



Bradfield Park



PLAN OF MANAGEMENT

NORTH SYDNEY COUNCIL

BRADFIELD PARK PLAN OF MANAGEMENT

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1.0 **Introduction**

1.1 **Management Context**

Plans of Management are important documents providing clear guidelines for the effective short and long-term management of all land owned by Council or under Council's control. This document complies with the Local Government Act 1993, and the Amendment (Community Land Management) Act 1998, and supersedes Council's Bradfield Park Plan of Management 2008.

Bradfield Park is a prominent piece of open space within the North Sydney area, containing a number of distinctive features. The diverse and sometimes unique issues that relate to the Park warrant the development of a significant Plan of Management. Bradfield Park is partially owned by Council; however the Roads & Maritime Services own the Harbour Bridge pylons and associated support structures, and the land directly in the shadow of the northern Bridge approaches. The southern section of the park that was resumed for construction of the harbour tunnel is also currently in RMS ownership.

The Bradfield Park Plan of Management examines the broad range of issues associated with this high profile area of public open space in a comprehensive and holistic manner. The Plan draws on information contained within previous studies and incorporates them into a useful document that functions as one of Council's key management tools. The major relevant documents and studies include:

- Local Government Act 1993
- Amendment (Community Land Management) Act 1998
- North Sydney Council 2020 Vision
- North Sydney Council Delivery Program
- Local Environmental Plan 2013, North Sydney Council
- Bradfield Park & Kirribilli Foreshore Master Plan 1998
- Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005
- Sydney Harbour Bridge Conservation Management Plan 2007
- Recreation Needs Study 2005
- Water-based Recreation Needs Study 2007
- Foreshore Access Strategy 2009

Council's Foreshore Parks & Reserves Plan of Management and the Playgrounds Plan of Management should also be referred to when reading this document.

1.2 **Structure of the Plan of Management**

The plan is divided into 6 parts:

Part 1 examines what a Plan of Management is, outlines the scope of this Plan, its purpose and its core objectives, explains the linkage between this Plan of Management and Council's land management goals, and details the importance of community consultation in the planning process. It also examines the issue of leases, licences and other estates in the Park.

Part 2 indicates the location of Bradfield Park, and examines its characteristics and resources. The function and use of the Park is also discussed.

Part 3 identifies and examines the major planning issues essential to an understanding of the overall directions of the Plan of Management. Current management policies and practices are also discussed.

Part 4 is the philosophical basis for the Plan of Management. It details the significance of Bradfield Park both on its own and within its North Sydney and harbour context, and establishes the overall directions and objectives of management that guide policy development and formulation of the action plan.

Part 5 is the implementation and performance component of the Plan of Management. A matrix sets out the objectives, proposed actions and performance indicators for each issue, and each issue is given a priority rating. An indicative works program further details the staging of all works and actions over a 5-year period.

Part 6 contains the appendices as well as supporting material and background information that provide an important resource base for appreciating the value of Bradfield Park.

1.3 Purpose of the Plan of Management

This Plan of Management has been prepared to provide the managers of Bradfield Park with a useful and consistent set of guidelines governing the direction of management for this important area of public open space for at least the next 5 years.

The production of this Plan of Management is closely linked with Council's overall land management objectives, as set out in the North Sydney Council Delivery Program. The Delivery Program describes the actions required to achieve the objectives outlined in the 2020 Vision. North Sydney Council's 2020 Vision is our most important strategic document; it sets a strategic direction for where the North Sydney community wants to be in the year 2020.

The following information, relevant to Bradfield Park, has been taken from the North Sydney Council Delivery Program.

The following outcomes (encompassed in the Delivery Program under Direction 1 – 'Our Living Environment') describe what Council needs to achieve regarding management of Bradfield Park:

- 1.5 Public open space, recreation facilities and services that meet community needs

The following strategies are derived from these outcomes:

- 1.5.1 Provide a range of recreational facilities and services for people of all ages and abilities
- 1.5.2 Improve equity of access to open space and recreation facilities
- 1.5.3 Provide a welcoming and vibrant waterfront with integrated green public spaces and enhanced foreshore areas

This Plan of Management examines the present-day condition and characteristics of Bradfield Park. It identifies clear objectives and establishes directions for planning, resource management

and maintenance. It clarifies and establishes management policy and direction, both to Council staff and the general public. The Plan of Management provides a basis for assigning priorities in works programming and budgeting.

This Plan of Management will be reviewed regularly to assess implementation. A major review after approximately 5 years will allow policy and planning issues to be revisited and updated.

The land covered by this Plan of Management is zoned 'RE1 Public Recreation' under Council's Local Environmental Plan 2013. Refer **Appendix 1: Schedule of Land**.

1.4 Land Categorisation and Core Objectives

Council's Bradfield Park Plan of Management, 2008, categorised Bradfield Park as a 'park'. According to the Local Government Act 1993, 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.

The Amendment (Community Land Management) Act 1998 provides core objective for management of land categorised as 'park' that are applicable to Bradfield Park.

The core objectives for management of community land categorised as a park are:

- (a) *to encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and*
- (b) *to provide for passive recreational activities or pastimes and for the casual playing of games, and*
- (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.*

1.5 Leasing of Community Land

The granting of a lease formalises the use of community land by groups such as sporting clubs, commercial organisations or individuals who are providing facilities or services for public use. The term 'estate' is defined as an interest, charge, right, title, claim, demand, lien or encumbrance, whether by law or in equity.

A lease, licence or other estate is required where exclusive control of all or part of an area by a party is proposed or desirable in the interests of management of an area. Activities under a lease should be compatible with any zoning or reservation, should provide benefits, services or facilities for users of the land, and be authorised under the Plan of Management. The terms and conditions of a lease should ensure that the lessee undertakes proper management of the facility such that it is maintained in a safe and visually pleasing condition, and that the interests of Council and the public are protected.

The Amendment (Community Land Management) Act 1998 sets out requirements for the granting of a lease, licence or other estate in respect of community land.

General Conditions

Council may only grant a lease, licence or other estate for use of Bradfield Park if it is:

- For a purpose specified as a core objective for land categorised as a park (refer section 1.4)
- For activities appropriate to the current and future needs of the community in relation to wide public purposes such as public recreation and cultural development
- For short term casual purposes as listed below:
 - The playing of a musical instrument, or singing, for fee or reward
 - Engaging in a trade or business
 - Delivering a public address
 - Commercial photographic sessions
 - Picnics and private celebrations such as weddings and family gatherings
 - Filming for cinema or television

(Note: The use or occupation of Bradfield Park for any of the above-listed short-term casual purposes is allowed only if the use or occupation does not involve the erection of any building or structure of a permanent nature).

Subleasing of Bradfield Park is only permitted for the same purpose as the original lease.

Leases, licences and other estates for periods not exceeding 5 years

In order for Council to grant a lease, licence or other estate in respect of Bradfield Park for a period that does not exceed 5 years (including any period for which the lease, licence or other estate could be renewed by the exercise of an option), it must:

- give public notice of the proposal, and
- exhibit notice of the proposal on the land to which the proposal relates, and
- exhibit notice of the proposal to such persons as appear to it to own or occupy the land adjoining the community land, and
- give notice of the proposal to any other person, appearing to the Council to be the owner or occupier of land in the vicinity of the community land, if in the opinion of the Council the land the subject of the proposal is likely to form the primary focus of the person's enjoyment of community land.

A notice of the proposal must include:

- information sufficient to identify the community land concerned
- the purpose for which the land will be used under the proposed lease, licence or other estate
- the term of the proposed lease, licence or other estate (including particulars of any options for renewal)
- the name of the person to whom it is proposed to grant the lease, licence or other estate
- a statement that submissions in writing may be made to the Council concerning the proposal within a period, not less than 28 days, specified in the notice

Other requirements

- Any person may make a submission in writing to the Council during the period specified for the purpose in the notice
- Before granting the lease, licence or other estate, the Council must consider all submissions duly made to it
- On receipt by the Council of a written request from the Minister for Local Government, the proposal is to be referred to the Minister

Final approval of a lease, licence or other estate rests with Council, however, in unusual circumstances, the Minister for Local Government has the discretion to 'call-in' a proposed lease, licence or other estate and determine the matter in place of the Council.

Leases, licences and other estates for a period of 5 years or less for use of Bradfield Park for cultural or recreational purposes are not required to be tendered.

Leases, licences and other estates for periods exceeding 5 years

Leases, licences and other estates for use or occupation of Bradfield Park for periods of over 5 years must be tendered unless for a non-profit organisation. The public notification and consultation procedure is as for leases, licences and other estates of 5 years or less. Council must submit leases, licences and other estates of over 5 years (including options to renew) to the Minister for Local Government for his approval.

Leases, licences or other estates may not be granted for a period exceeding 21 years. (This includes any period for which the lease, licence or other estate could be renewed by the exercise of an option.)

Uses of Community Land for which leases, licences and other estates are not required

Exemptions regarding the granting of lease, licence or other estate in respect of Bradfield Park for terms of 5 years or less may be granted in the following cases:

Use and occupation of the land for events such as:

- (i) a public performance (that is, a theatrical, musical or other entertainment for the amusement of the public)
- (ii) the playing of a musical instrument, or singing, for fee or reward
- (iii) playing of any lawful game or sport
- (iv) delivering a public address
- (v) conducting a commercial photographic session
- (vi) picnics and private celebrations such as weddings and family gatherings
- (vii) filming for cinema or television

However, the use or occupation of community land for the events listed above is exempt only if:

- (a) the use or occupation does not involve the erection of any building or structure of a permanent nature,
- (b) in the case of any use or occupation that occurs only once, it does not continue for more than 3 consecutive days, and
- (c) the case of any use or occupation that occurs more than once, each occurrence is for no more than 3 consecutive days, not including Saturday and Sunday, and the period from the first occurrence until the last occurrence is not more than 12 months.

The building located in Bradfield Park central is the subject of 2 leases. The southern section of the building is currently leased for the purposes of a restaurant. The lease commenced on 1 July 2013 for a term of 5 years, with an option to renew for 5 years, and another 5 years. The remainder of the building is currently leased to the Kirribilli Neighbourhood Centre for the purposes of a wellness centre. This lease commenced on 1 January 2011 and is for a term of 5 years. It should be noted that the leased premises do not encroach on the adjacent public open space.

1.6 **Community Consultation**

Community consultation plays an important role in the production of any Plan of Management. It provides Council with a sound understanding of relevant local issues from people who are familiar with and use the relevant open space areas. To a large degree, the direction for the future development of open space is based on the views expressed by the general public.

Public involvement and consultation generates an understanding of Council's land management aims, combats misinformation and misunderstanding, and fosters support for Council's programs and policies. The consent and co-operation of users and other stakeholders facilitates management and lends weight to the status of the Bradfield Park Plan of Management.

