

APPENDIX 11

Overview of Recreation Planning Issues



Barangaroo Headland Park

OVERVIEW OF RECREATIONAL PLANNING ISSUES

Prepared for
BARANGAROO DELIVERY AUTHORITY

Prepared by
Elton Consulting

Contents

INTRODUCTION	1
RECREATION NEEDS	7
HEADLAND PARK DESIGN ISSUES	25
CONCLUSION	39



1 Introduction

1.1 Background

Headland Park is one of three precincts that comprise Barangaroo. Headland Park is currently being planned and designed for the Barangaroo Delivery Authority in the context of an overall Public Domain plan for all of Barangaroo. It is important that the initial works for Headland Park are informed by an understanding of its future role as a significant recreational asset for Sydney and that plans for the park are capable of accommodating a range of primarily informal recreational and community needs.

1.2 Purpose of this report

This overview of issues relevant to a Recreational Plan for Headland Park has been prepared to address the requirements of Statement of Commitment 12B as follows:

To inform the preparation of the HP Sub Plan for the Headland Park a Recreational Plan will be prepared which will consider the following:

- / the desires of the general and local communities
- / transport needs and connections
- / activation of the parkland spaces
- / cultural and recreational needs
- / the park location and space capacity constraints including the relationship to the increasing population of the city and Barangaroo
- / universal access
- / operation times, events and management.

This preliminary report outlines how, at this level of planning and design, Headland Park supports the intention of the guiding principles prepared to inform the development of the public domain plan for Barangaroo. It also enumerates a number of considerations that are more appropriately addressed in:

- / detailed design of subsequent project applications for Headland Park.
- / the development of strategies for the management of large events for all of Barangaroo including the Headland Park.

Although extensive consultation has already been undertaken by the Authority, it is important to note that much of the detail of the recreational plan cannot be fully defined at this point in time as it is dependent upon an understanding of the full nature of cultural and recreational activities, facilities and settings across Barangaroo South, Barangaroo Central and the Headland Park. These will be further identified and defined through an extensive community planning process to be undertaken over the next year.

Consistent with best practice community development principles, the Barangaroo Community Plan (including the Recreational Plan) will be developed through an iterative and incremental process that will engage all relevant stakeholders to consider and define the needs and priorities for wellbeing at Barangaroo. In addition to existing stakeholders, the Community Plan will also aim to address the evolving needs of the emerging community who will make Barangaroo 'their place'. An outline of the proposed community plan and process to develop it is contained in Appendix A.

It is the Authority's intention to seek endorsement of Barangaroo as a One Planet Community - <http://www.oneplanetliving.org/index.html>. This will provide an internationally recognised and independently verified platform to demonstrate Barangaroo's exemplary environmental, economic and social sustainability goals. Importantly it will serve as a platform to enable residents, workers, visitors and investors to easily understand and to play an active part in Barangaroo's exemplary sustainability solutions. The following One Planet Living Principles are of particular relevance to recreational planning at Barangaroo:

- / Health and happiness - encouraging active, sociable, meaningful lives to promote good health and well being.
- / Culture and heritage – reviving local identity and wisdom; supporting and participating in the arts.

It is also important to note that the renewal of Barangaroo is a fifteen year project with Headland Park being delivered in 2014. It is critical in the initial planning phase to have some certainty regarding overall needs and aspirations and the type of facilities and amenities being considered and this will be established in the forthcoming community planning process. However it is also advisable to maintain a degree of flexibility to enable new ideas and approaches and the needs of the emerging community to be incorporated at various project application phases over this long delivery timeframe.

This process of developing the detailed recreational plan will ensure that Headland Park as a major metropolitan asset complements recreational programs and community infrastructure developed for Barangaroo South and Barangaroo Central. It will also ensure that:

- / further community consultation informs the development of activities, programming and detailed design of the Headland Park.
- / management strategies for Headland Park will be prepared in the light of known uses for the potential cultural facility, the nature of Barangaroo Central, and the public transport and pedestrian infrastructure that is currently being reviewed.

1.3 Methodology

Preparation of this preliminary overview has involved:

- / consideration of State, regional and local plans relevant to open space and recreation.
- / review of background documents relating to Barangaroo and Headland Park, such as the Draft Governing Principles, community consultation outcomes, and draft public domain and park designs by Johnson Pilton Walker (refer to Figure 1.1).
- / review of recreational needs literature, including the City of Sydney Draft Open Space and Recreational Needs Study 2007 and recreation participation trends.
- / meeting and liaison with Johnson Pilton Walker about park design issues and solutions.
- / review of recreational activity and facility management plans and policies of the City of Sydney, Sydney Harbour Foreshore Authority, and Botanic Gardens Trust about recreational issues in large open spaces in the Sydney CBD with similarities to Headland Park.

Source: Johnson Pilton Walker, 28 September 2010

1.4 Contents

The remainder of this report includes:

- / recreation needs and participation trends (Section 2).
- / design issues affecting potential recreational use of Headland Park and ways to address recreational issues and risks (Section 3).



FIGURE 1.2 DRAFT BARANGAROO HEADLAND SECTION

Source: Johnson Pilton Walker, 22 September 2010



2 Recreation needs

2.1 Introduction

Recreation needs and desires of the general and local communities that can be satisfied at Headland Park were derived at this initial stage by:

- / considering State government plans for open space, and initiatives to facilitate health and active living.
- / reviewing the Draft Governing Principles for Headland Park.
- / reviewing City of Sydney's Draft Open Space and Recreation Needs Study (Stratcorp Consulting and Clouston Associates, March 2007).
- / considering relevant recreation participation trends in Sydney, NSW and Australia particularly in the context of informal passive recreational open spaces on the waterfront in high density urban areas.

The community planning process to be undertaken for the Barangaroo Delivery Authority in the next few months will investigate in detail a unified approach to recreation provision between Headland Park, Barangaroo Central and Barangaroo South.

2.2 Planning context

2.2.1 State planning context

NSW STATE PLAN

Headland Park directly supports many of the key priorities and targets outlined in the NSW State Plan <http://www.nsw.gov.au/stateplan>, in particular the following:

Better transport and liveable cities

- / Grow cities and centres as functional and attractive places to live, work and visit.
- / Increase walking and cycling

Healthy communities

- / Promote healthy lifestyles

Stronger communities

- / Promote our parks
- / Increase participation in recreational and sporting activities
- / Increase participation in the arts and cultural activity

A key priority (E8) of the NSW State Plan for 'Environment and Living' is:

'More people using parks, sporting and recreation facilities, and participating in the arts and cultural activity'.

Communities NSW Sport and Recreation is responsible for meeting targets for this priority, including to increase:

- / the number of visits to State government parks and reserves by 20% by 2016.
- / the number of people participating in sporting activities and physical exercise by 10% by 2016.

New directions that the State Government will consider to achieve the above targets include promoting the Healthy Parks / Healthy People program, and developing a more strategic approach

with local government to improve their sporting and recreational facilities.

ACTIVE LIVING

The proposed new parkland will also achieve many of the key principles outlined in the Active Living Statement prepared by the Premier's Council on Active Living:

- / **Walkability and Connectivity** – improve safe and easy active travel connections to local destinations.
- / **Active Travel Alternatives** – promote public transport use, cycling and walking to help reduce car dependency.
- / **Legibility** – make walking and cycling routes easier to find through signposting, direct walking/cycling routes and provision of public transport information.
- / **Quality Public Domain** – provide well-located and designed open space, with facilities for all community members.

http://www.pcal.nsw.gov.au/__data/assets/pdf_file/0010/95698/Why_Active_Living_Statement_low_res_21_06_10.pdf

HEALTHY URBAN DESIGN

Headland Park, as part of the complete redevelopment of Barangaroo and through its integration into existing neighbourhoods, supports many of the key objectives enumerated in NSW Health's recently released Healthy Urban Design Checklist http://www.health.nsw.gov.au/pubs/2010/pdf/hud_checklist.pdf, including:

PHYSICAL ACTIVITY

- / (PA1) Encourage incidental physical activity
- / (PA2) Promote opportunities for walking, cycling, and other forms of active transport
- / (PA3) Promote access to usable and quality public open spaces and recreational facilities

TRANSPORT AND CONNECTIVITY

- / (TC1) Improve public transport services
- / (TC2) Reduce car dependency and encourage active transport

CRIME AND SAFETY

- / (CS1) Consider crime prevention and sense of security

PUBLIC OPEN SPACE

- / (PS1) Provide access to green space and natural areas
- / (PS2) Ensure that public open spaces are safe, healthy, accessible, attractive and easy to maintain
- / (PS3) Promote quality streetscapes that encourage activity
- / (PS4) Engender a sense of cultural identity, sense of place and incorporate public art
- / (PS5) Address the preservation and enhancement of places of natural, historic and cultural significance

SOCIAL INFRASTRUCTURE

- / (SI1) Provide access to a range of facilities to attract and support a diverse population
- / (SI2) Respond to existing (as well as projected) community needs and current gaps in facilities and/or services
- / (SI3) Provide for early delivery of social infrastructure
- / (SI4) Promote an integrated approach to social infrastructure planning
- / (SI5) Maximise efficiencies in social infrastructure planning and provision

SOCIAL COHESION

- / (SC1) Provide environments that will encourage social interaction and connection amongst people
- / (SC2) Promote a sense of community and attachment to place
- / (SC3) Encourage local involvement in planning and community life
- / (SC4) Minimise social disadvantage and promote equitable access to resources
- / (SC5) Avoid community severance, division or dislocation

ENVIRONMENTAL HEALTH

- / (EH1) Contribute to enhancing air quality
- / (EH2) Contribute to enhancing water quality, safety and supply
- / (EH4) Consider the potential for hazards (both natural and man made) and address their mitigation.

