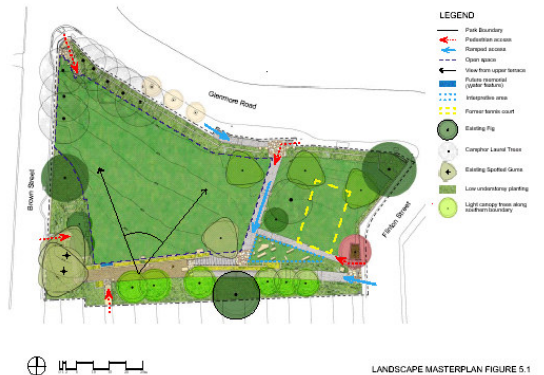


# Royal Hospital for Women Park Plan of Management

# Royal Hospital for Women Park



Adoption date: 14 March 2005

**Woollahra Municipal Council**

# Executive Summary

This plan of management has been developed to guide Woollahra Council in the care, control and management of the Royal Hospital for Women Park, Paddington.

This plan is written under the provisions of the *Local Government Act 1993*.

Plans of management are public documents that are developed through a process of research, community consultation and assessment of the community land.

The vision for park management is:

*“Royal Hospital for Women Park will be a neighbourhood park that is a green and pleasantly landscaped space that provides opportunities for low-key informal recreation activities for all ages and physical abilities, and acknowledges its earlier traditional Aboriginal associations and use as part of the former Royal Hospital for Women.”*

## Basis for Management

This plan is based on the principle that the overall management should be value-based. The values of the park are:

- **Landscape character and open space** – The park is a green contrast to surrounding medium-density residential development. It is a small, relatively undeveloped local community park that reflects the village atmosphere of the surrounding residential area.
- **Recreation** – The Park offers many opportunities for social interaction together with unstructured and informal recreation activities.
- **Cultural heritage** – The Park is a reminder of its former use as part of the site of the Royal Hospital for Women.

## History

Indigenous inhabitants of the area comprised members of at least two Aboriginal clans. These included the Cadigal on the southern shore of Sydney Harbour and the Birrabirralah of South Head and nearby coastal areas. Subsequent occupation and clearing of land through land grants and settlement hastened the demise of traditional Aboriginal land use within the Sydney area.

Roger Therry was first granted 8 acres (3.2 ha) of land in 1829 which included the former Royal Hospital for Women site and constructed a house which was named *Flinton*. In 1901 the Benevolent Society of NSW acquired the site and proceeded to construct gynaecological and surgical wards. In 1906 the first baby clinic in Australia was established on the site.

Between 1907 and 1910 the grounds of the hospital were landscaped with input from the Royal Botanic Gardens. Large fig trees lined the Glenmore Road boundary and within the site. A tennis court was constructed into the gentle slope of the present park site and was enclosed by a tall screen wire mesh.

In 1910 the Benevolent Society purchased land to the north west of the site and converted buildings acquired into nurse's homes.

The Benevolent Society in 1992 handed over administrative responsibility of the Royal Hospital for Women to the NSW Government. The Government subsequently decided to relocate the hospital to amalgamate with the Royal Prince Alfred Hospital at Camperdown.

The hospital site was then rezoned and Deed of Agreement between Woollahra Council and the Benevolent Society for .53 ha of the site to be developed as a new park and the land dedicated to Council.

Woollahra Council constructed the park at the end of 2004 and the site was formally opened early in 2005.

#### Key Issues

- **Soil contamination** - Due to low concentrations of ash in the material left in-situ in the subsoil in the park a healthy vegetation cover is required to be maintained over the site.
- **Landscape character** – The landscape design for the park was developed over time from input from the local community, landscape designers and approved with development consent. The landscape design principles of the park should be retained.
- **Dog exercise** – Community opinion is divided over whether the park should be used for walking dogs off a leash. This plan recommends a balanced approach whereby a six month trial is introduced where dogs will be permitted off leash between 4:30pm and 8:30am. Dogs will be required to be on leash at other times. Council would then be able to review the results of the trial.
- **Children's play equipment** – In 2002 Woollahra Council resolved not to install a playground in the park. However, since that time some community members have sought to have a playground incorporated into the park design. A playground facility may be appropriate in the future provided community demand is demonstrated and its design is appropriate.

#### Strategies and Action

This plan of management has been developed with a series of actions, located in Section 5 of this plan, that also identify priorities.

Key actions in the plan are summarised below:

#### **Short Term**

- Remove the poorly grown Eucalyptus street trees located along Glenmore Road and replace with Chinese Tallowoods
- Install park furniture using Council's adopted furniture range for the area
- Implement a six-month trial of unleashed dogs between 4:30pm and 8:30am and on leash at other times
- Install interpretive signage

#### **Medium Term**

- Consult with the community and relevant stakeholders regarding the future design of the children's memorial

#### **Long Term**

- Review the need and demand for a children's playground
- Install a children's memorial

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# **1 INTRODUCTION**

## **1.1 What is a Plan of Management?**

A Plan of Management is a document that outlines how a park or reserve will be used, improved and managed in the future.

## **1.2 Land to which this Plan of Management applies**

This Plan of Management applies to Royal Hospital for Women Park (the Park), which is approximately 0.5 hectares in area. Refer to **Figure 1.1** for the location of the Park.

Royal Hospital for Women Park is community land that has been dedicated to Woollahra Council for public open space. As such, the *Local Government Act 1993* applies to its management and to the preparation of this Plan of Management (refer to **Section 3.1**).

## **1.3 Why prepare a Plan of Management?**

To ensure that Royal Hospital for Women Park is managed, used and maintained appropriately in future, a Plan of Management is required to be prepared.

The Plan has been prepared to guide Woollahra Council in managing this new park that was transferred to Council ownership in April 2004 and constructed in early 2005. Council seeks to have an adopted Plan of Management for the Park in place to coincide with the completion of the park landscape works.

In providing Council with a sound basis to guide decisions on the future use and management of Royal Hospital for Women Park, the Plan recognises the intrinsic values of the Park, as well as the values the community currently places on the Park. It provides Council with a framework within which to assess proposed changes to the use and management of the Park, by evaluating such proposed changes against the values identified in the Plan. A decision can then be made on whether the proposed changes are compatible with the defined values of the Park.

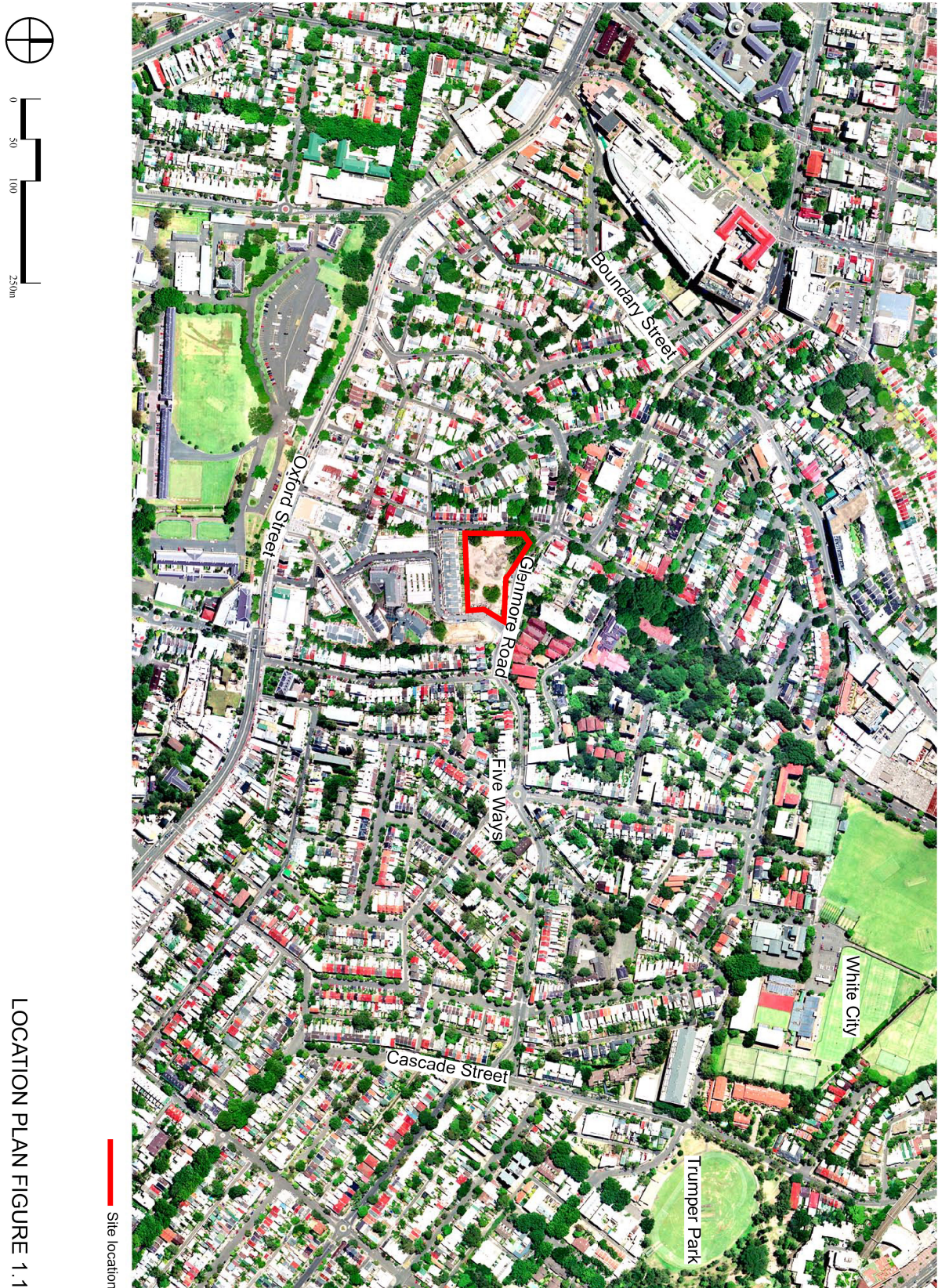
## **1.4 Objectives of this Plan of Management**

This Plan of Management aims to:

- ❑ establish the basis for a consistent approach to the management of Royal Hospital for Women Park, while providing a flexible framework within which Council can respond to current needs and opportunities, as well as to future directions and pressures as demands on the Park may change.
- ❑ meet the legislative requirements for preparation of a Plan of Management for community land.
- ❑ be consistent with Council's Management Plan and its other strategies, plans and policies.
- ❑ identify the values of the Park to the Paddington community.
- ❑ reflect the values and expectations of the Paddington community and potential Park users for future use and enjoyment of the Park.