The draft Bradfield Park Plan of Management is publicly exhibited for 28 days. A further 14 days is allowed to receive submissions. This provides interested parties with the opportunity to comment on and have input into the final document. The following steps have been undertaken to generate widespread awareness of the draft Plan of Management:

- Inserting regular notices in Council's corporate advertisement in the Mosman Daily to inform the community that the draft Plan is on public exhibition
- Posting the draft document on Council's website for information and comment, and providing details of how to make a submission
- Notifying all Precincts and other known stakeholders (eg Roads & Maritime Services) and user groups that a new draft Plan is on display, and inviting comments
- Providing hard copies of the draft document to stakeholders, upon request
- Making hard copies of the draft document available for viewing at Council's Customer Service Centre

Writing a Submission

Submissions give all stakeholders an opportunity to express their opinions, provide information and suggest alternatives to Council's proposed management strategies for Bradfield Park over the next 5 years.

To ensure submissions are as effective as possible:

- (1) List all points according to the section and page number in the Plan of Management.
- (2) Briefly describe each subject or issue you wish to discuss.
- (3) State which strategies you agree or disagree with, and give reasons.
- (4) Suggest alternatives to deal with any issue with which you disagree.

Written submissions should be sent to:

The General Manager
North Sydney Council
P O Box 12
NORTH SYDNEY NSW 2059

Attention: Ms Megan White
Landscape Planner

Fax No: 9936-8177

Email: council@northsydney.nsw.gov.au

Comments regarding this or any other adopted Plan of Management may be submitted at any time. Each Plan is reviewed regularly, and at the time of the review new issues can be incorporated and existing actions amended. Adopted Plans of Management may be viewed and downloaded from Council's website: www.northsydney.nsw.gov.au

2.0 **Characteristics and Resources**

2.1 **Site Location and General Description**

Bradfield Park is one of North Sydney's largest and most significant parks. It has national historical significance and is an important recreational asset to both the local and wider community. The Park covers approximately 50,000 square metres, and is located on Milsons Point, immediately beneath the northern approaches to the Sydney Harbour Bridge. It offers extensive views of Sydney harbour, the Harbour Bridge and the city.

Bradfield Park can be broadly divided into 3 sections. The section from Lavender Street to Burton Street is known as Bradfield Park North. This area of the Park is intimate and inviting; it contains seating, lighting, pathways, signage, feature planting and a memorial drinking fountain. The section from Burton Street to Fitzroy Street is known as Bradfield Park Central. This area is the site of the Bradfield Park Community Centre, and the adjoining flat open areas regularly host markets. The section bounded by Fitzroy Street, Alfred Street South and Broughton Street is known as Bradfield Park South. This area consists of a broad swathe of open grassland that slopes down to the water's edge below the Harbour Bridge, punctuated by a large paved plaza, a large, fully fenced children's playground, and other park features including tree, paths and items of park furniture.

One of the two entrances to Milsons Point Station leads into Bradfield Park, and the main supporting pylons of the Harbour Bridge run through the centre of the Park. Fitzroy Street bisects the Park, and Burton Street (now closed), also intrudes into the green space.

On the western side of Bradfield Park, residential towers and some commercial office buildings dominate the landscape. Other significant landuses on the western side of the Park are the recreation areas of Luna Park and the North Sydney Olympic Pool. To the east of the Park the landuse is predominantly residential. A number of schools are within easy walking distance of the Park.

2.2 **Site History**

The land Bradfield Park occupies was initially slow to develop due to the inaccessible nature of the topography. However, by the time the Harbour Bridge was proposed in 1922, successive reclamation works had created a more usable shoreline, and construction of the northern approaches to the Bridge resulted in the resumption and demolition of 438 houses, mainly working class terraces.

The removal of all site facilities connected to the construction of the Bridge presented an opportunity to address the needs of the local people by providing recreational facilities on the now-vacant land. At the time of its opening in 1932, Council did not own the land beneath the Bridge, however in 1935, following much public discussion and pressure exerted by various influential public figures including Alderman Primrose, an area of nearly 14 acres from the Harbour Bridge residues at Milsons Point was vested in the North Sydney Council for the purpose of parks and recreation. This move echoed the dedication of land for similar purposes on the south side of the Harbour Bridge. The area was named Bradfield Park after J J C Bradfield, Chief Engineer of the Harbour Bridge construction.

Confident that the land would soon be handed over to Council, a comprehensive plan for the layout of the proposed Park was developed by Council's engineers and adopted in 1934. Some of

the features proposed in the original report including pathways and various tree plantings were implemented and are still apparent today.

In 1941, the bow of the HMAS Sydney was installed in Bradfield Park overlooking Sydney Cove. The bow, commemorating the battle between the Australian cruiser "Sydney" and the German raiding cruiser "Emden" was donated by the Royal Australian Historical Society, and installed on the 27th anniversary of the battle.

Until 2001 a Bowling Club occupied the area of the Park located between Burton and Fitzroy Streets. The Club started in 1950 when a group of North Sydney bowlers belonging to the Gallipoli Legion Memorial Bowling Club in Loftus Street, Sydney, received permission from North Sydney Council to clear the central area of Bradfield Park and establish bowling greens and a clubhouse. In 1994, Kirribilli Ex-Service Club amalgamated with Gallipoli Legion Memorial Bowling Club and the 20-year lease, commenced in 1981, was transferred to the Kirribilli Ex-Service Community and Bowling Club Limited. The Club did not seek a new lease when this lease expired in 2001.

1988 - 1992 saw construction of the Sydney Harbour Tunnel. This work involved the lower section of the Park being partitioned off and used as a construction depot. Alterations to the seawall and park landscaping also resulted from the disruption, and the General Post Office column, a remnant of the original Sydney GPO in Martin Place then in use as a navigation marker in the harbour, was moved to the Mount Street Plaza. A large ventilation unit, clearly visible on the lower slopes of the Park, is an ever-present reminder of the tunnel's existence.

In 1991 a cast-iron and stainless steel fence was erected along the harbour foreshore in Bradfield Park. Stretching from the Jeffreys Street wharf around to the entrance of Luna Park, this fence replicates the fence that runs around Dawes Point on the Circular Quay side of Sydney Harbour.

In 2000 a large steel sculpture by renown Swiss sculptor Bernhard Luginbuhl, known as the 'Australian Angel' was installed overlooking the harbour on the level grassed area at the southernmost tip of the Park. A gift from the Swiss community to the people of Australia, the sculpture was a cultural contribution to the Olympic and Paralympic events.

Since 1998, improvements and upgrading work carried out in the Park have been in accordance with the Bradfield Park and Kirribilli Foreshore Master Plan. 2003 saw the upgrading of Bradfield Park North and enhancement of the adjacent Burton Street Tunnel, Bradfield Plaza was created in 2006, and a new children's playground was completed in 2007. Also in 2007, the interpretive 'Bradfield Park Heritage Walk' was created. These landscape upgrading works are discussed in more detail in Section 3.3 – Improvement Works. Council is progressively upgrading the remainder of the Park in accordance with the vision presented in the Bradfield Park and Kirribilli Foreshore Master Plan as funding and other work priorities allow.

2.3 Physical Characteristics

2.3.1 Topography

The physical character of Bradfield Park reflects the major earthwork modifications that have occurred on the site. The current topography varies from relatively flat, around the entrance to Milsons Point Station on the western side of the Park, to more sloping, south of Fitzroy Street.

When excavation work for the foundations of the Bridge began in 1925, tonnes of rock chips from the shaping of stone for the facing of the pylons and piers were dumped within the perimeter of Bradfield Park. Crushed rock from the cantilevered tunnels was also dumped in the Park. Much of this material was used as fill to create the shape of the Park that is evident today.

2.3.2 Geology and Soils

The underlying geology of Bradfield Park is Hawkesbury Sandstone, and the original soil type has been classified as a developed terrain of the Gynea Catena. This soil is a friable, brown, sandy loam containing some clay. Soil depth within the Park is generally very shallow, in the order of 200 mm.

Due to the major earthworks that have taken place in the Park, almost all the natural soil has been removed and replaced by rubble or sandy fill. The fill has a high permeability, and as a result, rainfall infiltrates rapidly. However in some areas of the Park, including most of Bradfield Park North, drainage is poor due to a shallow soil profile (bedrock is located close to the surface). In places where the grass has worn away due to heavy use and uncontrolled stormwater runoff, soil erosion occurs and rubble may be exposed, transported and deposited in areas of the Park where the slope is less.

2.3.3 Vegetation

Tree and shrub planting over the past 10 years has created a more interesting and intimate landscape character, especially in the northern parts of the Park. However the overall visual impression in the southern part of the Park is of exposed slopes, sparsely planted trees and open grassed areas.

Existing plantings of note include Cabbage Tree Palms (Livistona australis) and Jelly Palms (Butia capitata), planted in formation outside Milsons Point Railway Station, a partial row of Hills Weeping Figs (Ficus hillii), which extends south from the bus stop near Fitzroy Street, and a row of mixed tree planting which follows the line of Alfred Street from the southern tip of the Park north to the Luna Park entrance arch. A line of Canary Island Date Palms (Phoenix canariensis) echoes the curve of the seawall from the Jeffreys Street wharf to the Luna Park entrance and unifies the foreshore section of the Park. Bold planting of low, single species shrubs surround Bradfield Plaza, and the north-western corner of the Park hosts striking feature planting.

2.4 **Built Form**

The main supporting pylons of the Sydney Harbour Bridge run through the centre of Bradfield Park and divide the Park lengthwise in plan view. A Roads & Maritime Services depot is situated in the base of the northern pylon of the Bridge, and adjacent to the pylon is a carpark for the use of RMS employees. Moving north, the open structure of the Harbour Bridge approach terminates at Fitzroy Street, and becomes a large concrete retaining wall. In this wall are the two entrances to Milsons Point Station, one of which leads out into Bradfield Park.

Bradfield Plaza is a significant structure in the Park, and the Bradfield Park Community Centre is another prominent element. The ventilation unit that services the Sydney Harbour Tunnel is a visually intrusive feature located in the lower section of the Park, facing directly across to the Opera House.

Other park structures include a rotunda, picnic tables, seats and benches, 2 public amenities blocks, bubblers and several sculptures. 2 stone shelters on the harbour foreshore house the floodlights that illuminate the Harbour Bridge at night. Located at the corner of Fitzroy Street and Alfred Street South, the children's playground is shaded by existing fig trees. The playground features 'see through' cable-style equipment to minimise its visual impact on views through and out of the Park.

The adjacent Kirribilli residential area features a mix of single-family dwellings, residential flat buildings and multiple family housing. Bordering Alfred Street South on the western side of the Park, the Milsons Point area consists of a diverse range of buildings including a multi-storey hotel, an historic sandstone church and numerous multi-storey residential buildings that cause significant overshadowing of the Park.

2.5 Current Activities in the Park

Bradfield Park is a well-used park that accommodates a range of recreation activities including walking, relaxing, picnicking, socialising, exercising, fishing and viewing the city, the harbour and the Bridge. The northern part of the park is popular with office workers at lunchtime while the children's playground is busy throughout the day.

Bradfield Park is regularly traversed by commuters moving to and from transportation hubs located in or near to the Park. Milsons Point train station, Jeffreys Street ferry wharf and Milsons Point ferry wharf can all be reached by walking through the Park. Numerous buses follow the Olympic Drive loop road which runs around the southern tip of the Park, and Broughton Street, which borders the Park to the east, is a drop-off and collection point for several hundred secondary school children who attend the various schools located nearby.