HEALTHY PARKS HEALTHY PEOPLE

Healthy Parks Healthy People is an initiative developed in Victoria which has been adopted in NSW by the Sydney Parks Group comprising government departments (Departments of Planning, Health, Tourism Sport and Recreation, and Environment, Climate Change and Water;) and managers of key open spaces (including the Botanic Gardens Trust, Centennial Parklands, and Sydney Harbour Federation Trust).

Healthy Parks Healthy People aims to encourage increased visitation to parks and gardens by highlighting and promoting the mental and physical benefits of spending time in parks.

2.2.2 Metropolitan planning context

The Metropolitan Strategy for Sydney (2005) aims to achieve a more sustainable city, including to enhance liveability. Seven subject areas of the Metropolitan Strategy include Parks and Public Places. The vision for Parks and Public Places is that:

- / Sydney will have fair access to quality parks and public places for leisure, sport and recreation for the local community and visitors. The city will have a range of open spaces that meet the diverse and changing needs of the community.
- / a network of recreation trails will provide walking and cycling opportunities linking centres and parks.

Relevant objectives and initiatives for Parks and Public Places are to:

- / increase access to quality parks and public places by improving the quality of regional open space, and improving access to waterways and links between bushland, parks and centres.
- / provide a diverse mix of parks and public places by improving the quality of local open space, and by investigating the future options for open space provision and management.

Following on from the Metropolitan Strategy for Sydney, key relevant strategies for the Sydney City Sub-Region (Department of Planning, 2008) are outlined below.

TABLE 2.1 STRATEGIES FOR PARKS, PUBLIC PLACES AND CULTURE IN THE SYDNEY CITY SUB-REGION

First-level strategy	Second level strategy	Third-level strategy
F1 Increase access to quality parks and public places.	F1.2 Improve the quality of regional open space.	F1.2.1 NSW Government and Council to continue to upgrade the public domain at iconic places, including the proposed Barangaroo development.
	F1.3 Improve access to waterways and links between bushland, parks and centres.	F1.3.1 Department of Planning and City of Sydney Council in partnership with DECCW and RTA to continue to develop the framework for an integrated network of regional recreation trails as part of the overall open space system. This will include continuing to complete gaps in existing trails including the Homebush to Sydney CBD foreshore trail.
		F1.3.2 City of Sydney Council and NSW Government to continue to upgrade access to foreshores within the subregion, including at Barangaroo.
F2 Provide a diverse mix of parks and public places.	F2.2 Investigate future options for open space provision and management.	F2.2.2 The Department of Planning to continue to plan for the development of a waterfront city park at Barangaroo.

2.2.3 City of Sydney

Sustainable Sydney 2030 sets out City of Sydney Council's vision for the city which includes a safe and attractive walking and cycling network linking the City's streets, parks and open spaces. Relevant strategic directions, objectives and targets of Sustainable Sydney 2030 are:

TABLE 2.2 STRATEGIC DIRECTIONS, OBJECTIVES AND TARGETS FOR CITY OF SYDNEY RELATING TO RECREATION

Strategic directions and objectives	Targets
A city for walking and cycling	At least 10% of city trips will be made by bicycle and 50% of trips by pedestrian movement
	Every resident in the City of Sydney will be within a three minute walk (250 m) of continuous green links that connect to the Harbour Foreshore, Harbour Parklands, Moore or Centennial or Sydney Parks.

2.2.4 Headland Park

The Draft Governing Principles below set out the future character and use of Headland Park, specifically informal recreation in a naturalistic harbourside park. This Recreational Plan is based on these principles.

1 Barangaroo as a whole and well connected to its surrounds

- 1.1 The public domain is to be developed as a whole; each component should relate to the whole of the site.
- 1.2 The public domain should be well integrated and connected to the surrounding precincts including Millers Point, Dawes Point, Walsh Bay and the city. East-west connections are important; these connections should be provided at grade wherever possible.
- 1.3 Argyle Street should be enhanced to provide at-grade access to the headland park. The location, alignment and character of other connections requires detailed urban design analysis to ensure appropriate design.
- 1.4 All elements, buildings, sculpture and other park ornaments and activities should exist clearly within the park, not interrupting or modifying the major park elements and their structural or spatial continuity.
- 1.5 Furniture of the park; lights, benches, pavements, rails and planting, etc., should be suitable for the whole of Barangaroo and should reflect an understanding of the City palette (Design Codes).

2 A grand Harbour Park for Sydney

- 2.1 The harbourside parklands will feature three high quality public domain precincts and two generous coves, linked by a continuous waterfront promenade.
- 2.2 The three distinct precincts will comprise the following:
 - 2.2.1 Headland Park and Northern Cove: an iconic passive open space, natural form and character sufficient soil depth for large trees;
 - 2.2.2 Central Public Domain: a large active open space; and
 - 2.2.3 Southern Cove Public Domain: a vibrant urban waterfront and pedestrian plaza.
- 2.3 Further design guidelines for each precinct are outlined below.

3 Foreshore Promenade

- 3.1 Provide a distinctive continuous public foreshore promenade of appropriate scale to reflect the character and scale of the parkland precincts and connect King Street Wharf and Walsh Bay.
- 3.2 The public foreshore walk should be expressed clearly from King Street Wharf on the south to the northeastern corner of the park
- 3.3 The promenade edge will complement the sandstone sea walls of Sydney Harbour.
- 3.4 The character of the natural rock edges of Sydney Harbour's parks and islands could be reinforced by the use of large scale sandstone elements in the promenade.
- 3.5 The foreshore walk is to be edged by built form which activates and provides public amenity. (Note – this may mean a exploration /reconsideration of the position of Globe Street- it has always been expected that winners of Stage 1 would do this based on international case studies to ensure we get the BEST waterfront)

4.0 The Headland Park

4.1 Character

- 4.1.1 Create an iconic Headland Park at the northern end of the site to complement the headland parks of Sydney Harbour such as Goat Island, Ballast Point and Balls Head.
- 4.1.2 The Headland Park to have a 'natural' form, connecting Merriman Street at Millers Point to the water's edge.
- 4.1.3 The outline and form of the headland which existed in 1836 (the early settlement shoreline) will serve as a guide for the reconstruction of the headland, its curved shoreline and relationship with the water's edge.
- 4.1.4 The character of the Headland Park will reflect the rugged sandstone topography of Sydney Harbour and include plantings of large figs (Moreton Bay and Port Jackson figs) and native trees similar to the parklands at Mrs Macquarie's Chair.
- 4.1.5 Munn Reserve and Clyne Reserve should be sensitively integrated into the Headland Park and assist in providing legible entry into the Park.

4.2 Design

- 4.2.1 Provide for a diversity of use and experience within the park whilst ensuring the vision of a naturalistic headland is maintained.
- 4.2.2 Uses for the headland park should be determined by considering Barangaroo in its entirety and also the overall Harbor Village North Precinct (Observatory Hill).
- 4.2.3 Options for a use within the profile of the park will be explored of approximately 75,000 m³ or 18,000 m².
- 4.2.4 Cultural and Community Uses within the Park should be determined by a study of what Sydney needs and what use will enhance the park.
- 4.2.5 Maximise flexibility of the potential future use with a large span structure with a regular structure.
- 4.2.6 The Headland Park will provide for passive recreation and incorporate a concealed car park for approximately 300 cars.
- 4.2.7 Ensure Headland form, Car Park and void for potential future use meet cut/fill requirements.
- 4.2.8 Ensure that structures within the Headland form are designed to integrate with grading levels to maximise opportunities for activation of the parkland.
- 4.2.9 Maximise the impact and value of the existing sandstone escarpment.
- 4.2.10 Explore opportunities for cultural programming / direction for the potential use.
- 4.2.11 Maintain views over the headland park from adjacent streets and public spaces.
- 4.2.12 Explore opportunities to reinforce the Cultural Ribbon concept and also the Eora Journey outlined in the City's 2030 visions.