Figure 1.1 – Location



LOCATION PLAN FIGURE 1.1



- ❑ address issues, particularly in relation to the park design and preferred mix of recreational facilities.
- ❑ prepare clear and achievable management strategies to guide the future use, management and enhancement of the Park, based on community expectations and a 'Basis for Management'.
- ❑ recommend performance measures by which the objectives of the Plan can be achieved and the manner by which those measures can be assessed.
- ❑ present a Landscape Masterplan that illustrates the actions required to implement any outstanding proposed spatial changes and improvements to the Park.

## 1.5 Process of preparing this Plan of Management

### 1.5.1 General process

The process of preparing this Plan of Management, consultations with the community, and documents produced at each stage, are shown in **Figure 1.2**.

The preparation of the Plan has taken into account submissions from the community regarding various issues that have been raised during the planning and construction of the Park, and from submissions received during the public exhibition of the draft Plan of Management for the Park in November and December 2004.

After Woollahra Council approves this Plan, Council may not undertake or approve any activities, uses or facilities that are not provided for by, or consistent with the intent of, the Plan of Management.

### 1.5.2 Community consultation

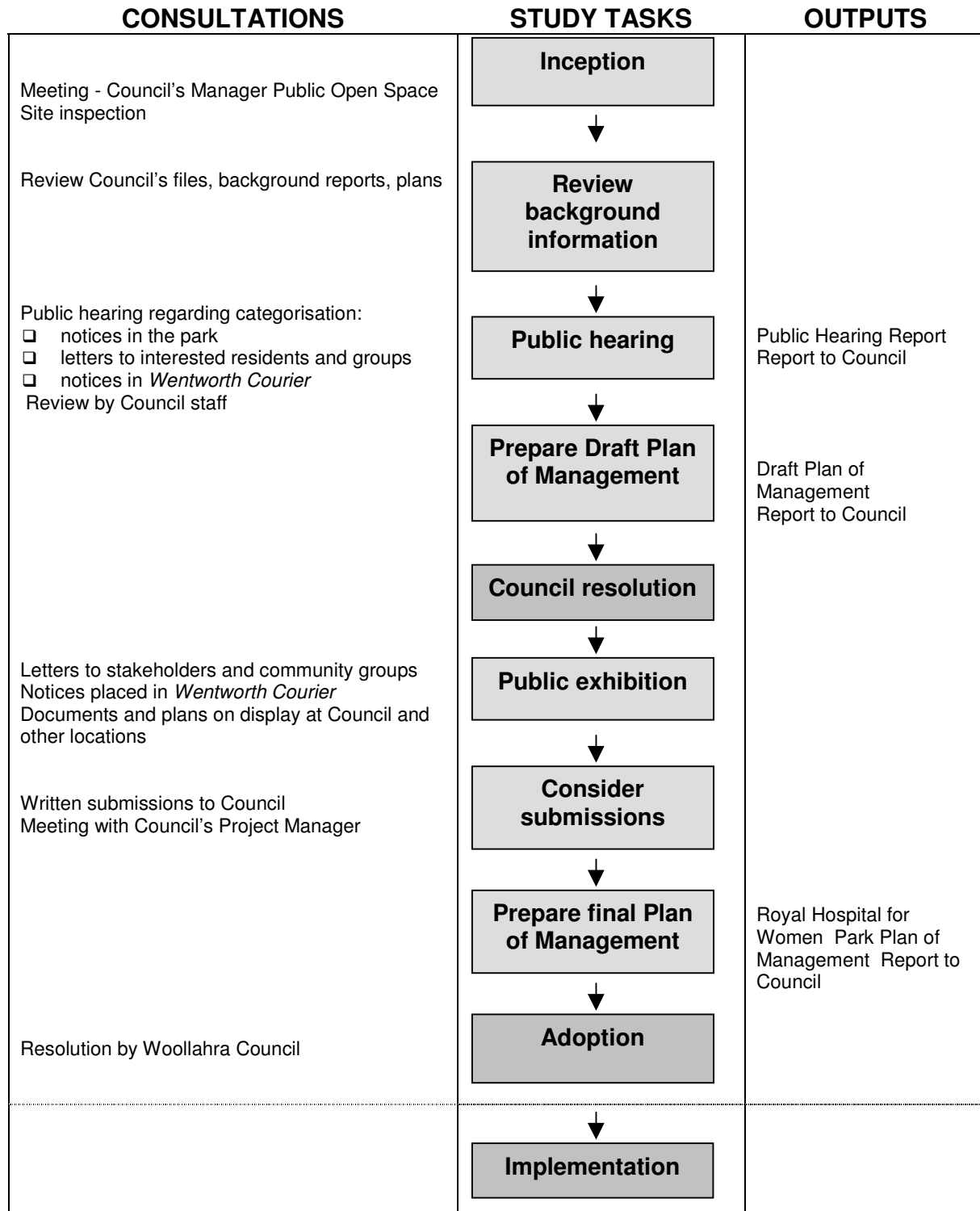
Two community workshops were held in November 1997 to introduce the project to the local community, and to establish values and strategies for the development of the park. A total of 35 people attended the workshops. The two groups favoured a park that is tranquil, pedestrian friendly and dog free, with a large passive area (mostly lawn), but also more trees.

Key recommendations presented by those attending the workshops were that:

- ❑ the solid wall on Brown Street should be replaced with a fence that would allow views into the park.
- ❑ security lighting is necessary.
- ❑ tall trees should be planted along the entire southern boundary.
- ❑ elements of the former hospital, such as sandstone relics, be artistically re-used in the Park.
- ❑ the Park should not be planted exclusively with native species.
- ❑ there should be no play equipment except swings.
- ❑ benches and pergolas should be designed in such a way as to discourage vagrants.
- ❑ a memorial to the hospital should be in the Park.

Based on these comments, a preliminary concept plan was prepared by Woollahra Council's Urban Design Team. That plan was presented to a community reference group that included the State Member of Parliament, Ward Councillors, members of the Paddington Society, representatives of Stockland (developers of the site), and members of the local community. The overall design was refined and ultimately endorsed by this group.

**Figure 1.2 – Process of preparing the Royal Hospital for Women Park Plan of Management**



A Development Application for the Park landscaping works was prepared using the park design developed from the workshops and publicly exhibited in November 2002. Council considered submissions received and approved the landscape works with conditions.

Council consulted the community regarding the name of the Park in August-September 2003.

In September 2004, Woollahra Council commissioned Parkland Environmental Planners to assist in the development of this Plan of Management. The Plan has incorporated written submissions received from the community while the Park was being planned and constructed between 1997 and 2004, as well as verbal submissions made at a public hearing on 7 October 2004 regarding categorisation of the Park, and comments and issues raised in submissions resulting from the public exhibition of the Draft Plan of Management in November and December 2004.

## 1.6 What is included in this Plan of Management?

This Plan of Management is divided into the following sections, as outlined in **Table 1.1**.

**Table 1.1: Structure of this Plan of Management**

Section	Time-frame	What does it include?
1 Introduction	Up to 5 years	Background to the Plan of Management
2 Description of Royal Hospital for Women Park	Up to 5 years	History, facilities, uses, physical description, maintenance
3 Basis for Management	Up to 5 years	State government planning legislation, local planning context
	20 years	Values of the community and users, vision, roles of the Park, management objectives
4 Overview of issues and actions	Up to 5 years	Discussion of current issues and options, strategies and actions to resolve issues.
5 Action Plan	Up to 5 years	Landscape Masterplan, issues, desired outcomes, actions required to implement management strategies
6 Implementation and review	Up to 5 years	Leases and licences, future uses and developments, maintenance, review



## 2 DESCRIPTION OF ROYAL HOSPITAL FOR WOMEN PARK

### 2.1 Location context

Royal Hospital for Women Park is located off Glenmore Road in Paddington, and is bounded by Glenmore Road, Brown Street and Flinton Street. The southern boundary is bordered by three-storey townhouses as part of Paddington Green, the residential subdivision of the former Royal Hospital for Women site. Gardens of the Paddington Green dwellings abut the boundary with the Park. Medium density houses are located across Glenmore Road, Brown Street and Flinton Street. Refer to **Figure 1.1** for the location context of the park.

The Park covers an area of approximately 0.5 hectares. Its small size precludes many activities such as active sporting activities. However, the Park will cater for informal recreational and social activities for the local community, and provide a pleasant open green space outlook for neighbours.

