **PART 3**

### **18.0 MASTERPLAN**

Based on the community consultation process outcomes of the Feasibility Study a preferred masterplan option was prepared by Conybeare Morrison Partners . (REFER TO APPENDIX 1 FOR MASTERPLAN LAYOUT.)

A full description and background to the Masterplan Proposal is contained in Supporting Document 3 – *Masterplan – Walter Read Reserve Project – Sept 03* ( Conybeare Morrison Partners)

Key aspects of this masterplan option is as follows:

#### **18.1 Heritage**

The heritage concept for the future of the Walter Read Reserve/ Paddington Reservoir is for the adaptive reuse of the reservoir structure. This requires the retention, stabilisation and remediation of the heritage fabric of the structure of the eastern reservoir whilst allowing for the introduction of new elements of structure to accommodate future uses. The philosophy to be adopted embraces the following principles:

- conservation of the existing fabric;
- minimal intervention of original fabric;
- new structure to be contemporary in style;
- new structure not to mimic the original heritage character;
- limited reconstruction of heritage structure in accordance with the *Conservation Management Plan*;
- new structure introduced into the heritage place is to be capable of removal without detriment to the heritage fabric, and
- interpretation of the history of the Reservoir to be made clearly evident.

#### **18.2 Adaptive Re-use & Urban Design**

The adaptive re-use and urban design concept for the Walter Read Reserve / Paddington Reservoir is for the development of a contemporary urban park respecting the interpretation of and the heritage qualities of the structure and spaces.

The design is to incorporate a range of activities sympathetic to and with minimal impact upon the adaptive re-use of the reservoir compatible with the urban context of Oxford Street and the surrounding residential area.

The design concept calls for a two-tier spatial organization with predominantly passive parkland on the upper level of the eastern chamber and lower open level of the western chamber, supported by new activities contained within the adaptation of the eastern chamber.

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The concept embraces the potential to integrate the heritage qualities of the reservoir with a contemporary approach to infill architecture to create a dynamic new generation public facility.

### **18.3 Uses and Activity**

It is proposed that the restoration and the adaptive re-use of the Walter Read Reserve and Paddington Reservoir be centred around the concept of a public park with ancillary facilities focused upon a theme of recreation and culture. Major elements of the activity concept will include:

- an upper level park suitable for passive recreation, sitting, viewing and relaxing;
- a lower level sunken courtyard garden suitable for passive recreation incorporating a possible point-of-sale refreshment kiosk, shaded outdoor refreshment areas and water elements;
- the adaptive reuse of the eastern chamber for cultural uses such as art gallery, museum and exhibition center and incorporating possible coffee shop/refreshment centre area;
- the potential development of below ground areas between the reservoir structure and Oxford Street boundary to provide accommodation for back-up support services and amenities such as toilets, kitchens and store;
- the development of the interface zone between the Reservoir structure and Oxford Street.

### **18.4 Landscape Concept**

The top of the Reservoir has been grassed since 1953 when the Walter Read Reserve was established on top of the Reservoir.

In accordance with the *Conservation Management Plan*, it is intended to retain the roof of the eastern reservoir as a rooftop landscaped area. The remnant portion of the roof over the western reservoir may be retained as a green link to the John Thompson Reserve and connecting to the rooftop of the eastern reservoir chamber.

The landscape concept calls for the development of a two-level public open space integrated with the existing John Thompson Reserve and accessed from the Reserve and from Oxford Street. The public open space will comprise:

- an upper level park, overlooking Oxford Street and providing a predominantly green park incorporating low-level landscape, park water features, seating amenity and artworks. The upper level park area will be located above the eastern chamber and may also incorporate light-wells to the reservoir floor at locations where the existing structure has failed.
  - a lower level (sunken) garden below the level of Oxford Street and occupying the area of the western chamber. Remnants of the overhead structure may be retained and stabilized or even rebuilt to create the effect of an open framework, which recalls the vaulted structural system. This sunken garden will be largely
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hard paved incorporating both running and still water elements, possibly timber boardwalks and some landscape in containers. The sunken garden will incorporate garden furniture for sitting and relaxing and could include a kiosk for refreshments. Access will be required from Oxford Street, John Thompson Reserve, the upper reserve and the use of the sunken garden could be integrated with possible future uses of the eastern chamber.