4.3 Connections

- 4.3.1 Provide multiple pedestrian entry/exit positions for the Car Park and the potential use provided there is a clear hierarchy or legibility of “main entrance”.
- 4.3.2 Link pedestrian exit / entry points to features within the Headland landscape such as “Amphitheatre”, “Beach”, “Northern Cove” and “Northern Rock pools”.
- 4.3.3 Provide accessible paths of travel between each of the features and facilities within the Headland Park.
- 4.3.4 Examine possibilities of linking internal programming of the potential use with the Amphitheatre
- 4.3.5 Explore opportunities for openings, voids and cuts in top of the headland that can create connections between internal and external spaces without compromising naturalistic views of headland from water and distant pedestrian views.
- 4.3.6 Provide an active frontage to Dalgety Road/Towns Place at the northern edge of Headland Park. The existing retaining wall frontage could be improved with the introduction of active uses at street level.
- 4.3.7 Respond to the existing character and connections through Clyne and Munn Reserves through the integration, preservation or reinterpretation of these spaces.

5 Transport

- 5.1 Integrate a car park for approximately 300 cars under the Headland Park.
- 5.2 Provide a pedestrian exit from the car park to Merriman Street.
- 5.3 Provide improved transport and pedestrian access between Walsh Bay cultural uses, and supporting uses at Barangaroo, including restaurants, bars and cafes.

6 Moore’s Wharf

- 6.1 Configure Moore’s Wharf and its waterfront curtilage as a ‘peninsular’, terminating the row of existing wharf buildings at Walsh Bay and featuring the Towns Bond building.

7 Merriman Street

- 6.2 Enhance and widen Merriman Street, using the cliff edge and the 19th century workers cottages as a backdrop. Explore the future uses of the cottages as a contributor to activating the car park and providing amenity as we should with Moores building.
- 6.3 Investigate the potential to enhance the character and use of the existing terraces to activate the Headland Park frontage and complement uses in the Walsh Bay cultural precinct.
- 6.4 Remove or modify the maritime control tower. Explore opportunities for the tower to be transformed into a public art work that enhances the park’s legibility.

8 Northern Cove

- 8.1 Create a generous cove at the southern end of Headland Park and create a visual link from Hickson Road.
- 8.2 Define the edge of the cove, for example through the use of a sandstone sea wall, to act as a transition between the green headland and the waterfront edge of the Central Parklands.
- 8.3 Incorporate a small wharf as a temporary set down for vessels such as water taxis.

2.3 Recreation needs

2.3.1 Expressed needs

SOUTHERN SYDNEY REGION

Investigations in relation to recreation opportunities in the Southern Sydney region (HM Leisure Planning and Inspiring Place, 2003) have shown that recreation needs focus on:

- / linear trails and walkways.
- / sportsgrounds.
- / quality playgrounds.
- / indoor aquatic centres and ball sports venues.
- / informal recreation opportunities.
- / higher quality and more focused informal parks.

Key gaps in the Southern Sydney region to be addressed are:

- / more sports fields.
- / linear trails in a range of settings.
- / informal social opportunities in facilities for youth.
- / recreational opportunities for people with disabilities.
- / regional playgrounds.

Headland Park will be a setting catering particularly for accessible linear trails and informal recreation.

CITY OF SYDNEY

Headland Park will also contribute to catering for and supporting the expressed needs and desires for recreation by the general and local communities who live and work in and visit City of Sydney as derived from community consultation and demographic analysis (Stratcorp Consulting and Clouston Associates, March 2007). Such needs that can be satisfied by Headland Park are set out below. These will be further assessed in the preparation of the community plan and responded to in detailed design development.

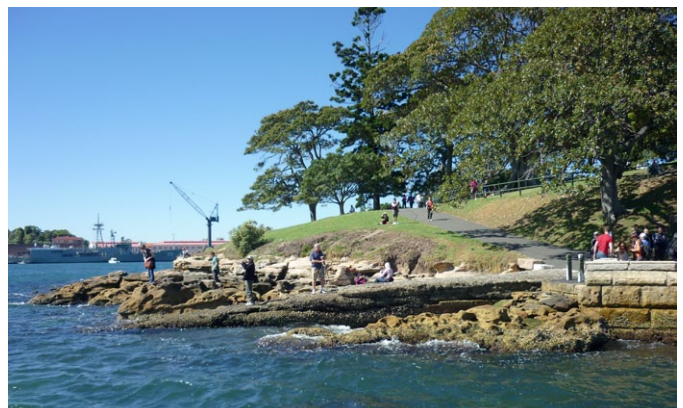


TABLE 2.3 POTENTIAL ACCOMMODATION OF RECREATION NEEDS IN HEADLAND PARK

Strategic objectives of City of Sydney	Action	How can be potentially accommodated / addressed in Barangaroo Headland Park
Distribution of open space across the city is uneven. High numbers of very small parks constrains diversity of open space.		Headland Park will significantly add to provision of a large area of open space on the western side of the CBD.
Increase multi-purpose use of the open space network.	Provide for lunchtime sport for CBD workers and an area for ball games.	The open flat grassed area on the upper level of the headland could be suitable for CBD office worker recreation at peak times or for overflow use when Barangaroo Central facilities are at capacity. In this case informal games with spaces marked by witches hats/cones rather than line marking could be considered.
Create a quality network of play environments and facilities to meet the needs of children and carers.	Provide play facilities.	Consistent with its nature as an informal recreational space no formal play equipment will be provided in Headland Park. Children's play opportunities in Headland Park will be available on gentle grassy slopes, paths, rocks and rock pools.
Promote use of the open space network for cultural and community events, celebrations, markets, busking, meeting spaces and other events.	Provide for community events.	Cultural and community events will be held primarily on the flat grassed area on the headland and at the cultural facility. The foreshore promenade also provides a large flat area suitable for viewing and large events. The gentle north facing lawns will provide excellent vistas of events such as fireworks displays. See Section 3 below for event management considerations.

Strategic objectives of City of Sydney	Action	How can be potentially accommodated / addressed in Barangaroo Headland Park
Ensure there is a range of indoor and outdoor facilities and spaces suitable for older persons and which can be easily accessed.	Provide more circuit-style walking paths within parks.	Linked and accessible walking paths will be available at all levels of Headland Park. The foreshore promenade will be 10 metres wide and secondary paths 4 metres wide. The 10 meter wide foreshore path is split 5 meters for pedestrians and 5 meters for cyclists. The cycle path is not a shared pathway. For details regarding access for general older people and people with a disability please refer to the Access Report. The path surface is yet to be determined, but it should be largely smooth, and suitable for wheelchairs and prams/strollers. The path colour should not be too dark that it absorbs heat in summer, but not too light that it is glary in sunlight. Desire lines and informal paths between upper level and the foreshore through the vegetated slopes as they are established are to be expected. There should be no 'dead-ends' in the path network for safety and ease of wayfinding.
Ensure there is a range of indoor and outdoor facilities and spaces suitable for older persons and which can be easily accessed. (cont.)	Provide seats as well as places to gather, picnic and socialise in shade in summer and in sun in winter.	Seating should be provided at intervals along the foreshore promenade and on upper level paths for people to rest, enjoy views of the harbour and watch activities in the park. Seating could also take more natural forms such as low level stone benches or walls tiered grassed areas etc. Gathering spaces will be available on the upper level, northern lawn area, and the cultural facility area. Picnicking opportunities will be available throughout the park on the grass, under trees, and on walls. The planting intention is scattered trees on the upper level and heavily vegetated slopes falling towards the foreshore. Tree species and spacing will be determined to provide shade and solar access in both summer and winter.

Strategic objectives of City of Sydney	Action	How can be potentially accommodated / addressed in Barangaroo Headland Park
	Ensure there is a network of accessible toilet facilities across the City.	Toilet facilities to be provided preferably associated with existing and planned buildings including the cultural facility and the carpark. Accessible toilets are to be provided in each bank of mainstream toilets.
Residents with companion animals will have a range of options and destinations for exercising and socialising.	Identify opportunities for dog off leash sites by considering adequacy of open space, equitable distribution across the City, and compatibility with other park uses.	The need to exercise companion animals must be balanced against potential conflicts with other park users, waste and other issues. Options for dog exercise include: / dogs on leash only throughout the park at all times. / unleashed dog exercise in certain areas at certain times of the day. Provide water taps/bowls, and dog waste bags and bins.
Support the use of outdoor - areas for personal training.		Personal training to be encouraged under a use agreement or similar with conditions of use including hours of operation, areas permitted, no use of park furniture and steps, and noise levels.
Ensure equitable distribution of facilities that can be used for informal, unstructured activity.	Consider new installations in larger parks to improve provision to free recreation facilities such as tennis rebound walls, bocce courts, golf practice cages, fitness circuits/ equipment, outdoor ping pong, park tables with chess board tops.	This type of more formal recreation infrastructure is not appropriate for Headland Park but there may be opportunities for inclusion in Barangaroo Central.

Source: City of Sydney Draft Open Space and Recreation Needs Study (Stratcorp Consulting and Clouston Associates, March 2007).