The Park will be a local open space, comprising open grassed areas enclosed by trees, steps and ramps from surrounding streets including access for people with disabilities, and interpretation of the former hospital site and its uses through site elements such as a children's memorial, and through interpretive signage and re-use of building materials.

### 2.2 Land ownership and management

Royal Hospital for Women Park is community land, which is owned and managed by Woollahra Council. Relevant information about the Park is outlined below.

**Table 2.1: Statutory information about Royal Hospital for Women Park**

Item	Details
Ownership	Woollahra Council
Management	Woollahra Council
Lot / DP No.	Lot 8, DP 1019029
Area	5,274 m <sup>2</sup>
Zoning	6 – Open Space ( <i>Woollahra Local Environmental Plan 1995</i> )
Classification	Community land
Categorisation	Park
Leases and licences	None

### 2.3 Cultural history

#### 2.3.1 Indigenous history

The indigenous inhabitants comprised members of at least two Aboriginal clans – the Cadigal on the southern shore of Sydney Harbour, and the Birrabirralah of South Head and nearby coastal areas. In 1789, approximately 50% of the known local Aboriginal population were killed by disease. Subsequent occupation and clearing of land through land grants and settlement hastened the demise of traditional Aboriginal land use within the Sydney area.

The Aboriginal association with Sydney Harbour for fishing and its foreshores for hunting and food gathering is well documented through the presence of rock engravings, shelters, middens, burials and art within Woollahra Municipality. The Aboriginal association with the land away from the harbour foreshores is less clear.

## 2.3.2 European history

Key dates and events in the European history of Royal Hospital for Women Park are outlined in **Table 2.2** below.

**Table 2.2: History of Royal Hospital for Women Park**

1829	Roger Therry, Commissioner of the Court of Requests, was granted 8 acres (3.2 ha) of land which included the former Royal Hospital for Women site.
1834	Therry's house <i>Flinton</i> was built on the site.
1859	<i>Flinton</i> was occupied by auctioneer William Dean and his wife after Therry returned to England.
1901	The Benevolent Society of New South Wales acquired the William Dean Estate from Dean's widow.
1905	The first section (two wings of a new building housing gynaecological and surgical wards) of the Royal Hospital for Women at Paddington was opened.
1906	The first baby clinic in Australia was established on the site.
1907-1910	The design of the landscaped grounds of the hospital has been attributed to a senior officer of the Royal Botanic Gardens. Photographic evidence shows the area was planted with shrubberies and lawns. Large fig trees lined the Glenmore Road boundary and within the site. The tennis court, constructed by excavating a flat surface into the gentle slope of the present park site, was enclosed by a tall screen of wire mesh on a timber frame. A set of steps led down into the court from the lawn to the south. The northern boundary along Glenmore Road had a fence, possibly of timber framing with mesh panels. A timber sign 'Royal Hospital for Women' was over the entrance from Glenmore Road. Paths appear to have been bitumen paved, possibly with brick drains at the sides and turf edges to the garden beds.
1910	The Benevolent Society purchased land in the north-western corner of the Dean Estate that had been subdivided in the 1880s. The buildings on this land were converted into a nurses' home. Other lots adjoining the hospital were acquired, increasing the overall area of the site to 7 acres. <i>Flinton</i> served as the first hospital building.
1926	<i>Flinton</i> was demolished.
1992	The Benevolent Society, the original owners of the hospital, handed over administrative responsibility for the Royal Hospital for Women to the NSW Government. The Government subsequently decided to relocate the hospital to amalgamate with the Royal Prince Alfred Hospital at Camperdown.
1993	Relocation of the Royal Hospital for Women to the Royal Prince Alfred Hospital began.
1996	Stockland Trust Group purchased the hospital site from the NSW Government for redevelopment for commercial, residential and open space uses. At that time, the buildings and structures located within the boundaries of the park were the Queen Elizabeth Nurses Home, Medical Centre, Hardwick House, and the tennis court. A Deed of Agreement signed on 24 December between Woollahra Council and the Benevolent Society of NSW stated that 0.53 hectares of the site will be dedicated to Council as public open space, which will be developed as a new urban park for the Paddington area.
1997	Woollahra Council rezoned the hospital site for residential, neighbourhood business and open space uses, and adopted a Development Control Plan for the future development of the site on 24 January.
1998	A masterplan application was approved on 5 March to use part of the former hospital site for public open space purposes. Conditions of consent included for the open space area to be dedicated to the Council without charge, to meet open space requirements for the hospital site generally, and for the creation of the park to be funded by Woollahra Council with a contribution from the developer.
1999	Stockland Constructions Pty Ltd developed most of the former hospital site with a medium density residential development.
2002	In April 2002 Council resolved not to install a playground in the park.
2003	A Development Application for the Park was approved in June by Woollahra Council, based on a Landscape Masterplan for the site prepared by Terragram Pty Ltd. Council sought tenders for detail design and construction documentation in September. After publicly advertising options for naming of the park in August-September, Council resolved on 10 October to name the park 'Royal Hospital for Women Park'.
2004	'Royal Hospital for Women Park' was assigned by the Geographical Names Board on 19 March. The handover of the park land from Stockland to Woollahra Council was registered at the Land Titles Office on 1 April. Construction of the park began in September.

### 2.3.3 Cultural heritage

#### Cultural heritage significance

Based on documentary and physical evidence, Musecape Pty Ltd (2002) articulated the following Statement of Cultural Significance for the site:

- ❑ The place has **historical** significance at a local level as part of the former garden of *Flinton*, an important early house in Paddington and as a remnant of the landscaped grounds of the Royal Hospital for Women. On two sides the place has boundaries that reflect the historic curtilage of the former hospital.
- ❑ The plantings on the place have some **aesthetic** value as remnants of a later phase of hospital landscaping and make a positive contribution to the streetscapes of Glenmore Road and Brown Street, as well as contributing to the local amenity.
- ❑ The place has potential **technical / research** values arising from the possibility that sub-surface evidence of previous landscaping treatments survives.
- ❑ The place is likely to have **social** value for the contemporary community, possibly at a State level, for the many health care workers and patients associated with the Royal Hospital for Women, Paddington over several generations.
- ❑ The place is a **rare** example of open space in the densely developed suburb of Paddington, being a remnant of the grounds of both an early Paddington estate and a significant former institution.

#### Cultural heritage elements

The Park is located within the Paddington Conservation Area, which is recognised regionally and nationally for its consistent townscape qualities representing the historical, social, cultural and aesthetic growth of the area. The Royal Hospital for Women has contributed towards this significance in all categories. Relocation of the hospital functions to the Prince of Wales Hospital and demolition of the hospital buildings has removed much of the cultural significance that was embodied on the site. Today the park site does not contain any cultural heritage items, but it evokes reminders of the European history of the site.

Austral Archaeology concluded in 1997 that “it seems likely that the slope [between the north boundary of the hospital site and the access road to the Old Gynaecological Block] constitutes an intact remnant of the landscape formerly associated with *Flinton* during the nineteenth century.” Since that report was written, the Queen Elizabeth II Nurses’ Home has been demolished, the site of the tennis court partly filled, and the slope turfed as part of site remediation works associated with the Paddington Green development.

The “Royal Hospital for Women Group” at 188 Oxford Street Paddington is listed as an item of the environmental heritage in the Schedule to the *Woollahra Local Environmental Plan 1995*. The item is also included on the State Heritage Inventory. The Royal Hospital for Women group is described in the LEP as comprising buildings that were located south of the present park site, as well as remnant masonry walls along Brown Street that border the new park.

The boundary walls have historical significance as they defined the former hospital site boundary. The walls themselves are not architecturally, socially or technically significant. However, the perimeter walling to Brown Street is an identified heritage item, rated as Category 1 - Considerable Significance. Category 1 items retain a heritage significance, and works should be confined to preservation, restoration, reconstruction, adaptation and maintenance. It must be noted that the heritage significance of the Brown Street wall is in its siting, not in the wall itself. Development consent for the Park has permitted the Brown Street boundary wall to be reduced in height to allow views into the Park. The boundary fence to Glenmore Road is rated as Category 3 - Slight Significance. Category 3 structures can be removed.

In addition to the Brown Street wall, the only other item of recognised heritage significance is the former tennis court. A tennis court is presumed to have been established in the late 1800s for the original house 'Flinton', which was located on the park site close to the Glenmore Road frontage. Use of the tennis court continued throughout the period of operation of the Royal Hospital for Women. The former tennis court is identified in the Conservation Plan as Category 2 - Some Significance due to its earlier association with *Flinton*, which warrants its retention being considered as first preference. Interpretation of the former tennis court is provided for by some of the sandstone blocks formerly associated with the hospital buildings being used to identify the four corners of the levelled tennis court to represent the footprint of the court.