Several schools are located within easy walking distance of Bradfield Park, and during lunch times and after school, school children are some of the most regular Park users. Loreto School and St Aloysius College have both requested and been granted permission to use the Park during their lunch breaks and for informal sports and games throughout the day. Council attempts to minimise conflict between school children and other people using the Park by restricting the schools' use of the Park to a designated area adjacent to the RMS depot in the southern section of the Park, and by specifying that all activities taking place must be compatible with the primary function of the Park as an area for informal recreation. Teachers must supervise all use of the Park by schools.

Regular markets held in Bradfield Park are popular with the local community and visitors from further afield. A general market comprising around 200 stalls is held on the last Saturday of each month, while a smaller art, design and fashion market is held on the second Saturday of each month. Both markets draw many people to the Park, and are acknowledged meeting places for the local community. The markets are currently held on the flat central area near the Bradfield Park Community Centre and in the adjacent Burton Street tunnel.

People move through the rest of the Park on their way to and from the markets, and disperse out into the Park following their visit. During summer the peak period of visitor use occurs in the mornings, before the heat of the day, while in winter peak use occurs in the middle of the day. Situated on the corner of Alfred Street South and Fitzroy Street, the Bradfield Park Community Centre is located in the former Bowling Clubhouse. This building also currently houses a restaurant.

Bradfield Park is a major venue for watching harbour events and viewing the city. In 2000 a lookout was installed above the harbour tunnel ventilation unit in a location regularly visited by numerous tour bus companies due to the excellent views it affords. Pressure on the physical environment of Bradfield Park as a result of other parts of the Park being used as a lookout on occasions such as New Year's Eve and Australia Day is intense, and ways to overcome the degradation caused by this occasional heavy use must be carefully considered in the future management of the Park.

Due to its size and prestigious location, Bradfield Park is a popular venue for special events and activities. For example the Park hosts the Celtic Festival on Australian Day each year. The Park is also the starting point (and the marshalling area) for events such as the annual Sydney Marathon, the MS Fun Run and the Seven Bridges Walk Event; a 22 km closed loop circuit that utilises pathways around Sydney Harbour.

2.6 Bradfield Park and Kirribilli Foreshore Master Plan

Council's original Plan of Management for Bradfield Park 1995, recognised the Park's local, metropolitan and regional significance and identified the need to prepare a landscape Master Plan for the Park to guide future design development and required upgrading work. This sentiment was echoed in North Sydney Council's Area Character Study 1997.

The Bradfield Park and Kirribilli Foreshore Master Plan was launched by Ian Keirnan and Clr Genia McCaffery in 1998. The Master Plan was based on a thorough analysis of existing site conditions, the site's harbour and urban context, Council's strategic directions and the stated needs and aspirations of local residents and other key stakeholders. The principal objectives of the Master Plan were:

- To recognise and balance the national and metropolitan as well as the local significance of the Park
- To allow for a range of informal recreational uses within the Park
- To integrate all access strategies for the Park with those for major adjoining public land uses (Pool, Luna Park etc)
- To reflect the strategic harbourside location in the design of the Park
- To establish landuses that do not impact adversely on amenity of adjoining residences and other landuses
- To retain and enhance important views across the Park to the harbour and city and to the Park from the city

To date, Bradfield Park north, the central area including the Burton Street Tunnel, and Bradfield Plaza, south of Fitzroy Street have all been upgraded. The remaining elements in the Master Plan are being implemented in stages, as funding permits.

The principle features of the Master Plan are set out in **Appendix 2** which also documents their current implementation status.

3.0 **Planning Issues**

3.1 **Background**

Bradfield Park is subject to a range of pressures from a variety of sources. Problems such as excessive wear of various grassed surfaces in the Park and conflicts between user groups can cause problems and lead to a significant degrading of the park environment. It is important to identify and analyse the relevant issues in order to mitigate potential negative influences. Following is a brief outline of the current major planning issues affecting Bradfield Park.

3.2 **Heritage and Character**

Bradfield Park occupies an important place in the early development of Sydney. Construction of the Harbour Bridge, formation of Bradfield Park and the establishment of the adjacent special use recreation areas of Luna Park and the North Sydney Olympic Pool have all had a significant impact both on the use and the visual appearance of this northern harbour foreshore area.

Bradfield Park is listed on the State Heritage Register, and the majority of the Park is identified as a heritage item in Council's Local Environmental Plan 2013. The Park is also considered as part of the Sydney Harbour Bridge Conservation Management Plan 2007. An updated version of this document is currently being prepared, and has been at draft stage since 2013. This document assesses the setting and the views to and from the Sydney Harbour Bridge within Sydney Harbour, the fabric of the Bridge and other associated elements including the surrounding parklands and subsurface remains. It primarily addresses how Roads & Maritime Services should manage any potential impacts on Bradfield Park, rather than providing a framework for management of the park itself.

The historic significance of Bradfield Park and the various items of heritage significance within the Park should be acknowledged and interpreted, a process that has commenced with the installation of a Heritage Walk and interpretive signage in Bradfield Park North. Interpretive signage has been scheduled for installation in Bradfield Plaza, and it is planned to continue the Heritage Walk south, as new areas of the Park are upgraded.

The landscape character of Bradfield Park has evolved over time in response to many factors. The Park was originally formed in the aftermath of major earthworks undertaken during construction of the Sydney harbour bridge. The northern foreshores of Sydney Harbour were extensively reshaped, and vegetation was removed so that the character of the Park today bears little relationship to the original appearance and nature of the site.

The Sydney Harbour Bridge Conservation Management Plan 2013 (draft) notes that the development of Bradfield Park is considered to have little or no archaeological potential due to the extensive excavation and landscaping works that occurred when the Park was first created.

The Bradfield Park and Kirribilli Foreshore Master Plan addresses past failure to create a strong and cohesive landscape character in the Park. Landscaping works in Bradfield Park North have given the Park a more attractive and cohesive character that is being extended as further sections of the Park are upgraded. The new landscape works also provide increased visual amenity and shade.

The cast-iron ‘bicentennial’ fencing along the Bradfield Park foreshore echoes the fencing on the foreshore of the southern side of the Harbour around Dawes Point and visually unifies the 2 sides of the harbour. The row of Canary Island Date Palms lining the foreshore in Bradfield Park further emphasises this link. Other opportunities to establish links between the two sides of the harbour should be pursued as the resulting consistency contributes to the aesthetic value of Sydney harbour as a whole.

Retaining views out of Bradfield Park is an important issue as many visitors to the Park come for the express purpose of watching harbour activities and viewing the city. Before carrying out any new planting in the Park, its potential effect on views out of the Park must be considered.

Due to its size and location Bradfield Park makes a significant contribution to the visual amenity of Sydney Harbour. Together with other vegetated areas such as the Botanic Gardens and Dawes Point on the southern side of the harbour, the Park forms a partial green belt along the harbour foreshore that softens the transition from the water to dense urban development. When assessing any new proposals for additional planting and other landscaping, consideration must be given to the appearance of the Park from the water and from the southern side of the harbour.

Bradfield Park is part of a buffer zone developed to protect the setting of the Sydney Opera House as a result of the Opera House’s inscription on the World Heritage List in 2007. The buffer zone is managed through the Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005. The Harbour REP contains principles and provisions for planning for the Sydney Harbour Catchment including the Sydney Opera House site (called the Foreshores and Waterways Area).

The buffer zone is subject to additional planning rules and provisions aimed at further protecting the World Heritage values of the Sydney Opera House. The Minister for Planning is required to ensure that any development within the buffer zone satisfies certain criteria for consideration before granting consent under the Harbour REP. Issues for consideration include a range of matters such as ecology and environmental protection, protection and enhancement of views, public access and preserving the scenic quality of the foreshores and waterways.

To be approved, a development in the buffer zone will need to preserve the World Heritage values of the Sydney Opera House; to preserve views and vistas between the property and other public places within the buffer zone; and to avoid any diminution of the Sydney Opera House when viewed from other public places within that zone. Any proposed development within the buffer zone would need to address these matters in its application.

3.3 Improvement Works

Since the adoption of the landscape Master Plan for Bradfield Park and the Kirribilli Foreshore by Council in 1998, detailed designs have been prepared for various sections of the Park based on identified areas of priority, and some upgrading works have occurred. Significant projects completed since the preparation of the landscape Master Plan include:

- Restoration of the Bow of the HMAS Sydney in 2001
- Upgrading of Bradfield Park North (including the Burton Street Tunnel) in 2003
- Design and construction of Bradfield Plaza in 2005
- Bradfield Park playground upgrading in 2007
- Bradfield Park Heritage Walk in 2007

Projects completed since the adoption of the Bradfield Park Plan of Management 2008 include:

- Construction of an amenities block in Bradfield Park South (on Olympic Drive). This facility caters to people walking along the harbour foreshore as well as to users of this area of the Park such as fisher folk
- Installation of an outdoor ping pong table in Bradfield Plaza
- Upgrading and activation of the ex-Bowling Club building as the Bradfield Park Community Centre, accommodating a wellness centre and a restaurant
- New pedestrian pathways and upgrading of existing footpaths in Bradfield Park south. This strengthened the link between Kirribilli Village and the harbour foreshore
- New tree planting in Bradfield Park south

3.3.1 Future Projects

Upgrading and improvement works scheduled during the life of this Plan of Management include:

- Restoration of historic sandstone shelters in Bradfield Park south
- Restoration and reconstruction of the Bicentennial fence that runs along the Park's foreshore, and echoes the fence on the southern side of the harbour
- Installation of interpretive signage in Bradfield Park Plaza
- Continued implementation of the Bradfield Park Master Plan (Bradfield Park South and Central – investigations, planning, detailed design and construction)

Specific scheduling details for these and other planned projects are contained within section 5.2 of this document – Indicative Works Program.

3.4 **Structures and Furniture**

This Plan of Management looks at long-term policy and directions for all structures and park furniture in Bradfield Park. The Bradfield Park and Kirribilli Foreshore Master Plan 1998 addressed the issue of providing adequate facilities according to predetermined levels of community need, and identified the opportunity to co-ordinate furniture and other structures and to install a new informative and low-key signage system in the Park. These issues are being progressively addressed as each section of the Park is upgraded, with a consistent set of materials and furniture used throughout the Bradfield Park precinct, including paving, signage, lighting, seating and planting.

Structures located on the harbour's edge occupy a high profile position particularly when viewed from the water or adjacent foreshore areas. Unless adequately designed and sited, structures within open space areas can be significantly intrusive. Close consideration must be given to the aesthetic appearance of built structures, and all new items should be sympathetic to the existing heritage character of the Park, and to its designated landscape character. The new amenities block located on Olympic Drive provides a much-needed facility for users of this foreshore area, including people walking for exercise and pleasure, and fisher folk.

3.5 Recreation and Use

Bradfield Park caters for the recreational needs of people of all ages living in the North Sydney area. Because of its size and prominent location, the Park is also well used by visitors to North Sydney. This Plan of Management aims to provide guidelines that will ensure the provision of a high quality passive recreational facility and an attractive visual amenity.

Bradfield Park provides a variety of opportunities for recreation. The majority of activities occurring within the Park such as walking, sitting and relaxing are of a passive nature, however informal active pursuits such as the use of Bradfield Plaza by school groups for ball games and physical education, and using the children's playground are also common. Open grassy spaces afford casual park users pleasant spots to sit in both the sun and the shade, and other common forms of park use include picnicking, dog walking, eating lunch and contemplation. The Park also functions as a lookout, attracting visitors to the area to view the harbour and city, and it is a major venue for viewing harbour events.