Strategic objectives of City of Sydney	Action	How can be accommodated / addressed in Barangaroo Headland Park
Facilitate opportunities for passive-use boating.	Where appropriate provide landing sites for passive craft, such as ramps, pontoons and seawall steps.	The Northern Cove, as well as defining the headland separating it from the remainder of Barangaroo, will also act as a recreational boating pick up and drop off area both as a jetty and at appropriate water land edges for different size and type of craft. This can extend from kayaks and canoes through to pleasure boating and should become, as other parts of Barangaroo, a boating pick up and drop off point.
Encourage pedestrian and cycle access to and between the open space network.	Provide or enhance pathway circuits and boundary paths at all major parks.	Recreational cycling routes will be catered for within Headland Park as commuter cycling will be catered for by a commuter route along Hickson Road. The foreshore promenade will be wide enough to support cyclists and walkers. Options to separate cyclists from walkers to minimise conflicts include line and symbol markings on the path, and physical separation by a low wall.

Source: City of Sydney Draft Open Space and Recreation Needs Study (Stratcorp Consulting and Clouston Associates, March 2007).

TABLE 2.4 POTENTIAL ACCOMMODATION OF SPECIFIC PROPOSALS FOR EAST DARLING HARBOUR IN HEADLAND PARK

Strategic objectives of City of Sydney	Action	How can be accommodated / addressed in Barangaroo Headland Park
Opportunity to provide a place in which people can experience a variety and diversity of park experiences.	22 ha site with a 1.4 km long foreshore and 11 ha of parkland.	
	public foreshore promenade along the site's water frontage to form part of the future approved Harbour Foreshore Walk. The promenade should accommodate a range of passive and active recreational uses including walking, cycling and areas for relaxation. The character of the promenade should reflect and integrate with the adjoining uses.	A public foreshore promenade will be provided along the water frontage of Headland Park. It will have separate paths for walking and cycling. The temporary arrangements for the cruise terminal are now in operation. In the longer term it is not proposed to berth ships at Barangaroo.
	space where people can engage with the water.	Rocks to be reinstated along the foreshore will provide opportunity for paddling in the water, exploring the rock pools and fishing.
	spaces to facilitate events, festivals, celebrations, community gatherings, New Years Eve fireworks, etc.	The park will be a significant vantage spot for fireworks / harbour events, primarily on the flat grassed area on the upper level of the headland and around the foreshore edge of the park. See Section 3 below for event management considerations.
	spaces that are more intimate, quiet and sheltered.	Intimate, quiet and sheltered spaces to be provided through a planting design.
	open areas for active recreation: ball games, playing field area for touch football, mini-soccer, netball that caters for CBD office worker recreation.	Open flat grassed area on upper level of headland will be suitable for CBD office worker recreation. Informal games with spaces marked by witches hats/cones rather than line marking are preferred.

Strategic objectives of City of Sydney	Action	How can be accommodated / addressed in Barangaroo Headland Park
Opportunity to provide a place in which people can experience a variety and diversity of park experiences. (cont.)	support facilities such as well-designed public toilets.	Toilet facilities to be provided preferably associated with existing and planned buildings including the cultural facility and the carpark. These will include accessible toilet facilities. Portable toilets should be provided for special events.
	provision of substantial district playground facilities would provide a focal point / activity generation.	Barangaroo Central would be more appropriate for district playground facilities.
Develop a network of Recreation Precinct Parks.	New Recreation Precinct Park at East Darling Harbour to contain a diversity of structured and unstructured recreation opportunities at the one location. Recommended to include formal boulevard and plaza areas integrated with the proposed harbourside shared path system and expansive open grassland areas with capacity to accommodate a variety of unstructured and structured recreation activities suitable for people of all ages and backgrounds (such as 6-a-side touch / soccer matches for City workers and 3-on-3 basketball for young people).	All these recreation opportunities will be provided at Headland Park, except boulevard/plaza areas and basketball courts which would be more appropriate for Barangaroo Central and South. There are a number of locations within the park suited to the large extended family picnics.
Improve the provision for people to participate in cricket across the City.	A future site to install cricket practice nets for use by organised groups (clubs) and as facilities for community recreation.	Not appropriate for Barangaroo Headland Park.
Improve the provision for people to participate in soccer across the City.	Ensure proposed expansive open space areas at East Darling Harbour are designed and constructed to accommodate unstructured soccer activities, such as 6-a-side soccer (particularly mid-week, daytime use for City workers).	Expansive open space areas for unstructured soccer activities will be available at Headland Park. The potential for conflicts between unstructured active and passive recreational activities will need to be managed.

Strategic objectives of City of Sydney	Action	How can be accommodated / addressed in Barangaroo Headland Park
Ensure people from diverse cultures have access and opportunity to utilise recreation facilities and open space areas.	Identify appropriate locations for the development of bocce courts within the City's open space network. Sites could include East Darling Harbour.	Could be considered in the detailed design stage.
Ensure equitable distribution of facilities that can be used for informal, unstructured activity.	Include provision for informal active recreation activities (such as frisbee, kite flying, 6-a-side soccer, touch etc.) in proposed new open space areas in the City, including East Darling Harbour.	There will be sufficient space on the upper level of Headland Park for informal active recreation activities. The potential for conflicts between unstructured active and passive recreational activities will need to be managed.
Provide accessible open space within safe walking distance of all residents by developing and extending the open space network.	Continue to advocate for open space provision at East Darling Harbour for both passive and active recreation activities (requiring liaison with SHFA).	Passive and active recreation activities will be provided for throughout the park.
Ensure appropriate provision of quality open space from the development approval process.	Assess open space acquisition / dedication opportunities at East Darling Harbour based on recommended guidelines.	Headland Park contributes 5.4 hectares to open space within the CBD.
Develop open space networks.	Key strategic foreshore open space links being planned and developed include East Darling Harbour to The Domain.	Barangaroo Headland Park is part of the Sydney Harbour Walk linking East Darling Harbour with The Domain.
	Key connections for feasibility assessment between East Darling Harbour and Kent Street underpass (Healy Street), and Observatory Hill Park (Little Clyde Street / Agar Street).	A connection between the northern section of Observatory Park and Headland Park is desirable and should be assessed. The Kent Street underpass and southern Observatory Hill Park would link with Barangaroo Central.

Source: City of Sydney Draft Open Space and Recreation Needs Study (Stratcorp Consulting and Clouston Associates, March 2007).

2.3.2 Other recreation needs / opportunities

Recreation needs and opportunities that have not been formally documented in the City of Sydney Draft Open Space and Recreation Needs Study that can be accommodated by Headland Park are outlined below.

TABLE 2.5 OTHER RECREATION NEEDS THAT CAN BE ACCOMMODATED AT HEADLAND PARK

Recreation need	How can be accommodated / addressed in Barangaroo Headland Park
Access to a 'natural' foreshore west of the Harbour Bridge (the closest 'natural' foreshore is at Mrs Macquarie's Point).	Rocky foreshore provides opportunities for primary contact with water.
An opportunity to experience bushland close to the CBD.	Dense planting of trees on the sides and upper level of Headland Park will provide a 'bushland' setting.
A publicly accessible grassed area on the harbour on the western side of the CBD.	Headland Park's large grassed open spaces will be publicly accessible.
Space for personal training and involving hill running. Such use at Observatory Hill is causing wear-and-tear issues.	Headland Park will have slopes that may be used for personal training, subject to a personal training policy and conditions of use to avoid wear-and-tear.

2.3.3 Cultural Needs Assessment.

Cultural uses will be an important aspect of ensuring Barangaroo is an active and vital part of the city.

The Authority is presently undertaking a number of processes to understand the range of potential cultural and community uses that may have "good fit" with Barangaroo and could be accommodated at a number of locations across all of three precincts. These include:

- / Working with Community NSW, the City of Sydney and the Greater Sydney Partnership to undertake a cultural audit and gap analysis
- / A community forum on 1 September focusing on cultural activation of Barangaroo
- / A web based forum promoting broad community discussion on cultural uses at Barangaroo
- / A six week submissions process seeking detailed proposals on cultural and other uses at Barangaroo.