The Park was designed to display innovative and best practice methods of meaningful interpretation of the site and its history that will make it a unique cultural facility. The park design includes a number of elements that relate to the history of the site as follows:

- ❑ the main entry path within the park remains in the same location as the historic entry to the Royal Hospital for Women from Glenmore Road. The posts marking the entry point have been retained.
- ❑ an interpretation plaque explaining the history of the wider hospital site will be incorporated into the central Glenmore Road entrance area to formally acknowledge the site's cultural heritage.
- ❑ redevelopment of the hospital site resulted in the demolition of a number of the hospital buildings and other infrastructure. Artefacts salvaged through the demolition process, such as sandstone relics from *Flinton*, the portico from the Nurses Home, dimensioned sandstone blocks and other intricately detailed sandstone building elements, have been re-used in the Park as seating, walls, edging and steps.
- ❑ a sensitive memorial to the babies and children who died at the Royal Hospital for Women will be erected in the park, consistent with the 1996 Deed of Agreement. The memorial will be incorporated as a component of the retaining wall structure, and may consist of a moving water feature and other elements that will recall memories of the children.
- ❑ the Glenmore Road and Brown Street boundaries of the park are part of the historic boundaries of the Royal Hospital for Women. The boundary fencing along Brown Street that is listed in the Conservation Plan as being of considerable significance will be retained, but lowered for safety reasons.
- ❑ the quality of a section of the landscaped gardens and grounds of *Flinton* and of the hospital site of the early 20<sup>th</sup> century is captured through a formal layout and the use of horticulturally diverse plant species in the Park.
- ❑ the Camphor Laurel trees at the corner of Brown Street and Glenmore Road have been retained to strongly define the historic boundary of the Royal Hospital for Women.

## 2.4 Physical characteristics

### 2.4.1 Microclimate

The Park has a northerly aspect. Exposure of the site to sun and wind is tempered by mature trees on all sides of the park.

## **2.4.2 Landform, soils and drainage**

### **Landform and topography**

The topography of the park prior to construction was gently undulating, naturally sloping down from a row of recently constructed townhouses on the southern boundary to the northern Glenmore Road boundary. The maximum difference in level between the southern and northern boundaries of the site was approximately 7 metres, with a maximum cross-fall of approximately 4.5 metres from east to west. Landscaping of the site has created two distinct levels to counter these differences in levels and to ensure accessibility for people with disabilities.

The highest point within the Park is on the southern boundary with Paddington Green. The lowest part of the site is located near the centre of the northern boundary on Glenmore Road.

### **Geology and soils**

Sinclair Knight Merz (2004) recorded that the site is situated on Triassic Hawkesbury Sandstone of the Wianamatta Group, which consists of medium to coarse grained quartz sandstone with very minor shale and laminate lenses, having been deposited from a braided alluvial channel fill.

The soil material within the park consists of grassed topsoil material overlying brown to grey medium-grained sand with minor flecks of ashy material. This soil material overlies sandstone bedrock varying approximately between 1.7 to 2.7 metres below the ground surface. Perched groundwater may occur at the interface of the sandy fill material and the sandstone bedrock.

The soils on the site have been extensively disturbed during remediation works and redevelopment for residential purposes. Following remediation of the site beginning in 1999 involving excavation with off-site disposal, an ashy fill layer was left on-site below 1 metre of clean fill in the area adjoining Glenmore Road. Soil samples taken for validation identified low-level contamination resulting from former hospital activities of polycyclic aromatic hydrocarbons (PAHs) at a depth of 0.7 to 1.9 metres below the ground surface of the park along Glenmore Road, which overlies bedrock. The concentrations of PAH and Benzo (a) pyrene (BaP) slightly exceed the National Environmental Protection (Assessment of Site Contamination) Measure (NEPM) criteria for open space, which includes parks, recreational open space and playing fields including secondary schools (NEFHE). Despite this, the site validation report (Sinclair Knight Merz, 2003) concluded that the site is suitable for its intended use for open space, which was confirmed by the site auditor in 2004.

Soil excavation work during construction was limited generally to the provision of pathways and steps typical of a public park. Appropriate environmental management controls and practices were followed during construction of the Park to reduce the risks of exposure to protect human health. Future use and maintenance of the Park will also be subject to appropriate environmental management controls and practices.

### **Hydrology and drainage**

Poor drainage of the Park before its construction resulted in ponding of stormwater. During construction of the Park, subsurface drainage lines were installed to remove surface ponding. A trench located between two retaining walls along the Glenmore Road frontage was partially backfilled with drainage aggregate to slow and drain stormwater runoff flowing across the Park into the stormwater system at Glenmore Road and Flinton Street. Stormwater runoff is now reduced, due to these drainage improvements and as most of the surface of the Park is now permeable or semi-permeable.

### 2.4.3 Flora and fauna

#### Flora

Landscaped gardens were developed and cared for as part of the *Flinton* grounds and through the operation of the Royal Hospital for Women. The 2002 concept design for the Park defined a formal landscape with diverse plant species to reflect the previous landscapes within and surrounding the hospital.

Before construction, the Park contained a variety of avenues and copses of trees, and open grassland. Mature trees were located along the western and northern boundaries, and within the centre of the site close to Flinton Street.

Predominantly Australian trees were incorporated into the landscape constructed in 2004 to supplement the existing plantings. All new trees were planted at a fairly advanced state to add to the visual attractiveness of the Park, and to avoid the need to provide shade structures.

Mature Camphor Laurel trees on the Glenmore Road boundary and on the site are retained. Additional planting along Glenmore Road replaced former unsatisfactory trees. Additional species are mainly native species, such as Port Jackson Fig, Cheese Tree, Tulipwood Tree and a row of Sydney Red Gums.

An open and transparent canopy of Sydney Red Gum (*Angophora costata*) trees with low understorey planting along the southern boundary of the park with the townhouses of Paddington Green. Plantings coincide with the party walls of the adjoining terrace units, which will reduce overshadowing and loss of views to the adjoining properties. Denser planting occurred to the eastern and western boundaries.

Prior to construction, tree species that were considered significant landscape elements were:

- ❑ Camphor Laurel (*Cinnamomum camphora*) x 9
- ❑ Spotted Gum (*Corymbia maculata*) x 2
- ❑ Forest Red Gum (*Eucalyptus tereticornis*)
- ❑ Port Jackson Fig (*Ficus rubiginosa*)

Replacement tree species were planted to ensure the preservation of the landscape character of the area as follows:

- ❑ Sydney Red Gum (*Angophora costata*)
- ❑ Chinese Tallow Tree (*Sapium sebiferum*)
- ❑ Port Jackson Fig (*Ficus rubiginosa*)
- ❑ Tulipwood (*Harpullia pendula*)
- ❑ Cut Leaved Plane (*Platanus orientalis* 'Digitata')
- ❑ Chinese Elm (*Ulmus parvifolia*)
- ❑ Cape Chestnut (*Calodendrum capense*)

The surface of the park is predominantly formed by lawn. Kikuyu has been chosen because it is suitable for a range of light conditions and is resistant to wear and tear.

#### Fauna

The park provides refuge for bird species that inhabit the surrounding area, as well as the Grey-headed Flying Fox and other small fauna.

## 2.5 Visual assessment

The dominant visual elements of the Park are the mature trees, open grassed area and pathways.



Views into the park are available from Paddington Green, Brown Street, Glenmore Road and Flinton Street. Views from the Park are framed by the two- and three-storey residences on four sides of the Park.

## 2.6 Access, parking and circulation

### 2.6.1 Access to the Park

The Park is easily accessible by foot, bicycle, private vehicle and bus.

The park is 10 minutes walk away from St Vincent's Hospital, Paddington Town Hall and the Oxford Street retail strip.

The Woollahra Bike Plan (2000) identifies Glenmore Road as a future signposted shared cycleway. Vehicles can access the park from surrounding streets. No vehicle parking is provided for in the Park. On-street parking is available in surrounding streets. Emergency and maintenance vehicle access to the Park is available via Brown Street.

The park is directly serviced by a bus route with a bus stop and shelter adjoining the park on Glenmore Road. Major bus routes operate along Oxford Street.

### 2.6.2 Circulation within the Park

Five pedestrian entry points to the park are:

- ❑ Stairs and a ramp for access for people with disabilities from Glenmore Road.
- ❑ Stairs from the corner of Glenmore Road and Brown Street.
- ❑ Level access from Flinton Street.
- ❑ Stairs from Brown Street.
- ❑ Stairs from Flinton Passage (through Paddington Green development).

Pathways within the Park are shown on **Figure 5.1**. The pathways are constructed of a combination of concrete or heavily stabilised decomposed granite. Sandstone paving is used at main focal points. Ramps and stairs are coloured aggregate concrete with sandstone inserts.

The Woollahra Disability Access Policy and Action Plan (Woollahra Council, 2001) aims to provide for use of open space by people with disabilities. As a new public park, Royal Hospital for Women Park was designed to allow use by people with all physical abilities, such as the mobility impaired and parents with prams. The park was designed and constructed to comply with the requirements of the *Disability Discrimination Act* and AS 1428 – Design for Access and Mobility.

## 2.7 Services and infrastructure

Electricity, sewage, drainage and water connections are available in the Park. An underground stormwater detention tank that services the adjacent Paddington Green development is located in the western edge of the park.

## 2.8 Use of the Park

### 2.8.1 Park user profile

The Park will be open to all visitors 24 hours a day, as there are no fences or locked gates that would prevent or restrict entry. However, late night use will be discouraged to retain the amenity of the surrounding residents.

It is anticipated that the Park will be used mainly by residents from neighbouring streets and elsewhere in Paddington, and people walking through Paddington from Oxford Street and from Five Ways. People with a connection to the former hospital, such as staff and patients, could be expected to visit the future memorial in the Park.

## 2.8.2 Structures

The Park was constructed to a relatively high quality. Construction specifications were consistent with the current Building Code of Australia and Australian Standards, and best practice of the horticultural and landscape industries.