The popularity of Bradfield Park has led to competition between the various user groups for the available open space. It is important to minimise conflict between user groups and to ensure that all use of the Park is consistent with the core objectives for management of the Park (refer Section 1.4). The extensive nature of Bradfield Park and its predominantly open character makes it well suited to a wide range of recreational pursuits, and, with careful management, able to accommodate a variety of activities at any one time.

Council's Recreational Needs Study 2005 aimed to determine the recreational needs of the North Sydney community, and to devise strategies aimed at meeting these needs. The key Study recommendation that related to Bradfield Park was the need to upgrade facilities in Bradfield Park south of Fitzroy Street.

Subsequently several projects have been completed in this area of the Park. Bradfield Plaza addresses a number of problems that were present in the southern section of the Park including stormwater problems and erosion of the grassed surface, and is increasingly being utilised as a recreational space by a variety of user groups. In conjunction with the Plaza, a new automated amenities block has been installed along the Fitzroy Street edge of the Park.

Construction of a new children's playground in Bradfield Park South in early 2007 has provided the Milsons Point and Kirribilli areas with a large, high quality playground that caters for all children from toddlers to teenagers. This fully fenced facility has proved extremely popular since it opened and Council has received positive feedback from the community.

With the increasing trend towards higher residential densities in the Milsons Point area and the perceived lack of pedestrian and residential amenity in the area, the role of Bradfield Park as an important recreational resource will only increase in significance. Management strategies within this Plan need to be flexible and adaptable to provide for the changing recreational needs of the community in relation to Bradfield Park.

Redevelopment of the North Sydney Olympic Pool in 2000/2001 presented Council with an opportunity to provide an outdoor refreshment facility in an open space area close to Bradfield Park. 'Ripples' café is attached to the Pool and provides outdoor seating and dining in an enviable location.

Bradfield Park Central

The Kirribilli Ex-service Community and Bowling Club Ltd did not seek a renewal of its lease of the portion of Bradfield Park comprising the clubhouse, two bowling greens and a small car park, when the lease expired in 2001, and this area was handed back to Council. In 2002 Council approved a change of use for the site to incorporate a restaurant and a major community facility in the old clubhouse, now known as the Bradfield Park Community Centre. A section of the old clubhouse building was leased to the “Bowlo Restaurant” on a short-term basis.

In September 2006, following a program of research and consultation, Kirribilli Neighbourhood Centre and Council’s Community Development Department jointly proposed to Council that the North Sydney Wellness Project be launched, focusing on Bradfield Park Community Centre for an initial period of three years, and incorporating activities in Kirribilli Neighbourhood Centre.

For several years the Kirribilli Neighbourhood Centre monthly Market was held on the grassed surface of the former bowling greens, a practice that was unsustainable in the long term due to the impacts of heavy foot traffic on the grass. The monthly Art and Design Market did not pose a problem, as it is small enough to be accommodated on existing hard surfaces. Pending the major development of this part of the Park, as mooted in the Master Plan, the markets are operating on the former northern bowling green which has been resurfaced with compacted gravel for this purpose. The former southern bowling green is still grassed, and is currently in use as an area for passive recreation; however it should be noted that retention of this area as a purely grassed playing surface is not consistent with the Master Plan objectives for the area.

In the medium to long term, Bradfield Park Central will be redeveloped in accordance with the Bradfield Park and Kirribilli Foreshore Master Plan 1998. Council’s proposed landscape design for the area allows for retention of a portion of the existing greens, whilst the remainder of the area is redeveloped as the new civic focus for Kirribilli/Milsons Point, including paved areas that can support a range of uses including the markets.

3.6 Access and Circulation

In 2007 Council’s Foreshore Access Study was completed. The Study was prepared to promote and improve access links to the North Sydney foreshore for the local and wider community from both land and water. The following Study recommendations for improving access in the Bradfield Park area of the harbour foreshore have been implemented:

- Installation of an amenities block in Bradfield Park South adjoining Olympic Drive
- Enhancement of the north-south access path to foreshore adjoining Broughton Street
- Creation of a cross-park link through Bradfield Park

The Study also recommended incorporating pedestrian and feature lighting to area of Dr Mary Booth Reserve and Kirribilli Foreshore Reserve foreshore walkways to improve use as a commuter link. This action has been scheduled for further investigation in the Indicative Works Program section of this Plan of Management.

A major problem connected with the use and appreciation of many of the parks and reserves in North Sydney is the limited supply of parking associated with them. While there are a number of car parking spaces in the vicinity of Bradfield Park; the Park is particularly well placed with regard to public transport. Milsons Point train station is located within the Park, the Milsons

Point and Jeffreys Street ferry wharves are both within easy walking distance and the area is serviced by numerous local buses which cut across the Park on Fitzroy Street and follow Olympic Drive. The Harbour Bridge cycleway is accessible from Bradfield Park, and the pedestrian walkway across the Bridge is accessible from the adjacent Kirribilli Village Plaza. Bicycle racks are located adjacent to Milsons Point Station.

Council's current policy is to encourage alternative modes of transport and to discourage reliance on private cars. This is being done in order to reduce the impact of the car on the environment, to reduce problems associated with traffic congestion and parking and to relieve pressure on local streets. Whilst general vehicular access to the Park is prohibited, adequate access for service and emergency vehicles is provided. A small car park, part of the RMS compound, is accessible to authorised RMS vehicles.

The RMS requires regular access across Council-owned land in Bradfield Park to carry out Bridge works in various sections of the Park under their ownership. Council must maintain clear and open channels of communication with the RMS to ensure that access of RMS vehicles to and through Bradfield Park causes minimal disruption both to Park users and to the condition of the Park.

Bradfield Park's position as a major transportation hub should be recognised and capitalised on. In addition to people walking through the Park to reach one of the public transportation hubs, pedestrians and cyclists crossing the Harbour Bridge also use the Park. There is an opportunity to entice people passing through the Park into stopping and using it.

Recent landscape upgrading works in Bradfield Park North and at the entrance to Milsons Point Station have begun to address the lack of a formalised internal circulation system in the Park, giving definition and meaning to these parts of the Park. In other areas, concrete footpaths that run around the perimeter of the Park provide the only formal circulation system. Otherwise, due to the lack of perimeter restrictions and the generally gentle slope of the land, pedestrian circulation within the Park tends to be based on individual needs, and thus essentially haphazard.

Due to both its size and its location, Bradfield Park is an important component of North Sydney Council's foreshore open space system. A connection between Bradfield Park and the Kirribilli Foreshore open space to the east currently exists, extending to Dr Mary Booth Lookout. This area provides pedestrian access along the waterfront while retaining the intimate and vegetated nature of the site. To the west, the publicly accessible open space continues in front of the North Sydney Olympic Pool site and the Luna Park site and around the Lavender Bay foreshore to Quibaree Park.

3.7 Pollution

3.7.1 Overview

Pollution in any form is detrimental to quality of life. Noise caused by traffic using the Harbour Bridge has a significant impact on Bradfield Park, as does the regular movement of trains across the Bridge. Another type of pollution that can have a major impact on the Park is pollution in the soil which can be sourced to lead paint, train brake dust and vehicle emissions. This issue needs to be carefully investigated to enable Council to develop management strategies which minimise the health risk to Park users and make Bradfield Park a safer and consequently more desirable place in which to be.

3.7.2 Soil Pollution

In 1992, concerns regarding the health risk posed by lead in the vicinity of the Sydney Harbour Bridge led to the RMS commissioning an examination into the environmental consequences of lead from maintenance work on the approaches to the Bridge. The comprehensive study involved sampling 515 soils from 415 sites on both the Bradfield Park and Dawes Point sides of the Harbour Bridge.

The study clearly identified leaded paint as the primary source of pollution under the Bridge approaches. Lead content was found to be very high in these areas, but dropped rapidly away from the plan projection of the Bridge. Other identified sources of soil pollution in Bradfield Park include train brake dust and vehicle emissions. However, in contrast to the leaded paint, uptake of these types of pollution in the soil appears to be greater not under the Bridge approaches, but throughout the rest of the Park.

The study found that lead distribution in the areas close to the Bridge on the northern side of the harbour and including Bradfield Park is affected by factors including the direction of prevailing winds, topography, the various types of use occurring in the Park and topdressing. Uptake of lead in the soil under the Bridge is occurring, but the levels were found to be low and hence insufficient for phytotoxicity.

A detailed health risk assessment examining the type and duration of activities occurring in the Park identified the three most significant user groups; teenage boys engaged in informal sporting activities, office workers having lunch, and young children and carers picnicking and playing. The assessment concluded that even allowing for use of the Park to increase significantly over time, the amount of lead entering the body as a result of these activities is generally unlikely to cause long-term health effects. However, a notable exception was in the under three years age group. Although considered unlikely, for young children playing directly under the plan projection of the Bridge in Dawes Point Park, and to a lesser extent in Bradfield Park, for more than one and a half hours a week may have some deleterious health effects.

The landscape Master Plan for Bradfield Park and the Kirribilli Foreshore 1998 takes the issue of lead in the soil into account. One of the primary design recommendations listed in the Master Plan report is to *'create a series of large-scale terraces formed by importing fill and topsoil over the existing grass slope. The terraces respond to the architectural scale and form of the Bridge pylons, define spaces for different recreational and leisure activities and help resolve the problems of soil erosion and lead in the soil'*.

In 2000, prior to the Sydney Olympics and Paralympics, major maintenance work was carried out on the Bridge. All lead-based paint and primer was stripped, and the stripped flakes were trapped, and prevented from falling into the Park. This work has led to a significant decrease in the amount of lead in the Park originating from the Bridge structure. In addition, Council imports new soil and returfs worn areas in the Park as required to allay concerns.

It is important to take the potential effects of lead on the Bradfield Park environs into consideration when undertaking any construction activities. Major works in the Park including the upgrading of Bradfield Park North and the construction of Bradfield Plaza are undertaken only after detailed contamination investigations and assessments have been carried out; including engagement of a site auditor to certify that remediation has been

completed to the required standards.

Contaminated soils present at the Bradfield Plaza project site were removed and treated in accordance with a Remediation Action Plan (RAP) prepared by contamination consultants GHD under the requirements of the Contaminated Land Management Act 1997 and SEPP 55. An authorised Site Auditor oversaw the remediation process.

One of the requirements of the RAP/audit process was that a Site Management Plan (SMP) be prepared at the end of the remediation process to guide the ongoing management of any contaminated soils remaining on the site. The RAP also required that:

- Council induct all personnel intending to undertake work on the site to an appropriate level in environmental and emergency procedures and the requirements of the SMP, and that
- All personnel intending to undertake work on the site be kept informed of any changes in the SMP (through the induction process).

The children's playground was designed and sited taking the issue of lead in the soil into account; the playground is located away from the projection of the Bridge, all under-surfacing is rubber and new garden beds are raised and filled with organic material, meaning that children do not come into contact with the original ground surface.