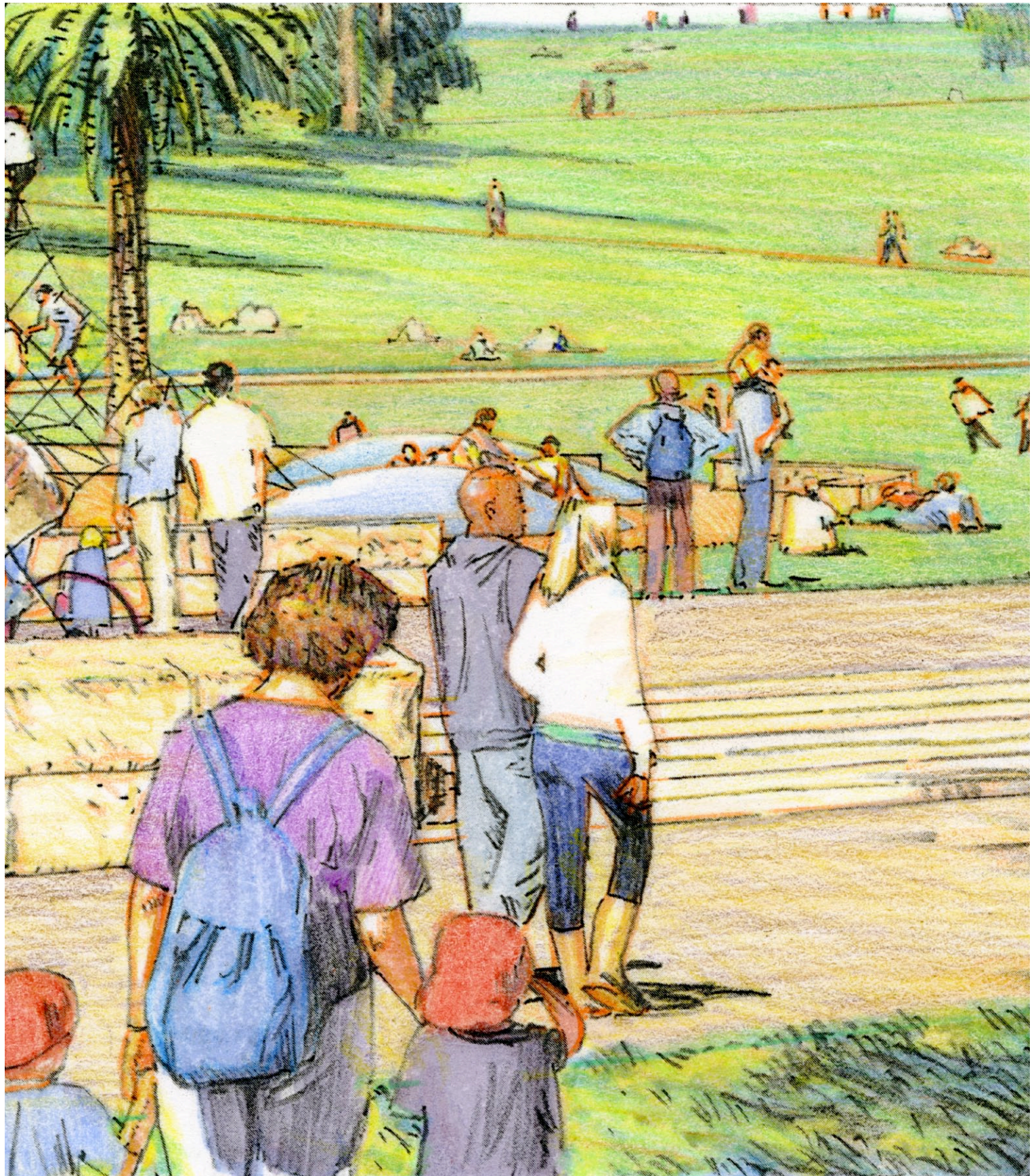
The outcomes of these various processes will inform subsequent planning for all three precincts including the operations and detailed design of Headland Park and the associated cultural facility.

2.4 Recreation participation trends

Relevant trends in recreation activity participation are:

- / Informal recreation activities are much more popular than active sporting activities in terms of numbers of participants.
- / Desire to enjoy food and beverages in public open space.
- / Flexibility in provision of facilities. Changes in recreation preferences towards newer and more varied activities which are available in more time periods.
- / Increasing interest in recreational activities where people experience, protect, restore and study natural settings.
- / Interest in health and fitness. There is a growing interest and awareness in physical fitness and healthy living among all age groups. Fitness is increasingly seen as part of a balanced lifestyle for health, rather than just a leisure activity. Recent changes include:
 - » the concern about obesity in children has led to the recognition that children should be encouraged to keep physically active, and the development of activity programs for children.
 - » personal fitness activities are becoming an increasingly sophisticated, comprehensive and commercial service offered by gyms and individual personal trainers often in Council parks and indoor fitness centres. "Boot camps" are a high-profile form of such activities.
- / activities requiring commitment for attendance at a specified time are declining in favour of activities that can be participated in informally at flexible times, such as walking, swimming, cycling and gym activities.
- / Increase in demand for outdoor recreation. Outdoor recreation activities that take place in natural settings, such as bushwalking, mountain bike riding, camping and fishing, are growing in popularity. There is likely to be substantial demand for natural settings and destinations close to urban populations in future.
- / New activities. New activities are constantly emerging as a result of overseas trends, cultural diversity and the increasing impact of technology on leisure choices, including computer games and hand-held communication devices, and using new equipment such as scooters and Ripstix.

The more informal of these recreational trends can be accommodated at Headland Park in various forms appropriate to the desired character of Headland Park.



3 Headland Park Design Issues

3.1 Introduction

Options to address park design issues below are related to:

- / provision of flexible multi-use spaces.
- / recreational capacity in a primarily passive informal recreation space.
- / event management.
- / management of public risk and mitigating measures.

3.2 Provision of flexible multi-use spaces

3.2.1 Potential park users and activities

Commitment 12B requires the park location and space capacity constraints, including the relationship to the increasing population of the city and Barangaroo, to be addressed. When fully developed Barangaroo South and Central will accommodate a worker population of 23,000 people up to 33,000 daily visitors and in the order of 1,500 to 2,000 residents. It is envisaged that:

- / Barangaroo South will be a commercial precinct that will be active 24 hours a day with predominant use occurring between 7am and 11pm.
- / Barangaroo Central will be a mixed use zone with be an active recreational, cultural and leisure opportunities with predominant use occurring between 7am and 11pm. As with South the public domain in this area will be accessible 24 hours per day.
- / Headland Park: 5.4 hectare of waterfront park for the community to enjoy.

It is difficult to calculate the exact number of visitors to the Headland Park at this point. An indication of the maximum visitor scenario can be inferred from large events such as New Years Eve and Australia Day celebrations in similar spaces around the CBD such as at Mrs Macquarie's Chair, Embarkation Park and Observatory Hill.

Based on the Draft Governing Principles and the draft designs for Headland Park, expected users of the park will be varied and include:

- / People attending special events.
- / CBD office workers.
- / Groups of family and friends.
- / Walkers, cyclists passing through.
- / Fishing.



FIGURE 3.1 DRAFT BARANGAROO HEADLAND

Source: Johnson Pilton Walker, 28 September 2010

- / Tourists and visitors from intrastate, interstate and overseas.
- / Local residents.
- / Fitness trainers and clients.
- / Educational groups
- / Homeless people.

All the user types above will have varying needs and even within each particular user group these needs will vary even further.

Outside of large public events, the single largest user group of the park will be CBD workers. The particular recreational needs of CBD-based working populations are:

- / jogging, walking, cycling and other informal fitness activities and organised corporate sports such as the Domain's lunchtime and evening programs and corporate sporting competitions.
- / outdoor places to eat, socialise, rest, enjoy sunlight/shade and fresh air.
- / increasingly places to work in the outdoors using w-fi and portable computers.
- / using gymnasiums and indoor/outdoor fitness equipment.

Headland Park can readily accommodate the first three needs outlined above. While the grassed areas at the top of the Headland Park may be suitable for informal sporting activities the desirability of this form of activity needs to be fully assessed during the detailed consultation that will occur within the community planning process. Gym and fitness equipment and activities may be more appropriately accommodated in Barangaroo Central and South.

Also based on the Draft Governing Principles and the draft designs for Headland Park, informal activities appropriate to a naturalistic headland park will be encouraged. Such activities are anticipated to include:

- / Walking
- / Cycling
- / Jogging / running on paths and up/down hills and steps

- / Rollerblading and skateboarding on pathways
- / Picnicking / eating meals
- / Relaxing
- / Meditation
- / Socialising with friends, family and colleagues
- / Sitting
- / Sightseeing and viewing the harbour and events (day and night)
- / Tai chi
- / Photography and filming
- / Sunbaking
- / Exploring rock pools
- / Paddling in the water
- / Fishing
- / Busking
- / Exercising dogs
- / Informal ball games
- / Unstructured lunchtime sports such as soccer, touch football, netball, volleyball, frisbee (sports using hard balls should be discouraged to avoid conflicts)
- / possibly running events and triathlons
- / Attending events.
- / Visiting the cultural centre.
- / Rolling / sliding down hills
- / Climbing the sandstone rock wall.

The above is a list of potential activities that may occur. Some of which such as unstructured lunchtime sports, climbing sandstone walls and access to water may following further investigation be subject to management measures.

'Organised' activities may include:

- / weddings and other celebrations with family and friends
- / outdoor cinema
- / New Years' Eve fireworks viewing and other harbour events
- / Sydney and community festival events
- / Corporate sporting events (triathlon, running)
- / School PE classes
- / Public rallies

- / Corporate picnics / Christmas parties
- / Community Christmas carols.