The open section of the Reservoir can be treated as an extension to the upper landscape with interconnecting stairs and ramps. It is considered that a water theme is an essential ingredient in the adaptive re-use of the Reservoir, as it will echo its former purpose. Whilst opportunities are not available for tree planting on the grassed roof areas over the Reservoir chambers they exist within the former petrol station site, the John Thompson Reserve and in the street tree-planting strip.

### **18.5 Access**

It is proposed that access to the revitalised Walter Read Reserve be available primarily from Oxford Street with secondary access available from John Thompson Reserve. Features include:

- pedestrian access to all upper and lower level activities from Oxford Street;
- the integrated provision for service and emergency vehicles to enter the open space;
- the upgrading of the bus stop and the provision of well designed 'equal' access with particular attention to the needs of those with disabilities, the elderly and mothers with young children.

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## **19.0 FUNDING**

Funding for development, management and maintenance of Walter Read Reserve/ Paddington Reservoir will be provided through SSCC's annual budget allocation.

- Section 94
- SSC Reserves
- FSR bonus

Section 94 contributions that are generated by development in South Sydney are a major source of significant funding for the Park. However, the value and timing of such funds are very difficult to anticipate. Section 94 contributions are available for capital works only and these funds are not available for maintenance as specified in the EP&A Act.

## **20.0 PROPOSED STAGING PLAN**

Funding availability may not be at a level to achieve the full masterplan proposal in one scope of works. A possible staging option to ultimately achieve the masterplan proposal is as follows.

1. Restoration of structure and refurbishment of Walter Read Reserve as per proposed masterplan layout. Access to the Reservoir at this stage would be restricted to supervised access only. Decontamination of service station will also need to be carried out at this stage.
2. Redevelopment of Reservoir to provide facilities for adaptive reuse as per Masterplan proposal.

An alternative masterplan/ use development option is offered in Part 4 of this document to provide an additional scenario for funding the restoration and refurbishment of the site.

## **21.0 REVIEW OF PLAN OF MANAGEMENT**

The Plan of Management will require regular review and upgrading to ensure that it reflects current community expectations and changing circumstances. The following review provisions are proposed:

- An annual review to be carried out by SSCC to determine progress in implementing the Plan and to set the implementation programme for the following year.
  - A complete revision of the Plan at the end of each five years or sooner if considered appropriate by SSCC.
  - As required by changes in legislation and/or to the Local Govt. Act
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## **PART 4**

### **22.0 ALTERNATIVE DEVELOPMENT SCENARIO**

The site as documented in the preceding draft Plan of Management contains number of constraints that could inhibit a timely reconstruction of the site.

These include :

#### **LEP Zoning**

The zoning of the site is 6(a) Recreation. There is no question that Walter Read Reserve should be reconstructed and returned as a park in accordance with the 6(a)LEP Zoning and community land objectives.

However it could be considered that the 6(a) Zoning for the subterranean Paddington Reservoir could limit opportunity to provide a variety of floorspace use including any component of commercial floorspace.

Under the current 6(a) zone and this draft Plan of Management it is anticipated that the allowable uses would provide a limited income stream to council to contribute to the restoration and upkeep of the site.

An option to address this issue could be the strata rezoning whereby Walter Read Reserve retains 6(a) recreation Zone however subterranean component of Paddington Reserve is rezoned to broaden the scope of uses that could be accommodated in Paddington Reservoir.

#### **Funding**

Under the current zoning funding sources are limited to Council reserves, s.94 funding or potentially heritage grant funding from State or Federal Government. The structural nature of the site will require a significant allowances of funds to achieve reconstruction and stability of the site. Collections from s.94 and availability of Council revenue may however be limited which could result in the timeframe for achieving reconstruction of the site to be protracted.

### **22.1 Scenario**

A rezoning of the Paddington Reservoir strata may attract joint venture opportunities that provide upfront capital to fund restoration of the structure and Walter Read Reserve in return for lease options for floorspace in Paddington Reservoir.

Any scenario to vary the zoning of Paddington Reservoir from the present 6(a) Zone to allow more use options will require an extensive process that includes:

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- Council willingness to proceed with a rezoning process;
  - Community notification and consultation including the conduct of a Public Hearing;
  - Approval of the Minister of Planning to amend LEP;
  - Strict adherence to heritage conservation objectives and controls for the adaptive reuse of the site.

This scenario is presented for discussion only for the purposes of presenting Council with an option for further investigation if the current zoning and funding constraints result in an excessive delay in achieving a restoration of the structure.