3.8 Drainage

Uncontrolled stormwater drainage continues to have a significant negative impact on the environment of Bradfield Park. Water coming off the Harbour Bridge carriageway and structure continues to create problems including erosion of grass cover and the underlying soil. This not only results in unsightly areas that are unappealing to users, but also potentially exposes lead in the soil.

The construction of Bradfield Plaza is one example of how this issue can be permanently addressed. This work was undertaken in conjunction with the RMS to address uncontrolled stormwater off the Bridge, and the consequently degraded condition of the existing ground surface underneath. The regular replacement of soil and turf cover in this area by Council has only ever been successful as a short-term solution.

Other projects designed to overcome the negative impacts of uncontrolled stormwater drainage in the Park are currently in the planning stages. To be funded by the RMS, and to be implemented by the RMS in consultation with North Sydney Council, these include piping of Bridge scuppers.

3.9 Management

The Bradfield Park Plan of Management aims to provide guidelines for the future use, development, management and maintenance of this significant area of open space. North Sydney Council owns Bradfield Park, with the exception of the Harbour Bridge pylons and associated support structures, and the land directly in the shadow of the northern Bridge approaches that is owned by the RMS. Council is negotiating for the return of the land in the southern section of the Park that was resumed by the RMS for construction of the Harbour tunnel.

The need for ongoing maintenance is an issue that influences not only landscape character but also affects general safety levels. Scheduled maintenance currently occurs daily in Bradfield Park.

The effectiveness of maintenance is a function of a number of factors including the type and extent of machinery available, the level of experience and expertise of personnel, and the frequency of each operation. Efficient maintenance practices allow cost savings to be made, permitting funds to be redirected to other important areas.

Current management has focused on achieving an acceptable standard of maintenance for Bradfield Park in light of its high visual profile and high level of use. The current staffing levels and budget for management and maintenance of Bradfield Park may vary over time as new issues become relevant and community needs and priorities change.

Convergence of the RMS's charter to enhance security for the Sydney Harbour Bridge with Council's desire to upgrade and improve Bradfield Park can be seen in the recent Bradfield Plaza upgrade. The RMS and North Sydney Council worked together to ensure the project was delivered to the material benefit of both organisations, with issues including aesthetics and functionality considered along with security. It is important to maintain clear and effective channels of communication between the two organisations to ensure that future projects are undertaken with a similar level of co-operation to ensure successful outcomes.

The incorporation of community participation in the planning process is also an important management tool. There must be enough scope within this Plan to allow for the active involvement of the community. Ways in which the community can participate in the management and maintenance of Bradfield Park should continue to be explored, as a sense of community ownership can lead to a reduction in anti-social activities such as vandalism. Opportunities to involve the community in future design work in Bradfield Park should be pursued, and initiatives by residents to become involved in the life of the Park should be encouraged within the parameters of this Plan.

3.9.1 Encroachments

The Bradfield Park Plan of Management aims to ensure that any current or future encroachments onto Bradfield Park are dealt with consistently, appropriately and in the best interests of Park users and the general public.

Council's Encroachment Management Policy provides the following definition:

'Encroachment: the intrusion of a structure or other object onto land owned or controlled by Council'.

Encroachments typically include fences, steps, paths, paved areas, seating, small buildings such as sheds and vegetation planted to imply a boundary. Encroachments alienate public land and prevent the general public from using public open space. Private encroachments onto Bradfield Park are not permitted.

In accordance with the Local Government Act 1993, Bradfield Park is classified as 'community land'. It is further categorised as a 'park' as:

'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'.

Encroachments onto community land are not permitted unless authorised by a lease or licence in accordance with the *Local Government Act 1993*. The Act provides that Council

may lease or licence community land where it is expressly authorised to do so under a Plan of Management, and where the purpose for which the lease or licence is issued is consistent with the core objectives for the area of community land in question. If the purpose of the lease or licence is not consistent with these core objectives, a Plan of Management authorising it is rendered invalid.

The Amendment (Community Land Management) Act 1998 provides core objective for management of land categorised as ‘park’ that are applicable to Bradfield Park:

- (a) *to encourage, promote and facilitate recreational pursuits in the community involving organised and informal sporting activities and games, and*
- (b) *to provide for passive recreational activities or pastimes and for the casual playing of games, and*
- (c) *to improve the land in such a way as to promote and facilitate its use to achieve the other core objectives of management.*

Alternatively, having regard to section 46(4) of the *Local Government Act 1993*, a lease/licence may be entered into if it relates to such matters as the provision of a public road; or the provision of goods, services and facilities, and the carrying out of activities, appropriate to the current and future needs within the local community and of the wider public in relation to any of the following:

- (i) *public recreation,*
- (ii) *the physical, cultural, social and intellectual welfare or development of persons.*

Because Bradfield Park is surrounded (and dissected) by roads rather than by residential and other privately owned properties or businesses, the Park is not subject to encroachments along its boundaries in the way that many parks and reserves are.

A relevant extract from Council’s ‘Encroachment Management Policy’ is included as **Appendix 3**.

3.9.2 Managed Access

Council first introduced a program of managed access to Bradfield Park for the New Year’s Eve event in 2002. Managed access allows Council to monitor and regulate the entry of spectators to Bradfield Park and the associated foreshore area. Entry is via checkpoints, with fencing enclosing the perimeter of the site and preventing general access. BYO alcohol and glass are not permitted to be taken into the managed access area; however alcohol is available within the area from licensed bars observing Responsible Service of Alcohol Guidelines.

The aims of the managed access area are to:

- Provide a safe and secure precinct and a pleasant atmosphere for families and the community to enjoy New Year’s Eve celebrations
- Reduce overcrowding by controlling access to the site
- Reduce accidents and injuries that occur as a result of broken glass by eliminating the consumption of alcohol contained in glass bottles

- Reduce incidents of intoxication
- Reduce incidents of crime
- Eliminate under-age drinking

The success of managed access at Bradfield Park can be seen in the significant reduction in the type and severity of the incidents listed above in recent years. Positive feedback has also been received from organisations including Ambulance Services, NSW Police, St Johns Ambulance volunteers and NSW Health.

However the number of people who come to Bradfield Park each year to view the New Year's Eve fireworks continues to increase. This means that finding the best way to keep visitors happy and safe is an on-going management issue for Council. The performance of Bradfield Park and other managed access areas in North Sydney is carefully reviewed and assessed each year, and modifications are made as required.

4.0 **Basis for Management**

4.1 **Philosophical Basis for the Plan of Management**

The primary aim of the Bradfield Park Plan of Management is to provide guidelines for future use, development, management and maintenance of the Park. Bradfield Park is a significant and historically important piece of open space, contributing to the visual enhancement of the Sydney harbour foreshore, and meeting the recreational needs of local residents, the wider North Sydney community and visitors to North Sydney. It is the responsibility of management to maximise the potential of the Park, ensuring that it is adequately maintained, that it continues to cater for a range of activities and a range of users, that conflicts between user groups are kept to a minimum, and that any future development is compatible with the desired landscape character and the heritage values of the Park.

Management must be responsive to the changing needs of the community and users, and the Plan of Management must have the flexibility to incorporate and take advantage of future requirements and changing needs as they arise. The plan must provide both short and long term policy, and be flexible enough to respond to social changes.

4.2 **Management Objectives**

Based on legislative requirements, community needs and expectations, and the values and assets of Bradfield Park itself, the following broad, primary management objectives have been identified:

- To manage the land for public recreation and cultural activities in accordance with the overall objectives of the North Sydney Council Delivery Plan;
- To ensure management of Bradfield Park is consistent with key strategic documents including the Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005, the Sydney Harbour Catchment Blueprint 2002 and the Sydney Harbour Bridge Conservation Management Plan 2007;
- To ensure all new development in the Park is consistent with the Park's location within the buffer zone developed to protect the Opera House as a result of its inscription of the World Heritage List in 2007;
- To upgrade the physical environment of the Park in accordance with the aims and vision set out in the Bradfield Park and Kirribilli Foreshore Master Plan 1998;
- To provide and maintain a high quality recreation facility that meets the needs of the local users and the wider community, including visitors to North Sydney;
- To upgrade the existing recreational and cultural environment and the aesthetics of the Park where required;
- To define, promote and maintain an appropriate landscape character for Bradfield Park;
- To recognise and encourage an understanding and appreciation of the historical and heritage significance of the Park;
- To work with the RMS to ensure projects are delivered to the material benefit of both the RMS and North Sydney Council;
- To ensure the Park is accessible to the general community;

- To ensure views of the harbour, the Bridge and the city are maintained;
- To cater for users with physical impairments where practical within the physical constraints of the Park;
- To take a consistent approach to management of Bradfield Park and to maintain the Park to an acceptable standard;
- To manage the playground as per North Sydney Council's Playgrounds Plan of Management;
- To ensure the Plan of Management is flexible and able to evolve with changing community attitudes;
- To minimise the adverse effects of pollution and stormwater runoff on the Park;
- To minimise conflict between Park users;
- To provide for public safety;
- To encourage community involvement in the management of Bradfield Park;
- To emphasise connections between the significant recreational resources of Bradfield Park, Luna Park and the North Sydney Olympic Pool;

These objectives have been used in the subsequent management issues to guide policy development and formulation of the action plan.

5.0 **Policy, Implementation and Performance**

The policies established in this Plan of Management provide the framework for management consistent with anticipated availability of resources and anticipated community trends.

The priority ratings outlined on the following pages are subject to the availability of necessary staff and funds, and may require modification if special circumstances arise.

Codes used to define priorities in the following matrix:

ST	(Short Term)	Action completed within 2 years
MT	(Medium Term)	Action completed within 2-4 years
LT	(Long Term)	Action commenced after 4 years *
O	(Ongoing)	Action is carried out on a regular basis for the life of this Plan of Management
C	(Commenced)	Action has commenced
CP	(Completed)	Action has been carried out

- * Note:
This Plan of Management is relevant for a 5-year period, and will be extensively reviewed and updated at the end of this time. As defined by this document, long-term projects are those that are scheduled for commencement but not necessarily completion within the life of this Plan.