There are no buildings from the former hospital retained within the Park. However, materials formerly on the hospital site, particularly sandstone blocks, were re-used in the construction of the Park as much as possible. Built elements of the Park comprise:

- ❑ **Entry points**, with ramps and steps leading into the Park (refer to Section 2.6.2).
- ❑ **Pathways** within the Park (refer to Section 2.6.2). Free-standing sandstone pieces are integrated into the pedestrian walkways.
- ❑ **Fences and retaining walls**, which include a feature sandstone wall along the Brown Street and Glenmore Road edges, and rubble sandstone walls using existing stone. A retaining wall is located along the Glenmore Road boundary.
- ❑ **Interpretation of heritage elements**, such as sandstone blocks being used to delineate the corners of the former tennis court and provide feature elements in retaining walls.
- ❑ **Limited seating**, has been provided to assist people who find it difficult to sit on the ground, such as the elderly. The location of these seats will consider impacts to adjoining residents. Some remnant architectural sandstone from the former Nurses Home was used for seating.
- ❑ **Signage**, will be provided for both place name and heritage interpretation.
- ❑ **Bins** will be provided at major entrances to the Park for disposal of dog faeces and other waste.

Construction of a memorial to the babies and children who died at the hospital is to be provided at a later stage. The location of the children's memorial will be on the south-western corner of the Park along the walkway. The memorial may comprise a water feature involving moving water, but the community will be consulted on the detailed design of the memorial.

The condition of the land and all structures on the Park is excellent to very good, given the recent construction of the Park.

## 2.8.3 Uses of the park

In keeping with the objectives established at the community workshops, and the design of the Park, it is intended to be used primarily as an informal and passive recreation area and as a place of interpretation.

The nature of the Park lends itself to the following examples of permissible activities:

- ❑ Walking and strolling
- ❑ Sitting and relaxing
- ❑ Children's play
- ❑ Informal exercise
- ❑ Dog exercise (with restrictions)
- ❑ Small family and neighbourhood social events
- ❑ Informal ball games (using soft balls).

Further details about proposed management of these activities are in **Sections 4, 5 and 6**.

## **2.9 Maintenance**

Council manages the maintenance of Royal Hospital for Women Park. All maintenance work will be carried out to ensure limited conflict with the use of the Park for informal recreation. Where large-scale works are needed to occur within the Park, signage and fencing (where necessary) will be installed to prevent the public accessing any unsafe areas.

The Park was designed to minimise labour-intensive operations while retaining a high standard of appearance and to ensure the successful maturing of vegetation.

Standard maintenance work will include weeding, cleaning and lawn mowing.

Graffiti-resistant and easily cleaned materials were incorporated where possible in constructing the Park.

Relevant parks staff will respond to any minor occurrences of vandalism in the Park. All major instances of vandalism will be reported to Council for removal.

## 3 **BASIS FOR MANAGEMENT**

This section comprises the Basis for Management of the Royal Hospital for Women Park, which describes the legislative and policy framework applying to this Plan of Management, and the community's aspirations and direction for the Park. These aspects are important to articulate in order to assess future activities, development and management of the Park. They are therefore long-term management tools for which only infrequent revision is expected during the life of the adopted Plan of Management.

### 3.1 **Planning context**

#### 3.1.1 **State government planning legislation**

##### **Local Government Act 1993**

###### ***Introduction***

Royal Hospital for Women Park comprises land owned by Woollahra Council, which is classified as community land under the *Local Government Act 1993*. This land must be managed in accordance with the provisions of the Act. Requirements of the *Local Government Act 1993* for community land are that it:

- ❑ must have a Plan of Management prepared for it, which sets out guidelines for use and management of the land. Until a Plan of Management is adopted, the nature and use of the land must not change.
- ❑ must be kept for the use of the general community, and must not be sold.
- ❑ cannot be leased for a period of more than 21 years.

The preparation and contents of this Plan of Management are in accordance with the requirements of the *Local Government Act 1993*, including the *Local Government Amendment (Community Land Management) Act 1998* and the *Local Government (General) Regulation 1999*.

The requirements of the Local Government Act for community land that is the subject of a Plan of Management are outlined in **Table 3.1** below.

**Table 3.1: Requirements of the Local Government Act for community land management**

<b>Requirement of the Local Government Act</b>	<b>How this plan satisfies the Act</b>
All community land must be categorised (refer to map in <b>Figure 3.1</b> ).	Section 3.1.1
The Plan must contain core objectives for management of the land.	Section 3.4.1
The Plan must describe the condition of the land, and of any buildings or other improvements on the land as at the date of adoption of the Plan of Management	Section 2.8.2
The Plan must specify the purposes for which the land, and any such buildings or improvements, will be permitted to be used.	Section 6.1
The Plan must specify the purposes for which any further development of the land will be permitted, whether under lease or licence or otherwise.	Section 6
The Plan must describe the scale and intensity of any such permitted use or development.	Section 6
The Plan must include performance targets	Section 5.2
The Plan must contain a means for assessing achievement of objectives and performance targets	Section 5.2
Council must exhibit the draft Plan for 28 days and give at least 42 days for the making of submissions	Undertaken Nov / Dec 2004 and Jan 2005
Any amendments to a draft Plan must be publicly exhibited in the same way, until the Council can adopt the draft Plan without further amendment	No significant amendments made to require further exhibition
A Council may only grant a lease, licence or other estate over community land if it is expressly authorised in a Plan of Management	Section 6

### ***Categorisation***

Under Section 36 of the *Local Government Act 1993*, community land is required to be categorised as one or more of the following:

- ☐ Natural area (further categorised as either bushland, wetland, escarpment, watercourse or foreshore)
- ☐ Sportsground
- ☐ Park
- ☐ Area of cultural significance
- ☐ General community use.

Following the completion of a public hearing, Council on 1 November 2004 resolved to categorise the land as a Park consistent with the guidelines for categorising community land in the *Local Government (General) Regulation 1999* and Section 36 (4) of the *Local Government Act 1993* because:

*“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”.*

Core objectives for the ‘Park’ category are in **Section 3.4.1**.



Figure 3.1 – Map of Category





## **State Environmental Planning Policy No. 55 – Remediation of Land**

*State Environmental Planning Policy No. 55 – Remediation of Land* (SEPP 55) provides for a State-wide planning approach to the remediation of contaminated land. It promotes the remediation of contaminated land to reduce the risk of harm to human health or the wider environment. The application of SEPP 55 provisions to management of remediated land in Royal Hospital for Women Park are set out in **Section 4**.

## **Companion Animals Act 1998**

The *Companion Animals Act 1998* aims to promote responsible animal ownership in NSW. Under the Act, dogs in public places must be leashed under the effective control of a competent person, except in a declared off-leash area. Dogs are prohibited within 10 metres of children's play areas, food preparation / consumption areas, and recreation areas where dogs are prohibited by the local authority. If a dog defecates in a public place, the owner must remove and dispose of it in a rubbish receptacle.

## **Environmental Planning and Assessment Act 1979**

This Act (EPA Act) establishes the statutory planning framework for environmental and land use planning in NSW through State Environmental Planning Policies (SEPPs), Regional Environmental Plans (REPs) and Local Environmental Plans (LEPs). The Woollahra Local Environmental Plan (LEP) is of most relevance to Royal Hospital for Women Park. The EPA Act also sets out processes for approving development applications for structures and works as set out in the LEP.

## **Heritage Act 1977**

The NSW *Heritage Act 1977* requires the protection of non-Aboriginal heritage items. The disturbance of significant sites and the management of archaeological and maritime archaeology sites are covered by this Act.

### **3.1.2 Local planning context**

#### **Planning framework**

Woollahra Council's planning framework guides this Plan of Management as follows:

- ❑ Council's Management Plan, which sets overall objectives and performance targets for activities, budgets and other issues relating to open space and recreation management.
- ❑ The *Woollahra Local Environmental Plan* and various Development Control Plans govern uses of and development of facilities within Royal Hospital for Women Park.

#### **Zoning and planning controls**

##### ***Local Environmental Plan***

Under the Woollahra Local Environmental Plan, the Royal Hospital for Women Park is zoned 6 – Open Space. This zone applies to public or private land used or intended to be used for recreational purposes. Land within this zone may also be used for community facilities.

The relevant objectives of the 6 – Open Space zone are:

- ☐ to identify existing publicly and privately owned land used or capable of being used for recreational purposes.
- ☐ to increase the provision of public open space within the Council's area to meet the needs of the population.

The LEP identifies development in the 6 – Open Space zone that requires Council consent. Developments which may be carried out in the park under the zoning are listed below.

**Table 3.2: Zoning table for 6 – Open Space zone**

Without development consent	With development consent	Prohibited
Bushfire hazard control Drainage Maintenance of gardens and structures Development pursuant to, or approved in accordance with, an adopted Plan of Management under the <i>Local Government Act 1993</i> applicable to the subject land.	Development for the purpose of: <ul style="list-style-type: none"><li><input type="checkbox"/> Community facilities</li><li><input type="checkbox"/> Recreation areas<sup>1</sup></li><li><input type="checkbox"/> Recreation facilities</li><li><input type="checkbox"/> Roads</li><li><input type="checkbox"/> Uses or buildings associated with development in the zone without development consent</li><li><input type="checkbox"/> Utility installations (other than gas holders or generating works)</li></ul>	Any other development.

In assessing such applications, Council will refer to this Plan of Management as well as the LEP and other relevant legislation.

Part 4 of the LEP deals with heritage provisions. This requires Council to take into account the likely impact of any proposed development on the heritage significance of a heritage item when assessing an application to carry out development in the vicinity of such an item. The Royal Hospital for Women group of buildings are listed in the schedule to the LEP, as outlined in **Section 2.3.3**. Thus, any development within the Park or surrounding areas must not have any impact on the protection and conservation of this item.