Adoption of this Plan of Management only includes Parts 1-3 of this document and does not endorse or give approval of this alternative development scenario as presented.

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## 21.0 REFERENCES

*Conybeare Morrison & Partners. Feb. 2001. Feasibility Study, Walter Read Reserve Project. Vol 1.*

*Conybeare Morrison & Partners. Sept 2003. Masterplan, Walter Read Reserve Project. Vol 3.*

*Egis. March 2000. Contamination Assessment of Former Petrol Station, Walter Reid Reserve Paddington.*

*Godden Mackay. et. al. 1993. Paddington Reservoir Conservation Plan.*

*Gowers, Sir Ernest. 1973. The Complete Plain Words. 2<sup>nd</sup> edition, rev. Sir Bruce Fraser. HMSO, London*

*Guy, J.S. May 1966. 'The Inhabitants of Utopia' Literary Studies, Vol.4, no.3, pp.1-19.*

*Local Government Act. 1993. No.3 Reprint No.4 as in force at 1 February 2000..*

*McIntosh, A.L (ed). 1895. Lyrical Poems of Burns (Edinburgh Illustrated Poets, vol.6) Buchanan, Edinburgh*

*South Sydney Council. Nov. 1996. Generic Open Space Plan of Management.*

*The South Sydney Plan. 1997. Development control Plan and Local Environment Plan. 1998.*

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## **APPENDIX 1**

**Walter Read Reserve Masterplan Proposal by Conybeare Morrison  
Partners. September 2003.**





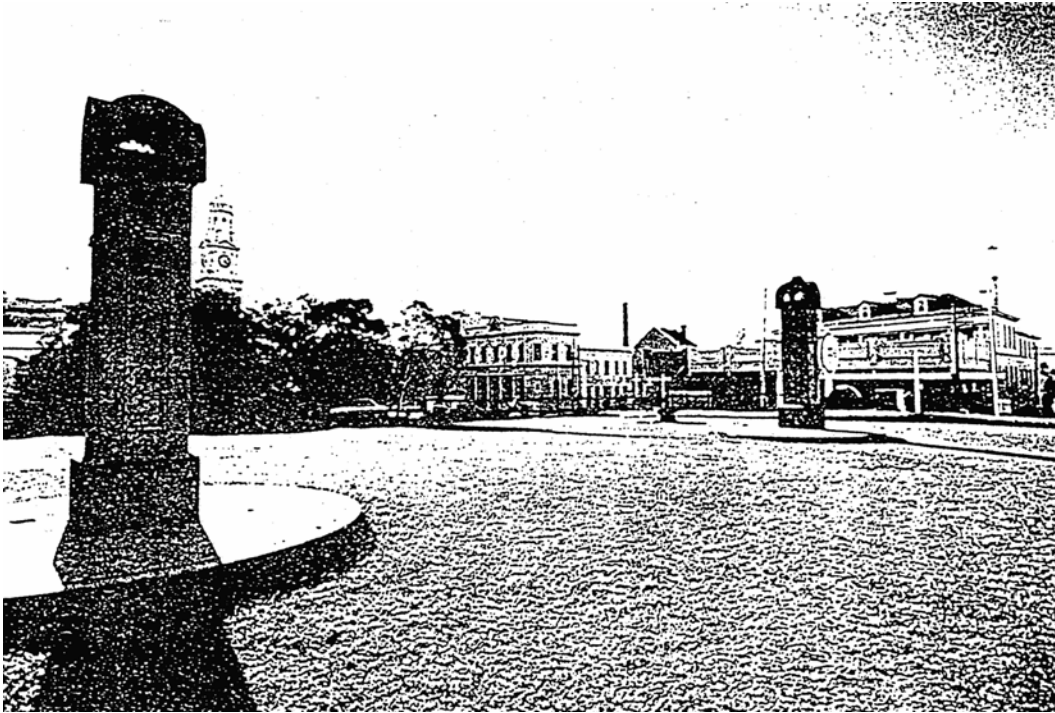
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## APPENDIX 2

### WALTER READ RESERVE/ PADDINGTON RESERVOIR—HERITAGE CONSERVATION MANAGEMENT PLAN

The Paddington Reservoir is of State Heritage Significance. The endorsed Conservation Management Plan identifies the following conservation management policies