It is anticipated that management of such organised uses will be similar to strategies already adopted for public open space within Sydney by organisations such as Sydney Harbour Foreshore Authority, Botanic Gardens Trust and City of Sydney.

3.2.2 Park issues

TRANSPORT, ACCESS AND CIRCULATION

Park users will require a range of convenient and seamless transport options and connections to access the site. Transport options to Headland Park will include:

- / Pedestrian: via links with local streets and universal access paths.
- / Bicycles: Barangaroo forms a missing link in the 14-kilometre foreshore circle and pedestrian pathway from Bicentennial Park in Glebe through to Woolloomooloo.
- / Public transport: light and heavy rail, ferries public buses, and taxis.
- / Private transport: private cars, taxis, and coaches.
- / Water: Water taxi and private watercraft from the public wharf indicated on draft designs. A floating pontoon should be considered for universal access.

A two-level carpark with 300 spaces, linked with various levels of the park by a lift and stairs will provide on-site vehicle parking.

There will be primary and secondary entry points to the park. Primary entry points should be nodes with wayfinding signs, toilets, bike parking facilities, and water fountains.

Circulation within the park will be via:

- / Formal pedestrian and cycle routes: Within the park the foreshore promenade will be a separated bicycle and pedestrian path, probably divided by a low stone wall. Path routes and

widths have been determined, with surfaces etc. still to be determined. Paths will cater for walkers, people pushing prams and strollers, cyclists, rollerbladers, skate-boarders/Ripstix, children using scooters, and adults using mobility scooters. Primary paths should be even, clean, and either sealed or paved. Secondary paths could be a more natural surface such as decomposed granite.

- / Lift and stair access from the carpark to the park.
- / Steps between the foreshore and the upper level of the park.
- / Informal paths following desire lines between the upper level and foreshore path.

While the foreshore promenade will comprise a separate cycle and pedestrian pathway it will still be crossed at regular intervals by people accessing the foreshore. To minimise potential conflict it would be advisable to encourage faster commuter cycle traffic to use the shorter route along Hickson Rd under Munn Reserve leaving the Headland Park section of the promenade primarily for use by slower leisure cyclists. Consideration should also be given to a speed limit for cyclists within all of Barangaroo.

Issues related to access are dealt in a specific access report. From a social perspective the issue of equity of access is a critical consideration. Broadly speaking this entails that disabled people can have the opportunity to share in the range of experiences that able body people can. It is acknowledged however that given topographical constraints this may not be able to be extended to all areas of the park. Specific provisions to secure equity of access include:

- / A path from the foreshore promenade to the upper level at maximum 1 in 20 grade.
- / Access to the grassed upper area from Millers Pt
- / Lift access from the car park and cultural centre to all levels of Headland Park

In the detailed design stage it is suggested that consideration also be given to:

- / Points of access to water suitable for wheelchairs at the shallow area of the Northern Cove.
- / An on grade looped path through a heavily vegetated area so that disabled people can readily experience this aspect of Headland Park.

Emergency vehicle access is a key requirement, and would be provided from Towns Place, the Bond Store at Hickson Road adjacent to the proposed cultural facility, and Merriman Street / Munn Reserve. The foreshore promenade with two separated paths of 4 metres width would be able to accommodate emergency vehicles. Provision will need to be made for turning areas at key points. Given the expected infrequency of need for emergency vehicle access, such areas could be flat grassland adjacent to the promenade.

SUPPORT FACILITIES

Water

Water needs to be provided in the park for:

- / people: water fountains for drinking and filling bottles, taps for washing near eating / picnic areas, and taps for washing sandy feet near foreshore access points
- / dogs: taps and bowls for drinking.

Water outlets for people and dogs should be separated for hygiene reasons. Water fixtures will need to:

- / satisfy access codes.
- / be suitable for high levels of use.
- / incorporate sustainability features to minimise wastage and encourage wise use.

Toilets and change facilities

Toilets will be located in a standalone amenities block near Towns Place and buildings such as the cultural facility and carpark.

Toilet and change facilities that should be provided in Headland Park are:

- / toilets (unisex or separate male/female).

- / accessible toilets.
- / family toilet/change facilities with a toilet, wash basin, hand dryer, baby change table, and a bench for changing.

Given the primarily passive and informal recreational nature of Headland Park, showers and lockers for people exercising in the park are proposed to be delivered within the more structured sporting facilities being considered for Barangaroo Central.

Options for provision of toilets and change facilities in Headland Park include:

- / self-cleaning toilets / Exeloos.
- / amenities blocks.
- / portable / demountable toilets for use during special events.

Toilet and change facilities can be unobtrusive in location, design, materials and colour. They will also need to conform to the stringent sustainability requirements for Barangaroo. As a principle, toilets should serve each zone of the park and be easily accessible in less than a five minute walk and at grade. Toilets are currently proposed for Moores Wharf and within the car park. The carpark amenities will be accessed by lift from the grassed upper level and the area near the entry to the cultural facility. It is suggested that sewer infrastructure be taken to a surface location within the upper grassed area to enable construction of at grade facilities within this area should they be required in the future. Centennial Park serves as a good example with regard to the provision of safe, clean and well designed toilet facilities.

Food and beverage facilities

Eating and drinking are among the most popular activities people want to do in larger parks, especially those overlooking water.

As naturalised parkland it is not proposed to provide food and beverage outlets in Headland Park. These facilities will be readily accessible in nearby Barangaroo Central and Walsh Bay. Consideration should be given to locations and supporting

infrastructure for mobile food vendors (ice cream and coffee carts etc.) within Headland Park.

People should be encouraged to bring their own food for picnics. Picnics can be enjoyed sitting on the grass in the sun or under trees, on the rocks, and on the wall adjoining the promenade. Accessible picnic tables could be considered close to activity nodes and in viewing areas. It is currently proposed to host facilities such as barbecues in Barangaroo Central.

Under the proposed One Planet Living framework consideration will also be given to initiatives to support healthy eating choices at Barangaroo.

Seating

A range of seating throughout the park to allow people to sit, rest, enjoy views and socialise in both sun and shade in winter and summer is desired.

Seating should be located near park entry point and activity nodes, and in prime harbour viewing positions with both open views and views filtered by plantings. Access for people with disabilities from paths to seating needs to be considered.

Seating should be comfortable with back support. Seating materials should not be too cold in winter or too hot in summer to sit on. Recycled and vandal-resistant materials in natural colours are available.

Waste disposal

Garbage bins are generally required at activity nodes and at intervals along paths, especially in places where people will gather and generate litter such as from fishing at the rocks. Bins should be provided for separating recyclable paper and plastic waste from general waste.

Dog waste bag dispensers and separate dog waste bins should also be provided.

Under the proposed One Planet Living framework consideration will also be given to initiatives to support reduced packaging and waste generation at Barangaroo.

Communications

Public telephones located at the carpark and other primary park entry points would assist people with meeting others and in emergencies.

Help spots with emergency telephones should be located at regular intervals in the park.

As it is anticipated that people would wish to work in the park, Wi-Fi for access to the internet would be desirable.

Interpretation

Interpretation opportunities could be provided at appropriate points in the park, explaining the history, development and features of the park and surrounding areas. Media for interpretation could include signage, MP3, public art (temporary or permanent), touch and tell interpretation aids, and *son et lumiere* (sound and light) presentations.

Under the proposed One Planet Living framework *Heritage and culture - Reviving local identity and wisdom; supporting and participating in the arts* consideration will also be given to initiatives to interpretation of indigenous and non indigenous heritage at Barangaroo. A Public Art Strategy has also been prepared..

Wayfinding

Park users need to orient themselves in the landscape and in relation to landmarks and other facilities as they arrive, during their visit and when they leave the park. Wayfinding is addressed in a separate report but should include large detailed maps at activity nodes with 'you are here' labels, and directional signs using universal symbols along walking routes.

Weather protection

The intended character of Headland Park does not lend itself to unnecessary structures. The onus will be on park users to protect themselves from the weather with appropriate clothing and umbrellas etc. Instead of shade structures, limited protection of park users from the weather in the park may be afforded by trees and foyers/awnings of structures such as the carpark and cultural facility.

3.3 Recreational capacity in a primarily passive informal recreation space

3.3.1 Days and times of peak use

Headland Park will be open to the public 24 hours a day, 7 days a week. Use of the park is expected to peak on various days and at various times, such as on weekends (particularly Sundays), weekday lunchtimes (CBD office workers having lunch and playing sport, tourists), evenings in summer, and during special events.

Activation of the parkland spaces will be facilitated by:

- / providing a range of spaces, both open spaces and spaces enclosed by a 'walls and rooms' planting design.
- / providing park user support facilities, such as toilets and seating.
- / encouraging activities and events through promotion and management initiatives.