5.1 Matrix

IMAGE AND CHARACTER

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Landscape Amenity and Aesthetics	To ensure Bradfield Park has a high amenity value.	Assess any new proposals likely to affect the appearance of the Park for consistency with the desired landscape character set out in the BP&KF Master Plan.	Planning and design objectives for the Park are contained within the Master Plan.	O	All new work undertaken in the Park is appropriate.	BP&KF Master Plan 1998.
	To retain and enhance important views across the Park to the harbour and city, and to the Park from the harbour and city.	Consider the buffer zone developed to protect the setting of the Sydney Opera House as a result of its inscription on the World Heritage List in 2007.	To be approved, a development in the buffer zone will need to comply with Sydney Harbour REP (Sydney Harbour Catchment) 2005 and preserve the World Heritage values of the Sydney Opera House.	O	Appropriate approvals gained.	Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005.
		Take views out of the Park into consideration when siting new plantings or built structures in the Park.	One of the most important functions of the Park is as a lookout.	O	New plantings are appropriate.	BP&KF Master Plan 1998.
		Minimise planting of tall, dense and spreading species along the harbour foreshore.		O	New plantings are appropriate.	BP&KF Master Plan 1998.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
		Maintain the open character of the Park.	This allows the structure of the Harbour Bridge and its northern approaches to be clearly seen, and is consistent with the objectives of the Sydney Harbour Bridge Conservation Management Plan.	O		Sydney Harbour Bridge CMP 2007.
	To manage existing vegetation using best-practice horticultural techniques.	Carry out regular, ongoing maintenance works as required to conserve appropriate existing vegetation.	Refer Issue 'Maintenance'.	O	User satisfaction - feedback received from stakeholders.	BP&KF Master Plan 1998.
		Relocate inappropriately sited species.	The relocation of several mature trees has occurred as a result of implementing the BP&KF Master Plan.	O	Inappropriate species relocated.	BP&KF Master Plan 1998.
		Remove inappropriate species.		O	Inappropriate species removed.	
		Replace species reaching the end of their useful lives.	The upgrading of Bradfield Park North saw the removal of a number of over-mature poplars.	O	Over-mature species replaced as required.	BP&KF Master Plan 1998.
	To control all noxious and environmental weeds in the Park.	Undertake weed removal programs when and where required.		O	Reduction in weed levels in the Park.	
		Implement the Noxious Weeds Act consistently and effectively.		O	Noxious Weeds Act implemented by staff.	Noxious Weeds Act, 1993.
	To integrate the diverse landscape characters of the various parts of the Park.	Implement the planning and design strategies set out in the Master Plan.	Refer Issue 'Landscape Design Master Plan'.	O	Bradfield Park Master Plan implemented.	BP&KF Master Plan 1998.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Park Improvements	To carry out landscape works to improve the amenity and functionality of Bradfield Park.	Repair and restore the 2 heritage sandstone shelters located on the harbour foreshore adjacent to Olympic Drive.	These shelters are currently in a dilapidated condition. All work must be undertaken using appropriate conservation techniques.	ST	The whole of the Park is listed as a heritage item under Council's LEP 2013.	North Sydney Council LEP 2013.
		Repair and restore the Bicentennial Fence that runs along the foreshore of Bradfield Park.	The style of this fence is consistent with that used on the southern side of the Harbour at Dawes Point.	ST	Restoration work completed on time and to budget.	
		Install interpretive signage in Bradfield Park Plaza.		MT	Interpretive signage installed on time and to budget.	BP&KF Master Plan 1998.
	To continue to implement the BP&KF Master Plan to significantly upgrade Bradfield Park.	Implement upgrading works in accordance with areas of priority identified in the Master Plan.	The Master Plan is being implemented in stages, as funding and other work priorities permit. To date, improvements have been made to Bradfield Park North, Bradfield Plaza, the Burton Street tunnel and central area as well as to the Kirribilli Foreshore.	O	Implementation of Master Plan is occurring.	BP&KF Master Plan 1998.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
		Undertake investigation and planning works in Bradfield Park South including archaeological and geotechnical investigations and heritage impact and contamination studies.	These investigations are required prior to undertaking major upgrading works in this area.	LT	Investigation and planning works carried out on time and to budget.	North Sydney Council Management Plan.
		Engage appropriately qualified consultants to carry out the detailed design of Bradfield Park South.		LT	Appropriate consultants engaged.	BP&KF Master Plan 1998.
		Prepare detailed design plan and a Development Application based on the Master Plan to facilitate upgrading work.	This stage of the project involves documentation of all landscape works to facilitate construction.	LT	Detailed design prepared.	BP&KF Master Plan 1998. LEP2001 NSC.
		Carry out the new works to upgrade Bradfield Park South.	Time-frame for implementation is dependent upon adequate funding being allocated.	LT	New works carried out on time and to budget.	
	To upgrade Bradfield Park Central in accordance with the vision set out in the BP&KF Master Plan.	Upgrade Bradfield Park Central as per the Actions set out in the 'Park Improvement' section of this Matrix.	When the Master Plan was prepared Bradfield Park central contained a clubhouse and 2 bowling greens. The Master Plan envisaged retaining 1 bowling green but both have since been removed. Nevertheless, the vision to create a 'village green' and community focal point in this area remains relevant.	LT	Bradfield Park Central upgraded appropriately.	BP&KF Master Plan 1998.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
		Ensure all work in Bradfield Park south considers the aims and objectives of the new draft Harbour Bridge Conservation Management Plan 2013 in policies 11 and 13.	Elements of the Master Plan including the proposed terracing of the large grassed area in the southern section of the Park would be inconsistent with the CMP as this would change the austere character of the setting of the Bridge.	O	All new work consistent with the draft Harbour Bridge CMP.	Harbour Bridge Conservation Management Plan 2013.
	To ensure all signage and interpretation installed in the Park is appropriate.	Ensure any new signage and/or interpretive measures are consistent with the Sydney Harbour Bridge Conservation Management Plan, and the Sydney Harbour Bridge Interpretation Plan.	Sydney Harbour Bridge CMP 2013 addresses signage and interpretative measures that apply to all areas within the harbour bridge's cartilage (including Bradfield Park).	O	All new work is appropriate.	Sydney Harbour Bridge CMP 2013. Sydney Harbour Bridge Interpretation Plan 2007.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Conservation of Heritage Items	To protect and conserve all identified heritage items.	Consult with the National Trust, the Heritage Council and other appropriate organisations on the management of heritage items and fulfill the requirements of the Heritage Act, 1977.	Bradfield Park (with the exception of the area of the park between Burton Street and Fitzroy Street) is listed in Council's LEP 2013 as a heritage item – landscape. Individual items of heritage significance in the Park include: 1. Cast-iron railing 2. Bow of HMAS Sydney 3. The Sydney Harbour Bridge (RMS ownership and control). Bradfield Park is also included on the State Heritage Register.	O	Coordinated and effective management of heritage items.	North Sydney Council LEP 2013. Heritage Act, 1997. Heritage Study Review 1993.
		Carry out work required to ensure that the central part of Bradfield Park (between Burton Street and Fitzroy Street) is listed in Council's LEP as a heritage item - landscape.	Work to be undertaken by Council's Conservation Planner. The remainder of the Park is already listed.	ST-MT		North Sydney Council LEP 2013.
		Ensure all known archaeological items are retained.		O		Heritage Act 1997.
		Carry out required work to ensure central section of Bradfield Park is heritage listed in Council's LEP 2013.	All other sections of the Park are listed. Council's Conservation Planner to undertake this work.	ST-MT	Work carried out to heritage list the central section of the Park.	
		Carry out any work necessary to maintain heritage items in good condition.	The bicentennial fence along the foreshore of Bradfield Park is scheduled for restoration – refer Issue 'Park Improvements'.	ST	All heritage items maintained in good condition.	North Sydney Council LEP 2013.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Recognition of Park Heritage	To recognise, conserve and interpret the cultural and natural heritage of the Park.	Provide interpretative information at strategic locations in the Park.	The Bradfield Park Heritage Walk that opened in Bradfield Park North in 2007 will gradually be extended southwards as other sections of the Park are upgraded.	C-O	Installation of interpretative material in the Park	BP&KF Master Plan 1998.
		Install interpretive signage in Bradfield Park Plaza.	Signage is designed to be informative and low-key.	MT	Work undertaken on time and to budget.	
		Install additional interpretive signage in the Park as further parts of the Park are upgraded.		O	Work undertaken on time and to budget.	BP&KF Master Plan 1998.
	To recognise and integrate the Harbour Bridge and its approaches as a central element in the Park.	Take this objective into account when carrying out any new work in the Park.	This is consistent with the Sydney Harbour Bridge Conservation Management Plan, and with the objectives set out in the BP&KF Master Plan.	O	Harbour Bridge and approaches remain a central element of the Park in any new design.	Sydney Harbour Bridge Conservation Management Plan 2007. BP&KF Master Plan 1998.

STRUCTURES AND FURNITURE

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Park Furniture and Other Structures	To progressively install coordinated park furniture and a consistent set of materials throughout the Park.	Install required park furniture and other structures identified in the BP&KF Master Plan and in the detailed design plans as they are developed for the various sections of the Park.	This action is being addressed as each section of the Park is progressively upgraded. An attractive and harmonious landscape character is achieved through consistency of paving, signage, lighting, seating and planting styles.	C-O	Appropriate furniture installed in the Park.	BP&KF Master Plan 1998. Recreation Needs Study 2005.
		Submit a Development Application for all proposed structures and other major works to be undertaken in the Park in accordance with Council's Local Environmental Plan.		O	New developments in the Park to comply with Council's LEP.	Local Environmental Plan 2013. NSC.
		Ensure any new works in the Park comply with Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005.	The Minister for Planning is required to ensure that any development within the buffer zone satisfies certain criteria for consideration before granting consent under the harbour REP. Issues include protection and enhancement of views and preserving the scenic quality of the foreshores and waterways.	O	Appropriate approvals gained.	Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005.

RECREATION AND USE

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Use of the Park	To accommodate a range of unstructured recreational activities.	Ensure all activities occurring in the Park are appropriate, are consistent with the 'core objectives' (refer section 1.4), and lie within the carrying capacity of the Park.	Suitable activities include walking, picnicking, informal sports and games, viewing the harbour and city and using the children's playground.	O	Annual number of complaints regarding inappropriate use of the Park.	Amendment (Community Land Management) Act 1998.
		Discourage activity on grassed areas in Bradfield Park south in the Bridge shadow.	This area is particularly susceptible to erosion. School use of this area should be closely monitored.	O	Condition of grass.	
		Monitor the condition and level of use of the outdoor ping pong table to gauge whether there is a need for additional tables.	An outdoor ping pong table was installed in Bradfield Plaza in 2011.	O	Condition and level of use regularly assessed.	
		Allow dog walking within the principles set out in Council's Dog Control Policy.	Dogs are not permitted within 10 metres of children's play equipment.	O	Annual number of infringements.	North Sydney Local Companion Animals Management Plan 2004.
		Patrol the Park to ensure compliance with the above actions.	Patrols are carried out by Council Rangers.	O	Regular Ranger patrols carried out.	
	To accommodate youth and informal school recreation in Bradfield Park without significantly compromising the amenity of other Park users.	Restrict active recreation to informal sports and games.	Teachers to supervise school groups using the Park.	O	Annual number of complaints received regarding inappropriate use of the Park.	Appendix 4 - Definitions: Organised Sport and Informal Sport and Games.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
		Monitor Park and discourage use of areas where the grass is worn.	Best locations for groups are those that do not significantly impact on other Park users, and those that cause least wear and tear on the Park.	O	Condition of the Park.	
	To acknowledge and promote Bradfield Park as a venue for viewing the harbour and for celebrating major harbour events.	Provide facilities in Bradfield Park on selected occasions to ease potential pressure on other harbourside parks.	Portable toilets, food stalls and entertainment are all provided in Bradfield Park to attract visitors for major events such as Australia Day celebrations. Managed access is implemented at the Park on New Year's Eve in an attempt to provide a safe and pleasant environment for families and the community. (Refer Issue 'Managed Access' for further details).	O	A range of facilities is provided on the occasion of major events.	
		Recognise the lower Broughton Street lookout as a high-profile viewing point and maintain this area accordingly.	Tour buses and other groups commonly visit this location.	O	Lookout maintained in good condition.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Children's Playground	To ensure that the existing playground area is safe, functional and inviting.	Manage and maintain play equipment and surrounds as per Council's 'Playgrounds Plan of Management'.	The fully fenced playground south of Fitzroy Street opened in 2007.	O	Playground is managed and maintained as per Playgrounds Plan of Management.	Playgrounds Plan of Management 2009. NSC.
		Maintain playground to a high standard, and as per seasonal requirements.	Playground is in a high-profile location and receives very high levels of use. Seasonal factors such as fruit drop from the existing fig trees influence maintenance regimes.	O	Condition of playground as gauged from user feedback.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Kirribilli Markets	To accommodate the regular markets in Bradfield Park without significantly degrading the Park environment.	Liaise with the Kirribilli Neighbourhood Centre to facilitate continuing appropriate use of the Park by the markets.	The markets are an important part of Park life, and a gathering point for the community. The Park hosts a monthly regular market, and a monthly Art and Design market.	O	Liaison with Kirribilli Neighbourhood Centre is productive and ongoing.	
		Ensure that the general Kirribilli markets are appropriately sited to minimise potential negative impacts on the Park.	The markets currently occupy the north terrace (level with Broughton Street). The compacted gravel surface is a short-term solution until the relevant section of the BP&KF Master Plan is fully implemented for this part of the Park.	O	Markets continue to operate in their current location.	BP&KF Master Plan 1998.
		Ensure that the Art & Design markets are appropriately sited to minimise potential negative impacts on the Park.	These markets are smaller and already located on hard surfaces in the Burton Street tunnel area, so do not have a significant impact on the condition of the Park.	O	Markets continue to operate in their current location.	