### ***Development control plans***

Woollahra Council's Development Control Plan (DCP) – Exempt and Complying Development established the development type, location and criteria for exempt and complying development within the meaning of the *Environmental Planning and Assessment Act 1979*.

Under this DCP, the following items are exempt from development approval (subject to exempt development criteria):

- ☐ Landscape works on public land.
- ☐ Filming and photographic shoots
- ☐ Events.
- ☐ Street and park furniture.

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<sup>1</sup> The definition of 'recreation area' in the LEP means a children's playground, or parks and gardens, or an area used for sporting activities or sporting facilities, or an area used to provide recreation facilities which promote the physical, cultural or intellectual welfare of persons within the community. Such facilities may be provided by Council or a body of persons associated for the purpose of physical, cultural or intellectual welfare of persons within the community. Recreation areas do not include marinas, racecourses and showgrounds.

## 3.2 Community values

### 3.2.1 The Paddington community

As at the 2001 Census (The Public Practice, 2002), the community within the Paddington Ward of Woollahra local government area had the following relevant key characteristics:

- ❑ Total population of 10,565 people.
- ❑ Relatively high population density of 7,910 people per km<sup>2</sup> (double that of Woollahra LGA).
- ❑ An age structure dominated by 'Generation X' adults aged 25 to 39 years (37% of people), followed by 'baby boomer' adults (21%), and adults of retirement age 55 to 74 years (16%). Young people aged 12 to 24 years comprised 12% of the population. Pre-school and primary aged children comprised 9% of the Paddington population.
- ❑ A high turnover. Only 41% of the Paddington community had lived in Paddington for 5 years or more in 2001.
- ❑ Lived in a family household (47% of households).
- ❑ Were born in Australia (58%). Residents born outside Australia were mainly from English-speaking countries of the United Kingdom, New Zealand and United States.
- ❑ Live in medium density townhouses and semi-detached houses (56% of dwellings), followed by unit buildings of 4 or more storeys (27% of dwellings). 40% of dwellings are flats / units with no private open space.
- ❑ Fully owned or were purchasing their dwelling (44%) or privately rented their dwelling (40% of dwellings).
- ❑ Were employed in the Property and Business Services sector (28% of employed people), followed by the Finance and Insurance sector (12%).
- ❑ Were employed in professional occupations (38% of employed people), followed by management / administration (16%) and associate professionals (15%).
- ❑ Owned an average of 1 vehicle per household.

### 3.2.2 Community values of Royal Hospital for Women Park

The local community has expressed how the Park is important or special to them during community consultation undertaken in preparing the park design and this Plan of Management.

By understanding the reasons why the community values the Park, the role that the community expects the Park to play in the future may be determined. Also, as the Plan of Management is based on protecting and enhancing the community's values, management actions and outcomes that are based on these values are recommended.

Using values as the basis of the Plan of Management ensures that this plan will be valid longer than one based on simply addressing issues. Issues-driven Plans of Management can quickly become out of date. Values change at a much slower pace than issues. Values may remain constant for up to a generation, therefore once values are documented, issues can easily be dealt with as they arise consistent with the values. New issues that arise over time very often cannot be dealt with easily unless a new Plan of Management is prepared.

The community values various general aspects of Royal Hospital for Women Park for different reasons, as outlined below.

**Table 3.3: Values of Royal Hospital for Women Park**

Value	Explanation
Landscape character and open space	The Park is a green contrast to surrounding medium-density residential development. It is a small, relatively undeveloped local community park that reflects the village atmosphere of the surrounding residential area.
Recreation	The Park offers many opportunities for social interaction together with unstructured and informal recreation activities.
Cultural heritage	The Park is a reminder of its former use as part of the site of the Royal Hospital for Women.

## 3.3 Objectives and principles for managing Royal Hospital for Women Park

### 3.3.1 State government objectives

Community land must be managed in accordance with the core objectives for the relevant category. The core objectives for community land categorised as Park under the *Local Government Act 1993* are to:

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

### 3.3.2 Local objectives

#### Management Plan

This Plan of Management is consistent with the vision formulated by Woollahra Council in its current Management Plan for the whole of the Municipality:

*"We will work together to enhance our harbourside location and achieve an outstanding environment which is characterised by its natural beauty and distinctive and diverse residential, heritage and commercial areas.*

*The Council will support and promote active community participation to achieve a healthy social environment, appropriate cultural services and an efficient infrastructure.*

*We will continue to promote the unique and enviable richness and diversity of the Municipality and the Council's commitment to high standards and quality service for the benefit of the community."*

Council's key objectives for parks and open space in Woollahra are to:

- ☐ provide safe, convenient, attractive public open spaces which meet the recreation and leisure needs of the community.
- ☐ enhance the visual amenity of the municipality.

Key outcomes for parks and open space that Council wishes to achieve are:

- ☐ a variety of public open spaces provided for different recreation and leisure needs.
- ☐ parks and public spaces are progressively upgraded.
- ☐ a high standard of maintenance is provided to public open spaces.

Council has also defined objectives and performance measures for the sub-activities of open space management, open space asset management, open space maintenance and construction, and park facilities.

### **Local Environmental Plan**

One key aim of the *Woollahra Local Environmental Plan 1995* is to provide for an appropriate balance and distribution of land for commercial, retail, residential and tourist development and for recreation, entertainment and community facilities.

The LEP sets out a series of objectives for public and private open space, recreation and tourism, of which a number are directly relevant to the Royal Hospital for Women Park Plan of Management as follows:

- ❑ to provide for open space which will meet the requirements of the population and which will be developed in sympathy with the existing natural environment of the area of Woollahra.
- ❑ to provide for a diversity of open space types and recreation opportunities.

This Plan of Management addresses each of these objectives through setting specific objectives within the Action Plans in **Section 5**.

### **3.3.3 Community objectives and management principles**

Following on from the values and objectives outlined above, it is important to establish some objectives of the community, and management principles against which recommendations for actions will also be made.

It has been made clear that Royal Hospital for Women Park is a valued local open space, with some residents using the land before it was transferred to Council ownership and subject to landscape works.

Other principles established during the consultations are to:

- ❑ use the Park for a variety of passive and informal recreation activities.
- ❑ minimise structures in the Park.
- ❑ cater for the whole community, and not any one group of users.

## **3.4 Future roles of the Park**

The Park is anticipated to be used by local residents, their families and friends, as well as people from Paddington and further afield, such as staff and patients of the former Royal Hospital for Women. Other desired future roles of the Park according to the values of the Park are to:

- ❑ provide much-needed public open space within the dense inner-city suburb of Paddington. There is a recognised shortage of neighbourhood parks within the central area of Paddington. The park will provide green space, passive recreational opportunities, and respite from the density of the built environment for the Paddington community.
- ❑ interpret the history of the site for the immediate and broader community. The Park will keep alive the memories and stories associated with the Royal Hospital for Women site for future generations.

- ❑ recognise the significance of the Paddington Conservation Area. The park design and selection of materials reinforce the heritage significance and unique urban design qualities of Paddington. Much of the fabric of the hospital buildings and structures have been salvaged, and these will form a major component of the interpretation of the site.
- ❑ provide access for all people through the pathway system to all areas of the Park, as well as at-grade access from surrounding streets.

### 3.5 Desired future uses and development of the Park

The Park will be permitted to be used primarily for informal and passive recreation activities, and interpretation of the cultural heritage of the former Royal Hospital for Women site.

Examples of activities that Park users and the local community considered should be allowed in the Park include:

- ❑ Walking and strolling.
- ❑ Sitting and relaxing.
- ❑ Children's play.
- ❑ Informal exercise.
- ❑ Dog exercise (off leash between 4.30pm and 8.30am, and on-leash at all other times).
- ❑ Small family and neighbourhood social activities. Larger events will be discouraged because toilets will not be provided on-site.
- ❑ Informal ball games (using soft balls).
- ❑ Skateboarding

Small-scale activities that could periodically be accommodated in the Park include public meetings, weddings, playgroups and other similar cultural, social and educational pastimes and activities.

The types of activities or uses that the local community considered shouldn't be allowed in the Park are:

- ❑ Sleeping or staying in the Park overnight.
- ❑ Activities that may unduly disturb adjoining residents.

Prohibited activities in the Park are:

- ❑ consumption of alcohol, which applies to all parks in Woollahra.
- ❑ fireworks.
- ❑ ball games using hard balls.
- ❑ unauthorised vehicles, other than maintenance and emergency vehicles.

Further development of the Park may be considered in future for:

- ❑ a children's playground, depending on community views and changes in demographics over the next few years. The scale of any such playground would be in keeping with the character, size and open grassed nature of the Park.
- ❑ public art works consistent with the character of the area.



### 3.6 Vision for Royal Hospital for Women Park

Council's corporate goals, community and user values, and the desired outcomes of the community for the Park have culminated in a vision for the future of Royal Hospital for Women Park. The vision is:

*"Royal Hospital for Women Park will be a neighbourhood park that is a green and pleasantly landscaped space that provides opportunities for low-key informal recreation activities for all ages and physical abilities, and acknowledges its earlier traditional Aboriginal associations and use as part of the former Royal Hospital for Women."*

**Sections 4 and 5** outline specific management strategies and actions to achieve the above vision and objectives for the Park, consistent with the community's values.

## **4 OVERVIEW OF ISSUES AND ACTIONS**

This section includes a discussion of key issues applying to the Park and proposed actions to address those issues. This information is the basis of the Action Plan and Landscape Masterplan in **Section 5**.