3.3.2 Considerations relevant to holding major events

INTRODUCTION

Comparable large, grassed/treed event spaces in the Sydney CBD include The Domain, Hyde Park, and Tumbalong Park.

Managers of these spaces have prepared guidelines for public events including:

- / Botanic Gardens Trust: Outdoor Public Event Proposal Guidelines for Phillip, Yurong, Tarpeian and Crescent Precincts.
- / Sydney Harbour Foreshore Authority: Outdoor Events Policy and Outdoor Events Technical Manual.

REQUIRED INFRASTRUCTURE

Applying these guidelines to Headland Park, infrastructure that should be provided to hold special events in Headland Park include:

- / water
- / three-phase power
- / temporary connections to mains sewer
- / portable/demountable toilets
- / waste receptacles
- / lighting of spaces and paths
- / stage (options: permanent, temporary, barges on water).

A common trench in which to place appropriate compatible infrastructure would minimise damage to the park and disruptions to use of the park if such infrastructure needs be augmented in the future. This will include provision for recycled water infrastructure for irrigation and non-potable water uses distributed throughout the park.

CRITERIA FOR APPROVAL OF EVENTS

Criteria for suitable events in Headland Park should be developed in a public event management plan. Such criteria would include that the event should:

- / not dominate other uses of the park.
- / not compromise the significance of the site.
- / be within the capacity of infrastructure to support the expected number of people.
- / have minimal impact on neighbours.

VISITOR MANAGEMENT

Visitor management needs to be considered before, during and after special events in terms of:

- / pedestrian and vehicle access, circulation and egress.
- / need for fencing and other means of crowd control.

- / use of woollen rugs being preferable to plastic sheets for events of several hours duration, as plastic prevents light penetration to the grass and smothers the grass.
- / limits on the size of crowds through ticketing for events such as New Years Eve fireworks. Note that ticketing does not necessarily entail payment.

The preferred mode of accessing the CBD for large events is public transport. The design of Headland Park provides for significant links to major CBD transport nodes through strong pedestrian connections from:

- / Towns Place, Dalgety Road and Argyle Street back to The Rocks and Circular Quay.
- / Via Hickson Road and the foreshore promenade to:
 - » Barangaroo South ferry link.
 - » Wynyard pedestrian link.
 - » King Street Wharf / Cockle Bay to Town Hall
 - » King Street Wharf / Cockle Bay to Darling Harbour and Haymarket / Central Station.

EVENT MANAGEMENT CONSIDERATIONS

Event management needs to consider numerous factors including:

- / size and timing of the event.
- / expected number of people.
- / risk, emergency and security management.
- / waste management.
- / distance of the audience and structures from trees.
- / setting up in wet weather.
- / use of grass and paths.
- / protection of grassed surfaces.
- / needs for sale of merchandise, food and beverages (stalls, roving vendors).
- / whether marquees will be permitted.
- / briefing of park management and event management teams regarding conditions of use.

- / liaison with local residents and businesses who will be affected by noise, lighting, traffic and parking, and possibly anti-social behaviour.
- / security and visitor liaison.
- / handover to event organiser.
- / bump-in and bump-out in terms of heavy vehicle access and egress, stall locations, and waste management.
- / location of stage, lighting towers, sound desks and speakers.
- / cleaning and rubbish removal.
- / handover back to park manager.
- / de-briefing after the event between park managers and event managers.
- / repair of any damage to grass and other surfaces, plantings and infrastructure.
- / Fine tuning of conditions of approval for future events.

Consistent with its designation as a naturalistic park Headland Park will be capable of supporting large community events of a low impact nature, such as fireworks viewing. The desirable frequency of these events will need to be a primary management consideration with regard to impact upon:

- / the amenity of neighbours
- / parkland vegetation and grassed surfaces.

Under the guiding principles it is envisaged that higher impact and more regular events, such as concerts, will be more appropriately accommodated in the urban squares of Barangaroo South and the parklands of Barangaroo Central. However temporary infrastructure within the cultural facility or floating stages could be used to service events within the Headland Park.

3.4 Management of public risk and mitigating measures

3.4.1 Principles

The suggested principle for management of risk to the public of using Headland Park is to provide infrastructure and management responses to public risk and liability that assumes park users take and accept reasonable responsibility for their own actions.

Crime Prevention through Environmental Design (CPTED) or Safer by Design principles are vital and should be taken into account in designing Headland Park as required through State Planning legislation. However CPTED principles will not always be able to be strictly adhered to in Headland Park, but should be adapted to the desired character and use of Headland Park.

For example, the CPTED principles applying to lighting and planting to minimise the risk of physical attacks are not always consistent with a naturalistic park which will not have clear sightlines in all places. 'Safer by Design' building and lighting design guidelines will not always satisfy the desire for an energy-neutral precinct. This means that, as with other well used "natural" areas in the CBD such as The Domain and Mrs Macquarie's Chair, management strategies to improve security and safety will assume an elevated importance.

Detailed designs for the car park should be informed by the NSW Police Car Park Security Assessment published by the NSW Police in 2007.

Other instructive policies include the City of Sydney Safe City Strategy 2007 -2012. It is recommended that the Authority cooperate with the City to integrate security and safety approaches at Barangaroo with what is occurring elsewhere within the CBD.

It also recommended that NSW Police Safer by Design Unit be consulted on these initial plans and subsequently when detailed designs and operational management protocols are being developed.

3.4.2 Security options

Security measures employed in The Domain and Hyde Park, two large open spaces in the Sydney CBD with high visitation, are outlined below in Table 3.1 for comparative purposes.

TABLE 3.1 SECURITY MEASURES IN THE DOMAIN AND HYDE PARK

Security consideration	The Domain	Hyde Park
Opening hours	24 hours a day, 7 days a week	24 hours a day, 7 days a week
Safety and security incidents	Graffiti is the biggest security issue in The Domain, but it occurs irregularly. Vandalism, e.g. in toilets, and of steps and infrastructure. ‘Smash and grab’ thefts from parked cars on Mrs Macquaries Road. Break-ins at the shop. Muggings and personal attacks in the Trust areas are rare.	Safety and security incidents occur, in the park but the park is certainly not a “no-go zone”.
Security measures		
Passive surveillance	Passive surveillance from regular use of The Domain.	Passive surveillance from regular use of the park.
Path lighting	Photovoltaic cell lighting (which switches to electric lighting after dark) is located along primary paths along the harbour foreshore and Mrs Macquarie’s Road. The Trust has a proposal to extend similar lighting to secondary paths.	Path lighting in place. The Hyde Park Plan of Management states that lighting of the central avenue and major paths, monuments and buildings should be reviewed and upgraded to improve safe use of the park at night and to meet the requirements of Australian Standard 1158 and City of Sydney’s Exterior Lighting Strategy.
Motion sensor lighting	Motion sensor lighting is not used.	Motion sensor lighting is not used. However Council propose in the Hyde Park Plan of Management to investigate options to provide motion sensor activated lighting, in addition to existing lighting, to visually isolated areas off the main thoroughfares.

Sources: Botanic Gardens Trust, City of Sydney.

Security consideration	The Domain	Hyde Park
Closed-circuit television (CCTV)	CCTV locations are at the top of Fleet Steps, and at Mrs Macquaries Point. Subject to funding the Trust proposes to extend CCTV across most of the grounds.	CCTV is used at two locations in Hyde Park South only (at the War Memorial focusing on the main pedestrian thoroughfare, and to the Captain Cook memorial). The benefits of increasing CCTV coverage in Hyde Park South and providing CCTV coverage in Hyde Park North should be reviewed.
Patrols	Ranger patrols by foot and vehicle 24 hours a day.	No formal patrols. Irregular patrols by Council rangers and the police by foot and by vehicle, and in response to reported activity and incidents.

Security issues

Toilets	Toilets in The Domain are open 24 hours a day to reflect 24 hours a day use. Previously the toilets were locked at night to reduce vandalism but this resulted in people using the gardens and plantings as a toilet.	
Plantings	CPTED principles are a consideration in plantings.	Understorey plantings are maintained to a low growth habit (low shrubs and groundcovers to a maximum height of 500mm) to assist security.
Park design	CPTED principles are a consideration in open space design.	Designs for future works minimise crime opportunities by referring to the 'Crime Prevention Through Environmental Design' principles in 'Safer by Design' published by NSW Police.
Event security	Key consideration of an event management plan. The level of event security depends on the demographics of people attending, whether alcohol will be served at the event. Event organisers must take security advice from the Police as to how many 'user pays police' are needed based on the estimated number of people attending. The average ratio is 1 'user pays police' to 500 people. This ratio changes as no police/guards are needed for the outdoor cinema in January, but up to 180 hired security guards have been required for some events.	Key consideration of an event management plan.