- The reservoir complex should be treated in accordance with the guidelines and principles established by the Burra Charta of Australia ICOMOS.
  - From a conservation point of view it is recognized as important that the Reservoir remain in the ownership of a public body (Council or other) and be used for public amenity purposes
  - Significant fabric within the complex should be maintained and conserved
  - The exterior fabric of the structure should be retained preserved and conserved
  - Fabric of significant elements should be restored and missing fabric should be reconstructed where possible
  - Damaged or defective fabric should be reconstructed
  - Physical intervention to existing significant fabric should be minimised
  - The interior of the eastern chamber should be preserved and restored
  - The significant western reservoir chamber fabric should be retained, however reconstruction of the original brick vaulted roof is not required
  - Fixtures and fittings should be designed or selected
  - Adaptation of the structure, spaces and individual elements associated new work is acceptable, providing the existing fabric and visual qualities of the complex are respected
  - New works other than restoration should be reversible where possible
  - Potential for archaeological resources is considered to be low, but any items discovered during sub-surface disturbance or excavation of the site, should be monitored by an archaeologist.
  - The cultural significance of the complex should be interpreted to occupants and visitors on the site
  - A copy of this report and any subsequent documentation or recording should be lodged with the Mitchell Library and/or another appropriate public repository.
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*1953 Photograph from the Walter Read Reserve looking toward the Post Office on Oxford Street*

In addition, the report provides more detailed policy statements for different aspects of the site and specific policy statements for each component structure.

### **Implementation**

The primary purpose of the Conservation Management Plan is as major input in the planning for the future use of the Paddington Reservoir complex. The report identifies 15 recommendation which will lead to effective implementation of the conservation policy. Each recommendation is discussed in more detail in the body of the report.

### **Responsibility/Procedures**

- **Recommendation 1**

A single officer from the Council of the City of South Sydney should be nominated (by the title or position) as responsible for the implantation of this Conservation Plan

- **Recommendation 2**

The Conservation Management Plan should be circuited to the National Trust of Australia (NSW) the Australian Heritage Commission the Department of Planning (Heritage Brach) and other interested parties as decided

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## **Stabilisation and Safety**

- **Recommendation 3**

Priority should be given to the stabilisation and making safe of the remaining structure, then the structure should be regularly inspected and maintenance work be carried out as required.

## **Management**

- **Recommendation 4**

A permanent management group should be established for the Paddington Reservoir including representatives of the structures owners, occupants, local residents and persons with heritage expertise.

- **Recommendation 5**

A detailed set of maintenance guidelines and inspection timetables should be prepared for the Paddington Reservoir structure.

- **Recommendation 6**

Detailed guidelines should be prepared for the internal treatment of the Paddington Reservoir Complex. The guidelines should provide specific information on appropriate actions; for example with wall partitions and other actions with potential to cause disruption to significant fabric.

## **Future Use Options**

- **Recommendation 7**

The conservation Plan should be used as fundamental input in the choice of appropriate future use points.

- **Recommendation 8**

Work schedules for the Paddington Reservoir Complex should be based on the Conservation Policy.

- **Recommendation 9**

All conservation works should be supervised by an appropriately qualified architect or other heritage conservation partitioner.

## **Priority**

- **Recommendation 10**

Stabilisation of the remaining historic fabric should be a priority.

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- **Recommendation 11**

The condition of the structure should be regularly monitored.

- **Recommendation 12**

Other conservation and building works should proceed in accordance with priorities determined by the clients timetable.

- **Recommendation 13**

A master interpretation plan should be prepared for the Paddington Reservoir. The plan should be implemented together with the refurbishment and re-use of the site

- **Recommendation 14**

The Council of the City of South Sydney should allow in their forward planning sufficient time and resources for a fully and thorough exploration of the range of future use options for the site.

- **Recommendation 15**

That, if possible, redevelopment of the adjoining John Thompson Park site should be considered in conjunction with the development of the reservoir and that discussion take place with the Water Board with regard to the future consideration of the Paddington Reservoir site together with the Water Board land.

## **Synopsis**

The Paddington Reservoir is a site of State significance. It is an integral part of the original Sydney Water Supply System and is a unique example of construction methods and technology advances in Australia in the nineteenth century. The grassed roof area also provides a valuable public recreation space within the inner city precinct which of high significance to the local community.

It is the recommendation of this report that every endeavour be made to preserve and restore the structure both for its heritage significance and its contribution to public amenity. Reconstruction of the collapsed roof over the western chamber, in its original configuration, is not a requirement.

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