### **4.1 Open space**

#### **4.1.1 Soil contamination**

##### **Background**

Due to low concentrations of PAHs in ash material left in-situ in subsoil in the Park (refer to **Section 2.4.2**), the Environmental Management Plan (Sinclair Knight Merz, 2004) for the Park must be followed and adhered to.

The EMP sets out that if excavation or disturbance of topsoil below 0.7 metres occurs or is likely to occur, the following measures to minimise erosion or other damage to the surface layer include:

- ☐ maintaining a healthy vegetation cover of more than 95% of the site.
- ☐ maintaining gentle contours to minimise the velocity of stormwater runoff and scouring.
- ☐ directing stormwater drainage pathways to the northern boundary.
- ☐ observing whether water is ponding on the site rather than draining to the northern boundary.
- ☐ regular maintenance of the site.

Maintenance and construction workers who undertake earthmoving activities on the site have the potential to be exposed to the low-level contaminants in the soil approximately 0.7 metres below the ground surface. Exposure to this material should be reduced, but if digging or excavation greater than 0.7 metres is required, personal protective equipment must be worn, skin contact with the soil avoided and hands washed before eating or drinking.

The EMP also outlines other requirements for managing excavation and construction works that may expose soil to a depth greater than 0.7 metres, including:

- ☐ constructing fencing and signage around the proposed work area to prevent unauthorised access.
- ☐ placing clean topsoil over the excavation area on completion of the works.
- ☐ placing any potentially impacted soils at the base of the excavations, and use clean fill to provide effective cover.
- ☐ disposing of surplus soils off-site.

##### **Strategy**

- ☐ Ensure that Park users and maintenance and construction workers are not exposed to contaminated soils.
- ☐ Ensure that prescribed remediation strategies are carried out.

## **Actions**

- ❑ Follow and adhere to the Environmental Management Plan (Sinclair Knight Merz, 2004) for the Park in all excavation and construction works.
- ❑ Place a notation regarding the contamination status of the Park on the Section 149(5) Certificate for the Park.

### **4.1.2 Landscape Character**

#### **Background**

The landscape plan for the site was developed from public workshops conducted in 1997, which included community representatives and Councillors. This plan was developed in collaboration with Council's Urban Design team and landscape architectural firm Terragram.

The landscape design philosophy for the park is to provide:

- a curtilage of trees that define the park boundary;
- provide trees along the southern edge as a backdrop that maintain open canopy form;
- an open grassed area for passive recreation use;
- a ramped pathway system that allows for ease of access;
- an elevated terrace that provides views over the park; and
- creative reuse of sandstone derived from the former hospital;

#### **Strategy**

- ❑ Maintain the landscape design that was approved with DA 862/2002 and retain tree and landscape species consistent with that approval.

## **Actions**

- ❑ Retain the park's landscape design and character consistent with the development consent.

## **4.2 Recreation**

### **4.2.1 Dog exercise**

#### **Background**

Council's leash free areas not only provide an exercise area for dogs, but are used extensively by dog owners to socialise and obtain some outdoor exercise themselves. A common complaint to Council is about dogs being exercised off the leash in inappropriate areas. The provision of off-leash areas throughout the Municipality assists Council in achieving compliance with the requirements of the *Companion Animals Act 1998*, by giving dog owners the opportunity to exercise their dogs within reasonable proximity to their place of residence.

The benefits to the community are significant in that a well-exercised dog that is allowed to socialise with other dogs, and their owners, is generally more contented. They are also less likely to be aggressive or to disturb the amenity of the area in which they are kept by barking continuously.

From written submissions to Council over recent years, the local community is divided over access to the Park for dog exercise.

Arguments for dog exercise in the Park include:

- ☐ The Park site was used for dog exercise by residents and professional dog walkers successfully prior to the Park being constructed.
- ☐ Residents presented a petition in 2003 to Council requesting dog exercise in the Park.
- ☐ A place is needed in the high density residential area of Paddington to walk dogs.
- ☐ Other dog off-leash areas such as Rushcutters Bay Park and Centennial Parklands are too far away.

Arguments against dog exercise in the Park are:

- ☐ a petition in 2003 included over 200 signatures supporting a dog-free park.
- ☐ concern about providing for dogs and not for children in the Park.
- ☐ actual and potential conflict between dogs and small children, including reports of children physically knocked down by dogs in the Park.
- ☐ some people feel intimidated by dogs.
- ☐ faeces not being picked up and disposed of.
- ☐ designated unleashed dog exercise areas in or close to Woollahra are located in Centennial Parklands (1 km or 15-20 minute walk), Yarranabee Park at Darling Point, Steyne Park at Double Bay, and Lighthouse Reserve in Vaucluse (all 24 hours); and restricted hours between 4.30pm and 8.30pm in Rushcutters Bay Park (750 metres or up to 15 minutes walk) and in Lyne Park.

## Options

Options that could be considered for access for dogs to the Park included:

- ☐ 24 hour unleashed dog exercise.
- ☐ restricted hours unleashed dog exercise, with dogs on leash at other times.
- ☐ dogs on leash at all times.
- ☐ no dogs permitted in the Park.

It was considered that a restricted period for unleashed dog exercise between 4:30pm and 8:30am would both cater for the needs of dogs and their owners, and not necessarily conflict with small children that would most likely use the Park during the day. Dogs would be required to be leashed at other times.

This arrangement could be initiated as a 6 month trial from the date of the opening of the Park. The success of the trial would be based on owners cleaning up after their dogs, and no reported conflicts between dogs and other Park users. The results of the review may then be reported to Council for final determination regarding continuing dog exercise in the Park.

## Strategy

- ☐ Cater for unleashed dog exercise in the Park.
- ☐ Minimise conflicts between dogs, children and other Park users.

## Actions

- ☐ Implement a 6-month trial of unleashed dog exercise in the Park between 4:30pm and 8:30am every day.

- ❑ Provide litter bins at the main entry points of the park to assist dog owners to dispose of dog waste.
- ❑ Review the operation of the trial dog exercise period.
- ❑ Make a final determination about dog exercise in the Park.

## **4.2.2 Children's play equipment**

### **Background**

The Park does not currently incorporate children's playground equipment. Council considered and subsequently rejected a proposal to install a children's playground in the Park in April 2002. At that time the reasons for this were:

- ❑ There are seven playgrounds with various pieces of play equipment located within 1 km of the park. The playground in Spring Street Reserve, 250 metres away from Royal Hospital for Women Park, was upgraded in 2002.
- ❑ The Park would provide other elements for children's play that do not require installation of structured play equipment. Such elements include two large open grass spaces, sloped grass embankments, plantings and soft landscaped surfaces.

### **Options**

As a children's memorial is planned to be constructed in the Park, the provision of children's play equipment is an option that can be considered in the future. Provision of children's play equipment in the Park would depend on factors such as an increase in the numbers of young children in Paddington, possible relocation of equipment from a nearby playground, appropriate playground design and general community acceptance.

### **Strategy**

- ❑ Allow for the possible provision of children's play equipment in the Park in the long term.

### **Actions**

- ❑ Review the need and demand for the provision of a children's playground during the term of this Plan (5 years).

## **5 ACTION PLAN**

### **5.1 Landscape Master Plan**

The Landscape Master Plan for Royal Hospital for Women Park is presented in **Figure 5.1**. The Landscape Master Plan illustrates the works and actions in the following Action Plan that are proposed to be implemented to achieve the objectives and desired outcomes for the Park.

### **5.2 Action Plan**

#### **5.2.1 Introduction**

The management actions to resolve the management issues (consistent with the community's values of the Park) from Section 4 and to implement the Landscape Master Plan over the next 10 years are presented in the following tables. Table headings are explained as follows:

**Value** – community values of the Park, as described in **Section 3.2**.

**Strategy** – objective for implementing the action.

**Action** – specific task required to resolve the issue.

**Priority** – importance or urgency of the action, rated as:

Short term	<input type="checkbox"/> Safety issues in which there is a high probability of serious injury occurring. <input type="checkbox"/> Work needed to ensure the essential function of the park is not compromised. <input type="checkbox"/> Work needed to eliminate or reduce severe environmental problems, such as erosion or water pollution.
Medium term	<input type="checkbox"/> Ongoing preventative and remedial maintenance of existing park assets. <input type="checkbox"/> Work required to resolve a conflict between user groups. <input type="checkbox"/> Work needed to ameliorate adverse environmental conditions such as noise, or poor circulation and access. <input type="checkbox"/> Works aimed at enhancing public enjoyment of the park.
Long term	<input type="checkbox"/> Works aimed at improving the general quality of the park. <input type="checkbox"/> Works aimed at reducing overall maintenance costs.
Ongoing	<input type="checkbox"/> Action to be carried out on a regular basis for the life of this Plan of Management.