ACCESS AND CIRCULATION

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Access	To control vehicular access to Bradfield Park.	Prohibit and prevent general vehicular access to Bradfield Park.		O	General vehicular access to the Park prevented.	
		Allow service and emergency vehicles to enter the Park.		O	Ease of entry for service and emergency vehicles.	
	To provide access across Council-owned land for RMS vehicles carrying out Bridge works in various sections of the Park.	Maintain access to the Roads & Maritime Services depot car park.	RMS maintenance staff use this car park which is located in Bradfield Park south, under the Bridge projection.	O	Access to RMS car park maintained.	
		Liaise with the RMS to ensure that access by the RMS across Bradfield Park to their assets has minimal impact on Park users and on the condition of the Park.		O	Good lines of communication with the RMS established and maintained.	
To ensure that any changes to the road system adjoining Bradfield Park do not alter transport operational requirements.	Discuss any proposed new road/circulation arrangements with the relevant authorities.	Relevant authorities include the RMS and Sydney Buses.	O	Discussions with relevant authorities take place as required.	BP&KF Master Plan 1998.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
	To encourage visitors to walk or to use public transport or bikes to reach Bradfield Park.	Publicise available options.	2 ferry wharves, a railway station and numerous bus routes provide easy access to Bradfield Park. Bicycle racks are located adjacent to Milsons Point station.	O	Decrease in annual number of complaints regarding lack of parking spaces.	NSC website provides links to various relevant documents: - Walking North Sydney Map 2009 - Sydney Walker Map App - North Sydney Cycling Map 2012.
	To integrate access strategies for the Park with those for North Sydney Olympic Pool.	Liaise with Pool Manager to devise and integrate transport strategies.	For example the provision of 'Park and Swim' meters in Alfred Street South.	O	Liaison ongoing.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Circulation and Linkages	To provide a safe and secure circulation system for pedestrians in the Park.	Continue to implement the recommendations of the BP&KF Master Plan in accordance with identified areas of priority.	Over the past 5 years measures to improve circulation in the Park have been implemented. New pathways have been constructed along desire lines in Bradfield Park South, and existing pathways have been repaired. The new work has improved connections between Kirribilli Village and the Park.	O	Actions recommended in Master Plan and Foreshore Access Study implemented.	Australian Standard 1428. BP&KF Master Plan 1998. Foreshore Access Study 2007. NSC.
		Investigate the feasibility of installing pedestrian and feature lighting to areas of Dr Mary Booth Lookout and Captain Henry Waterhouse Reserve foreshore walkways to improve their connection to Bradfield Park.	This would provide a better link for commuters accessing ferries and buses.	LT	Investigations complete and recommendations made.	Foreshore Access Study 2007. NSC.
	To allow Olympic Drive to be temporarily closed to host occasional appropriate events.	Undertake all measures necessary to close Olympic Drive on appropriate occasions.	Measures include liaison with RMS and development of a Traffic Management Plan for each closure.	O	Temporary closure occurs for appropriate events. Disruption to traffic minimised.	
	To develop links to North Sydney Olympic Pool.	Liaise with the Pool Manager to continue to develop links between Bradfield Park and North Sydney Olympic Pool.	'Ripples' café is accessible to non-pool users.	O	Links between the Park and the Pool continue to be developed.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
	To encourage links between the Park and Kirribilli Village.	Create a community focus for the Kirribilli and Milsons Point areas by upgrading Bradfield Park Central.	Upgrading Bradfield Park North and the Burton Street tunnel improved the links between the Park and Kirribilli Village. Upgrading Bradfield Park Central will strengthen these links and create a 'village green' that can better accommodate community activities including the markets.	LT	Detailed design for Bradfield Park Central achieves this aim.	BP&KF Master Plan 1998.
		Prepare and implement the new design plan for Bradfield Park Central.	Design is based on the original RP&KF Master Plan, but will require modification due to both bowling greens being removed after the Master Plan was completed.	LT	New works carried out on time and to budget.	BP&KF Master Plan 1998.

LANDUSE PLANNING AND MANAGEMENT

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Leases, Licences and Other Estates	To allow use of Bradfield Park for appropriate cultural and recreational activities.	Grant leases, licences and other estates to cultural and recreational organisations for use of Bradfield Park as a venue for appropriate events.	Occasional or one-off use of the Park may not require a lease, licence or other estate – refer section 1.5 ‘Use of community land for which leases, licences and other estates are not required’. Proposed uses must comply with core objectives for community land categorised as a ‘park’ – refer section 1.4.	O	Cultural or recreational activities held in Bradfield Park are appropriate.	Local Government Act 1993. Amendment (Community Land Management) Act 1998.
	To raise revenue by granting leases, licences and other estates for appropriate activities.	Use funds raised by granting leases, licences and other estates to assist with ongoing maintenance and upgrading of the Park.		O	Revenue raised contributes to maintenance and upgrading of the Park.	
		Lease the southern section of the former bowling clubhouse for the purposes of a restaurant.	The current lease commenced on 1 July 2013. It is for a term of 5 years, with an option to renew for 5 years, and another 5 years.	LT	New lease in place.	
	To assist community groups by providing premises for lease at affordable rates.	Lease the northern section of the former bowling clubhouse for the purposes of a community centre.	The current lease to the Kirribilli Neighbourhood Centres commenced on 1 January 2011, and is for a term of 5 years. It should be noted that the 2 leases of the former bowling club do not encroach onto adjacent open space.	MT	New lease in place.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Relationship with other Landowners in the Park	To foster and maintain a productive relationship between North Sydney Council and the RMS to ensure mutually beneficial outcomes.	Liaise with the RMS as required regarding projects and other works occurring in and around Bradfield Park.	The RMS has a charter to enhance security for the Harbour Bridge. Good communication channels will ensure projects are completed to the benefit and satisfaction of both Council and the RMS, and that aesthetics and functionality are considered as well as security.	O	Appropriate liaison continues to occur.	
		Provide input into projects to be funded and carried out by the RTA to ensure they are realised in a manner that considers aesthetics and functionality, as well as security.		O	North Sydney Council has meaningful input into RMS processes as they relate to Bradfield Park.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Community Involvement	To provide opportunities for local residents and other stakeholders to be involved in the development, implementation and monitoring of the Bradfield Park Plan of Management.	Encourage community involvement by widely publicising the draft Plan of Management.	Known stakeholders including neighbouring Precincts, RMS, and Kirribilli Neighbourhood Centre etc receive notification when the draft Plan is on exhibition. Regular advertisements in the Mosman Daily inform the general community. The draft Plan is on Council's website, as are all adopted Plans of Management.	O	Public exhibition of draft Plan of Management widely publicised.	North Sydney Council website: www.northsydney.nsw.gov.au
		Encourage stakeholders to provide written submissions to Council that can be incorporated into the regular reviews made to the Bradfield Park Plan of Management.	Details of how to make a submission are contained in section 1.6 of this Plan of Management.	O	Review of Plan of Management takes account of submissions received from stakeholders.	
	To provide opportunities for stakeholders to become involved in new developments in Bradfield Park.	Consult with stakeholders prior to and during the development of detailed design plans for upgrading the Park.	New work must be consistent with the values and objectives of this Plan, and with the BP&KF Master Plan. Stakeholders include Park users, RMS and local Precincts and schools.	O	Community satisfaction with the consultation process.	BP&KF Master Plan 1998.
		Lodge Development Applications where required for building and other works occurring in the Park and seek public comment.	The Development Application process includes a community consultation component.	O	Development Applications lodged for appropriate new works.	Local Environmental Plan 2013. NSC.