Options for security measures used in comparable large spaces in Sydney that can be used in Headland Park to ensure safety of recreational users include:

- / passive surveillance by other park users at night. Night users may include shift workers, dog walkers, cyclists, theatre-goers walking in the park after a performance, and attendees at night events in the city.
- / The more “urban” areas of Barangaroo Central and Barangaroo South will be the preferred locations for evening activity. These areas will combine more urban parklands with organised events such as dining, night markets and entertainment. For those still wishing to use the Headland Park at night it may be more appropriate to designate safer areas for evening use near the two entrance points at Towns
- Place and around the proposed cultural facility. These would be well lit and the focus of evening use would provide for greater activation and increased passive surveillance.
- / lighting of paths using solar lights, lighting of specific spaces, and lighting for special events.
- / considering the density, spacing and growth forms of plantings.
- / keeping some areas of the park purposely dark at night to discourage use.
- / installing help points integrated with park furniture/lighting at regular intervals.
- / using CCTV that is monitored in real time.
- / ranger patrols.
- / installing signage outlining status of patrolling and that not all parts of the park are under surveillance at all times.

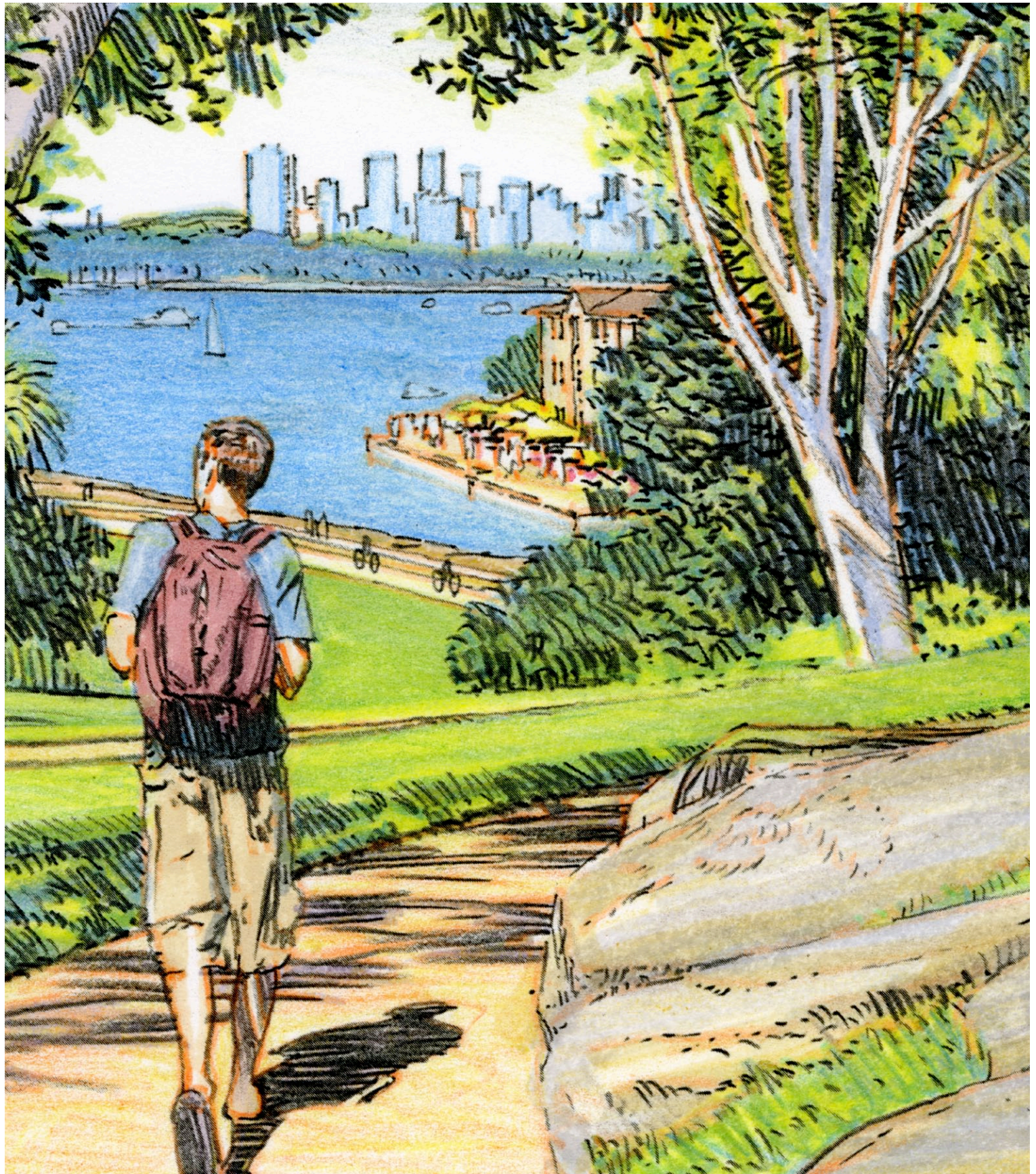
3.4.3 Possible risks and mitigative measures

Table 3.2 outlines possible risks associated with recreational use of Headland Park, and ways such risks can be mitigated.

TABLE 3.2 POTENTIAL RISKS AND MITIGATIVE MEASURES OF RECREATIONAL USE OF HEADLAND PARK

Risk	Options for mitigative measures
Landforms	
Falling off steep slopes from upper level	Low level barriers/ unobtrusive fencing along edges of paths The density of vegetation should also discourage access to these areas. Signage outlining access outside of paved areas is at own risk.
Falling into water and getting into difficulty	‘Angel ring’ provided at regular intervals along the foreshore including near northern rock pools and at the wharf/pontoon.
Activities	
Conflicts between pedestrians and cyclists	Separated paths, line and symbol marking, signage Consideration to be given to speed limit on bicycles Promote Hickson Rd as the pathway for commuter / transit cyclists

Risk	Options for mitigative measures
Conflicts between dogs and other park users	Visitors encouraged to control their dogs and to pick up and dispose of excrement. Provision of dog waste bag dispensers and rubbish bins. Ranger patrols.
Conflicts between informal sporting participants and other park users	No hard ball sports allowed.
Conflicts between fishers and other park users	Monitor use of fishing lines Provide rubbish bins near rocks Do not allow gutting and cleaning of fish within the park
Conflicts between personal trainers/clients and other park users	Personal trainers should be encouraged through a use/licensing agreement not to use stairs for training to avoid conflicts with pedestrians, or to use park furniture as exercise equipment.
Personal safety using the park at night	No camping permitted in the park. Work with relevant community service providers to provide assistance to homeless people Help stations with emergency telephones
Crowd control during major events	Limit numbers of people if appropriate Use fencing and defined entry points if appropriate. Avoid 'pinch points' in pedestrian circulation. Keep one section of the shared foreshore path free for movement and circulation Security presence.
Vandalism	Install vandal-resistant furniture Regular monitoring / patrols Use of anti-graffiti gels etc



4 Conclusion

The Draft Governing Principles for Barangaroo and Headland Park have set out the desired form and character of Headland Park as essentially a naturalistic park that will cater primarily for informal recreational activities. The combination of headland, foreshore and 'natural' settings in the park, and its location adjacent to the accessible and high density Sydney central business district and situated on Sydney Harbour, offer unique and significant opportunities for a range of activities to be enjoyed by a wide spectrum of users. Indeed, Headland Park will make an important contribution to satisfying the demonstrated informal recreation needs of the CBD's increasing number of residents, workers and visitors.

This report has identified numerous factors that have been addressed in the preliminary planning and design of Headland Park with a key aim being to make the park attractive, accessible and usable for people to enjoy informal recreation activities and intermittently, large scale events. The report has also noted number issues regarding the Headland Park:

- / Such as detailed CPTED considerations that are more appropriately resolved in subsequent stages of detailed design
- / That will be subject to further investigation as part of the development of the community plan and its attendant processes of community profiling and consultation /assessment of recreational and cultural needs.

Additional community consultation and firmer proposals for recreation and cultural opportunities in Barangaroo Central and Barangaroo South will also help to clarify the role of Headland Park in catering for these uses. Furthermore, specific issues impacting on recreation, such as policies for use, events management and security protocols, will be worked through with a range of stakeholders once issues related to detailed design, the nature of cultural and community facilities within Headland Park and the future governance and operation of Headland Park are fully resolved.

References

Botanic Gardens Trust (undated)

Conditions of Use of Sporting Fields.

Botanic Gardens Trust (undated)

Outdoor Public Event Proposal Guidelines for Phillip,
Yurong, Tarpeian and Crescent Precincts.

Clouston Associates (2006)

Hyde Park Plan of Management and Masterplan.

Prepared for City of Sydney, October.

Department of Planning (2008)

Sydney City Draft Subregional Strategy.

Stratcorp Consulting and Clouston Associates

(2007) *Draft Open Space and Recreation Needs Study.*

Prepared for City of Sydney, March.

Sydney Harbour Foreshore Authority (2009)

Outdoor Events Policy.

Sydney Harbour Foreshore Authority (2009)

Outdoor Events Technical Manual.