**Performance target** – the desired outcome in implementing and achieving the action.

**Means of assessment** – how the achievement of the performance target can be measured and assessed.

Figure 5.1 – Landscape Master Plan



LANDSCAPE MASTERPLAN FIGURE 5.1

## 5.2.2 Landscape Character and Open space

Strategy	Pressures and Opportunities	Action	Priority	Assessment	
				Performance criteria	Means of assessment
Ensure that Park users and maintenance and construction workers are not exposed to contaminated soils.	Past site uses have left behind low level contaminants. These contaminants have been adequately remediated to allow public use.	Follow and adhere to the Environmental Management Plan (Sinclair Knight Merz, 2004) for the Park in all excavation and construction works.	Ongoing	No incidences of exposure of or to contaminated soils.	Maintenance and operations reports.
Ensure that prescribed remediation strategies are carried out.		Place a notation regarding the contamination status of the Park on the Section 149(5) Certificate for the Park.	Short	Notation made on the Section 149 Certificate.	Audit of Section 149 Certificates.
Ensure trees are healthy	A number of remnant Camphor Laurel trees appear to be declining in health.	Undertake arboricultural methods to ensure trees are maintained	Ongoing	Park retains safe and healthy trees.	Tree audits completed
	Potential danger of falling branches	Undertake regular tree inspections and carry out remedial tree maintenance as required.	Ongoing	Park retains safe and healthy trees.	Tree audits completed
Ensure adequate tree canopy is provided to the site and its surrounds	Existing street trees along the Glenmore Road frontage are of poor health	Remove and replace with Chinese Tallowood in keeping with the character of Glenmore Road.	Short	Chinese Tallowoods installed	Site audit
	Open space areas are to be maintained to encourage use	Maintain shade trees in the park in locations that do not diminish use of open grassed areas.	Ongoing	Shade trees provided and maintained in a healthy condition	Site audit
Ensure all park furniture are in keeping with the character of the site and Council's adopted furniture palette	Park furniture should be complimentary with the character of the site and robust to reduce vandalism	New furniture to comply with Council's adopted furniture palette for Paddington.	Short	Furniture installed and maintained in good condition	Site audit
		Maintain park furniture to meet the needs of park users	Ongoing	Review requests for furniture	Audit of furniture installed
Ensure lighting is adequate to meet the needs of the park users and adjoining residents	High light levels in the park at night may attract unsuitable night time use.	Review the need for lighting to ensure both night time use is discouraged and passive surveillance is maintained.	Ongoing	Review requests for lighting	Lighting requirements satisfied



Strategy	Pressures and Opportunities	Action	Priority	Assessment	
				Performance criteria	Means of assessment
Ensure landscape beds are adequately maintained	Inappropriate access to garden beds and vandalism may damage plantings. Need to suppress and remove weeds	Maintain garden areas with replacement of damaged or defective plants. Remove weeds and maintain adequate mulching.	Ongoing	Garden beds maintained	Site audit

### 5.2.3 Recreation

Strategy	Pressures and Opportunities	Action	Priority	Assessment	
				Performance criteria	Means of assessment
Minimal impact caused by companion animals on visitor satisfaction and parkland integrity.	Minimise conflicts between dogs, children and other Park users	Implement a 6-month trial of unleashed dog exercise in the Park between 4:30pm and 8:30am and on leash at other times.	Short	6-month trial completed by August 2005.	Report to Council
		Review the operation of the trial dog exercise period.	Short	Review completed by November 2005.	Report to Council and Council resolution.
		Maintain signage that prescribes dog management regulations	Short	Signs installed	Site audit
Allow for the provision of children's play equipment in the Park in the long term.	Changing demographics may increase the need for additional playground facilities in the area. Any playground facility if installed must compliment the character of the park and not diminish other park uses.	Review need and demand for provision of a children's playground during the term of the plan.	Long	Playground installed	Site audit
Facilitate the inclusion of additional and relevant recreational user groups in the park.		Review all requests for additional recreational facilities against this PoM.	Ongoing	All proposed new facilities and recreation options satisfy the uses identified in the PoM and other planning instruments.	All new request are reported on and decided upon in a timely manner.

## 5.2.4 Cultural heritage

Strategy	Pressures and Opportunities	Action	Priority	Assessment	
				Performance criteria	Means of assessment
Interpret the history of the Royal Hospital for Women within the Park.	Utilise knowledge and input from the former site owner and local history groups to prepare interpretive signage.	Consult with relevant stakeholders	Short	Input provided	Information received
		Install interpretive signage	Short	Interpretive signage is provided that details the history of site.	Signage installed
Provide a memorial to the children born at the hospital	Ensure the memorial is in keeping with the character of the park	Consult with the community and relevant stakeholders regarding the future design of the children's memorial.	Medium	Community input provided	Stakeholder satisfaction
		Install a children's memorial	Long	Memorial installed	Memorial installed
Interpret the former tennis court	Opportunity to illustrate the location of the former court	Interpret the location of the court	Short	Court interpreted	Interpretation installed

## **6 IMPLEMENTATION AND REVIEW**

### **6.1 Permitted future uses and developments**

#### **6.1.1 Introduction**

It is not possible to forecast every activity, development or structure that may occur at Royal Hospital for Women Park in the future. New activities, developments and structures may be proposed in response to an application for use of the Park, or because funding or another opportunity becomes available, or to address a management issue that may not be evident when preparing this Plan of Management.

Guidelines for assessing the appropriateness of new activities, developments and structures in Royal Hospital for Women Park are outlined below.

#### **6.1.2 Use of community land**

Any proposed use of Royal Hospital for Women Park must be consistent with the guidelines and core objectives for land categorised as 'Park' under the *Local Government Act 1993* (refer to **Section 3**).

Section 3.5 gives guidance regarding the acceptable activities in the Park.

#### **6.1.2 Use of land zoned for open space**

The *Woollahra Local Environmental Plan 1995* allows various to occur without development consent in the 6 - Open Space zone. Development consent may be granted for some other activities, and all other developments are prohibited (refer to **Section 3.1.2**).

#### **6.1.3 Permitted activities**

Activities that are permitted within the Park should be consistent with:

- ☐ The objectives of this Plan of Management (**Section 1.4**).
- ☐ The objectives for management of the Park (**Section 3**)
- ☐ Relevant legislation (**Section 3.1**).
- ☐ The zoning under the Woollahra Local Environmental Plan (**Section 3.1**)
- ☐ Community values of the Park (**Section 3.2**)
- ☐ Community objectives for the Park (**Section 3.3**)
- ☐ The core objectives for the community land category of 'Park' (**Section 3.4**)
- ☐ The future roles of the Park (**Section 3.4**)
- ☐ Proposed future uses of the Park (**Section 3.5**).
- ☐ Additional guidelines for assessing future uses and developments (**Section 6.1**).

#### **6.1.4 Proposed future works**

**Figure 5.1** shows the scale and extent of physical works to construct the Park.

All future works on the site are to be consistent with the values and actions in this Plan of Management (excluding activities which are permitted without development consent under the Woollahra Local Environmental Plan) and would be subject to normal development applications in

accordance with the *Environment Planning and Assessment Act, 1979* and the Woollahra Local Environmental Plan. This Plan of Management would be an important supporting document for the required Development Applications for the proposed works.

### 6.1.5 Leases and licences

Council does not propose to grant any leases or licences for use of the Park. Any proposed use of the Park that requires consent from Council will be subject to a casual booking registration and where appropriate a Development Application or Activity Approval with appropriate conditions imposed.

Fees for short term, casual bookings will be in accordance with Council's adopted Fees and Charges applicable at the time.

## 6.2 Resources

### 6.2.1 Council funding

The implementation of this Plan of Management is achieved through its linkage with Council's Management Plan, Operational Budget, and Capital Works Program. Funding is an integral input required to implement the Plan.

Funding arrangements for Royal Hospital for Women Park need to address recurrent costs of management and maintenance, together with capital costs for new facilities or upgrading works. Council currently funds management and maintenance costs through its annual budget allocation and uses capital funds and Section 94 funding for capital and non-recurrent works.

Funding for construction of new facilities is generally through the annual budgeting process, but special projects may be partly funded through State government grant allocations, which may involve matching funding from Council.

### 6.2.2 Other sources of funding

#### Grants

A number of Commonwealth and State government grants are available to assist with capital works in parks such as Royal Hospital for Women Park. While not exhaustive, the following list gives an indication of the range of available grant programs through which improvements to the Park consistent with its size, district catchment and intended uses could be funded.

Grant	Organisation	Purpose
<b>Commonwealth</b>		
Public Art Program	Ministry for the Arts	Grants of up to \$4,000 are available to assist in the commissioning of concept proposals by artists. Matching grants of up to \$20,000 are available for commissioning public art.
<b>State</b>		
Heritage Study and Promotion Projects	NSW Heritage Office	Studies, promotion, interpretation and presentation, histories and other projects for heritage items in NSW.
Environmental Trust: Integrated Environmental Program	Environment Protection Authority	Environmental restoration and rehabilitation to prevent or reduce pollution, waste or other environmental degradation, including bush regeneration.

### **6.2.3 Partnerships**

There is an opportunity to develop partnerships in relation to improvements to the Park or ongoing management. For example, local residents / user groups or the Benevolent Society may be willing to assist in the funding or management of the park.

## **6.3 Maintenance regime**

The park will be maintained to a high standard. This includes undertaking the following maintenance works:

- grass will be maintained to ensure even coverage and weed free;
- gardens beds will be weed free;
- young trees will be protected to ensure successful establishment;
- furniture such as seating and pathways will be cleaned regularly;
- any graffiti will be removed as soon as possible;
- any vandalism will be repaired as soon as practical ;
- interpretive and regulatory signs will be maintained in good condition; and
- bins will be emptied regularly.

## **6.4 Review of this Plan of Management**

This Plan of Management will be monitored annually and reviewed every five years, and updated as necessary to reflect changing community and Council priorities and issues, and to recognise completed actions. Review of this Plan of Management will take into account the outcomes of periodic reviews of Council's strategic and operational plans.

The Action Plan tables will be reviewed and revised yearly in accordance with Council's budgets, Capital Works Program and changing priorities.

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