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Drainage	To overcome the impacts associated with uncontrolled stormwater runoff on Bradfield Park.	Work with the RMS to help mitigate the effects of uncontrolled stormwater from the Harbour Bridge on the Park.	Water coming off the Harbour Bridge can erode and degrade the Park surface underneath. The construction of Bradfield Plaza successfully dealt with the problem in this location.	O	Good lines of communication with the RMS established and maintained.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Soil Pollution	Minimise the potential impacts of lead in the soil on users of Bradfield Park.	Carry out detailed contamination investigations and assessments prior to undertaking any 'ground breaking' construction activities in the Park.	A site auditor must be engaged to certify that remediation has been completed to the required standards.	O	Investigations carried out prior to construction. Work certified upon completion.	
		Undertake regular inspections to identify areas where the grass cover has been eroded and the soil is exposed.	The potential health risk to Park users from lead in the soil is greater in areas where the soil is exposed.	O	Regular maintenance inspections carried out.	
		Repair turf in areas where soil has become exposed as speedily as possible.	The construction of Bradfield Plaza permanently addressed ongoing erosion issues in this location.	O	Speed of repair work.	
		Liaise with the RMS to determine when and where maintenance activities are being carried out on the Harbour Bridge and Bridge approaches.	RMS staff are responsible for putting up warning signs and installing barricades.	O	Regular liaison with RMS taking place.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Encroachments	To prevent alienation of public open space by dealing with any current or future encroachments onto Bradfield Park in accordance with relevant Acts.	Allow areas of Bradfield Park to be leased or licensed only for purposes consistent with the core objectives for land categorised as a 'park' under the Local Government Act 1993.	All leases and licences must be authorised by a Plan of Management, and must be for a purpose consistent with the core objectives for land categorised as a 'park'. These core objectives are listed in section 3.9.1 'Encroachments'. If the purpose for which a lease or licence is issued is not consistent with these core objectives, the Plan of Management authorising the lease or licence is rendered invalid.	O	All leases and licences are for appropriate purposes.	Local Government Act 1993. Amendment (Community Land Management) Act 1998.
		Provide staff and contractors working in Bradfield Park with maps and other relevant information about the location of boundaries between public open space and leased areas.	Ensuring staff and contractors are aware of property boundaries will mean new encroachments can be easily identified.	O	Regular inspections by Council staff working in the Reserve.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Managed Access	To create a pleasant and safe environment for the community in Bradfield Park each New Year's Eve.	Continue to implement a program of managed access in the Bradfield Park precinct each New Year's Eve.	Managed access involves entry to Bradfield Park and the associated foreshore area being regulated and monitored. Entry is via checkpoints, with fencing preventing unauthorized access. BYO alcohol and glass are not permitted into the managed access area.	O	Reduction in the number of antisocial incidents reported.	
		Review the managed access program for the Bradfield Park precinct annually, after New Year's Eve, and refine and/or modify the program if required.	The number of people celebrating New Year's Eve in Bradfield Park continues to increase. Ensuring the safety of all visitors is an on-going management issue for Council.	O	Managed access program reviewed annually and modified as required.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Maintenance	To maintain Bradfield Park to an appropriate standard to respond to the needs and expectations of users and the general community, and commensurate with Council resources.	Continue to implement comprehensive programs for all components of Park maintenance.	Maintenance regimes may need to vary throughout the year. For example: <ul style="list-style-type: none"> - Large events including New Year's Eve and Australia Day have special requirements. - The children's playground requires additional cleaning when the fig trees are dropping fruit. 	CP	Condition of Bradfield Park. Level of community satisfaction.	North Sydney Council Delivery Plan.
		Undertake emergency repairs as required.	Council staff are pro-active, identifying problem areas and responding to requests from the public.	O	Expenditure/revenue ratio achieved.	
		Monitor the cost of maintenance and replacement work in order to source and provide adequate resources to facilitate the actions listed above and prevent future problems.		O	Annual cost data recorded and monitored.	
		Liaise with the RMS regarding the removal of graffiti from the Harbour Bridge structure.	Maintenance of the Harbour Bridge structure is the responsibility of the RMS.	O	Liaison with the RMS as required.	
	To ensure effective maintenance of seawalls fronting Bradfield Park.	Liaise with Engineering Department to ensure maintenance of the seawalls and associated balustrade occurs as required.		O	Ongoing liaison with Engineering Department regarding seawall management.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Administration and Management	To provide an efficient, open and responsive administration and management system with clearly defined goals and areas of responsibility.	Develop and implement efficient and effective systems designed to make the best possible use of financial, human and natural resources.		O	Cost-effectiveness of management systems.	
		Respond to public suggestions, attend to public enquiries promptly and provide accurate and useful information to the community as required.		O	Level of community satisfaction gauged from feedback.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Safety and Risk Management	To identify, measure and manage potential hazards in a timely manner to minimise Council exposure to complaints, compensation claims and litigation.	Continue to carry out an inspection program to identify and eliminate all potential hazards.	Refer Issue 'Maintenance'. The regular maintenance inspections also function as risk assessment inspections.	O	Inspection program regularly carried out.	
		Carry out maintenance and risk management as required.	Playgrounds to be dealt with as per the Playgrounds Plan of Management.	O	Reduction in annual number of claims.	Playgrounds Plan of Management 2009. NSC.
	To minimise the incidence of vandalism to play equipment and other structures within the Park.	Carry out patrols in the Park on a regular basis.	Council Rangers carry out Patrols.	O	Decrease in annual number of incidents reported.	
		Remove all graffiti as soon as practicable.	People are less likely to deface surfaces that are in an undamaged condition.	O	People are less likely to deface surfaces that are undamaged.	
		Repair vandalised park and play equipment as soon as practicable, or remove if damaged beyond repair or dangerous.		O	Speed of repair work or removal.	

Issue	Objective	Action	Comments	Priority	Performance Indicators	References
Monitoring of Management Systems	To review and update the Bradfield Park Plan of Management regularly.	Review the Bradfield Park Plan of Management regularly.	Review implementation and performance regularly. Review and update policy and planning issues after 5 years.	O	Achievement of objectives within the stated time-frame. Relevancy of the Plan of Management.	

5.2 INDICATIVE WORKS PROGRAM

Note: Works listed in the following table are proposed new projects only. Actions designated as 'Ongoing' in the Matrix section of the Plan are not listed here.

WORKS/ACTION	SHORT TERM						MEDIUM TERM						LONG TERM									
	July 2014 - June 2015			July 2015 - June 2016			July 2016 – June 2017			July 2017 – June 2018			July 2018 – June 2019									
Install interpretive signage in Bradfield Park Plaza.																						
Repair and restore the 2 heritage sandstone shelters located on the harbour foreshore adjacent to Olympic Drive.																						
Repair and restore the Bicentennial Fence that runs along the foreshore of Bradfield Park.																						
Carry out required work to list Bradfield Park Central on Council's LEP 2013.																						
Undertake investigation and planning works in Bradfield Park South including archaeological and geotechnical investigations and heritage impact and contamination studies.																						
Engage appropriately qualified consultants to carry out the detailed design of Bradfield Park South.																						

6.0 **Appendices and Supporting Material**

6.1 **Appendix 1 – Zoning of Bradfield Park**

Zone RE1 Public Recreation

1. Objectives of the Zone

The particular objectives of this zone are to:

- 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 ensure sufficient public recreation areas are available for the benefit and use of residents of, and visitors to, North Sydney.

2. Permitted without consent

Environmental protection works.

3. Permitted with consent

Building identification signs; Business identification signs; Community facilities; Environmental facilities; Information and education facilities; Kiosks; Recreation areas; Recreation facilities (outdoor); Roads; Water recreation structures.

4. Prohibited

Any development not specified in item 2 or 3.

6.2 Appendix 2 - Master Plan Features and Implementation Status

Principal features of the Master Plan:

- Redesign of Park entries and orientation points including creation of a major gateway in the north-west corner of Bradfield Park
 - Status: Major northern gateway complete
- Redesign of the north-west area of Bradfield Park, north of Burton Street, to improve amenity, robustness, links to Kirribilli Village and to accommodate the existing monthly Kirribilli markets.
 - Status: Complete
- Redefinition of the station palm forecourt improving pedestrian movement to and from the station and enhancing the address to the station entrance.
 - Status: Complete
- Reorganisation of the Bowling Club area to provide one bowling green in conjunction with the creation of a new civic space providing a link to Kirribilli Village. Redevelopment of the clubhouse to provide a public refreshment facility while incorporating and improving existing clubhouse facilities.
 - Status: Redevelopment of clubhouse complete. Bowling greens removed. Creation of new civic space not commenced.
- Strengthening of links to Kirribilli Village through Burton Street tunnel and via Fitzroy Street including paved threshold treatments to improve pedestrian safety.
 - Status: Complete
- Creation of a series of large-scale grassed terraces formed by imported fill and topsoil formed over the existing grass slope. The terraces respond to the architectural scale and form of the Bridge pylons, define spaces for different recreation and leisure activities and help resolve the problems of soil erosion and lead in the soil.
 - Status: Not commenced
- Construction of amphitheatre style informal seating near the North pylon and adjacent to the tunnel vent providing views oriented across the Harbour to Circular Quay, the Rocks and the Opera House.
 - Status: Not commenced
- Redesign of the Harbour foreshore at Milsons Point including feature planting and pavement design to improve address to the harbour and to achieve a dynamic shared pedestrian and vehicle esplanade.
 - Status: Complete
- Improvement of pedestrian connections along the foreshore and between major transport and recreational foci.
 - Status: Complete

- Accentuation of the Broughton Street vista to Circular Quay and the Opera House through selective tree planting to frame the vista and termination of the vista with a lookout point perhaps featuring kinetic art works above the tunnel vents.
 - Status: Complete (minus art work)
- Enhancement of foreshore and through-Park pedestrian links picking up on existing desire lines and including improved access for people with disabilities.
 - Status: Complete
- Local area traffic planning improvements aimed at minimising traffic impacts on local residents including limiting parkland taken for public and private vehicular parking and optimising access to public transport services and links from land and water.
 - Status: Complete
- Upgrading of the Jeffreys Street ferry wharf area incorporating steps to the water's edge.
 - Status: Jeffreys Street ferry wharf area upgrading complete. No steps to water's edge due to lack of feasibility.
- Redesign of the children's playground featuring an industrial archaeology theme, perhaps incorporating one of the cranes previously used for Harbour Bridge maintenance.
 - Status: Complete
- Provision of temporary event support of robust design integrated into the Park landscape.
 - Status: Partially complete
- The Master Plan also proposes innovative interpretation of the site's cultural and natural heritage values as well as its historically significant features. Interpretation may include use of artworks and will form part of the redesign of primary foreshore parks and orientation points, telling the rich story of Bradfield Park.
 - Status: Commenced/Ongoing

6.3 Appendix 3 - Extract from Council's Encroachment Management Policy

4.5.3 Management of Encroachments on Community Land (Governed by the *Local Government Act 1993*)

4.5.3.1 Lease, Licences and Other Estates

Management of Encroachments on Council-owned Community land shall be in accordance with the following principles:

- a) Development and use of Community land is subject to strict controls, in accordance with the *Local Government Act 1993*.
- b) Community land cannot be sold, is subject to strict restrictions to ensure its long term retention for public use, and is required to be used and managed in accordance with an adopted Plan of Management.
- c) Encroachments onto Community land are not permitted unless authorised by a lease or licence in accordance with the Act, which provides that Council may only lease or licence community land where it is expressly authorised to do so under a Plan of Management, and where the purpose for which the lease or licence is issued is consistent with the core objectives for the area of community land in question.

Note: if the purpose of the lease or licence is not consistent with the core objectives for the area of community land in question a Plan of Management authorising it will be rendered invalid.

- d) Under the *Environmental Planning and Assessment Act 1979*, Community land may be reclassified as Operational land. Reclassification can occur by amending the Local Environmental Plan, however a public hearing into the proposed reclassification must be held prior to Council making any resolution.

4.5.3.2 Sale/Transfer

- a) Council has no power to sell, exchange or otherwise dispose of Community land unless it is re-classified as Operational land.
- b) Council, pursuant to the Act, must first determine whether the subject land be considered for sale.
- c) If Council resolves that the land be considered for sale, and the use is not consistent with the core objectives of the land, the land must be:
 - i. re-zoned in accordance with the intended use;
 - ii. sold subject to an environmental study being undertaken;
 - iii. re-classified to operational land through a change in the LEP; and
 - iv. sold subject to a public hearing being undertaken.

6.4 Appendix 4 - Definitions: Organised Sport and Informal Sport and Games

Organised Sport

Organised sport describes sporting activities that are played on a permanently marked or designated playing surface provided and maintained by Council. These playing surfaces include grassed sportsgrounds (accommodating cricket, rugby, soccer, AFL, touch football etc), basketball, netball and tennis courts, cricket wickets and hockey fields. Fees are charged for use of all organised sporting facilities, and bookings must be made through Council's Customer Services Department.

Informal Sport and Games

Informal sports and games are those that do not require use of a marked or designated playing surface. They may be played within Council's parks and reserves free of charge, on a first-come first-served basis, as long as they comply with the requirements of the relevant Council Plan of Management, and do not significantly compromise the amenity of other park users.

6.5 Appendix 5 – Map of Bradfield Park and Environs

