



**WAVERTON PENINSULA
STRATEGIC MASTERPLAN**



**REPORT
March 1999**

VOLUME 1 of 2

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1.0 INTRODUCTION

BACKGROUND

The Waverton Peninsula Strategic Masterplan has been prepared by North Sydney Council in conjunction with CLOUSTON Landscape Architects and Landscape Planners, with input from the NSW State Government.

The Plan sets out strategies for the future development of three ex-industrial sites on the Waverton Peninsula for working waterfront and open space landuse. The sites are:

- the Coal Loader site, Ball's Head
- the Caltex site, Ball's Head
- the BP site, Berry's Bay

Preparation of this Strategic Masterplan follows the recent release of the following statutory planning controls for the sites:

- State Environmental Planning Policy for Sydney Harbour Foreshores and its Tributaries (SEPP56) 1998
- Draft Local Environmental Plan for the Waverton Peninsula 1998 [gazetted March 5 1999]

Other relevant statutory controls are:

- Sydney Harbour and Parramatta River Development Control Plan 1998
- Regional Environmental Plan No 23 Sydney and Middle Harbour 1990

PURPOSE

This document outlines design, planning and management processes for the future development of the sites in accordance with Guiding Principles set out in the new SEPP56 (refer Section 2.0) and North Sydney Council's key objectives for the sites which are to:

- Create a high quality public space consisting mainly of parkland

- Determine appropriate landuses
- Consider adaptive reuse opportunities for existing site structures and buildings
- Retain artefacts related to the industrial heritage of the sites
- Protect and enhance existing bushland
- Satisfy the expectations of a diverse range of stakeholder groups

This document also establishes a development framework to guide all future works, including remediation processes (yet to be agreed between the relevant parties) in tandem with strategies for early access to the sites.

CONTENT

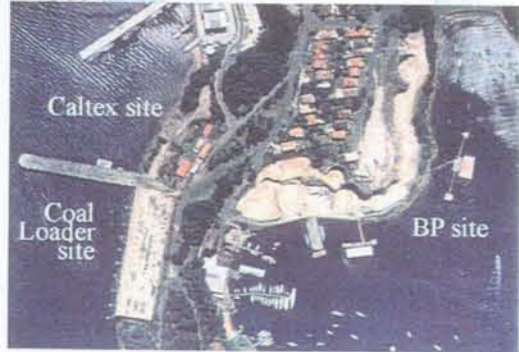
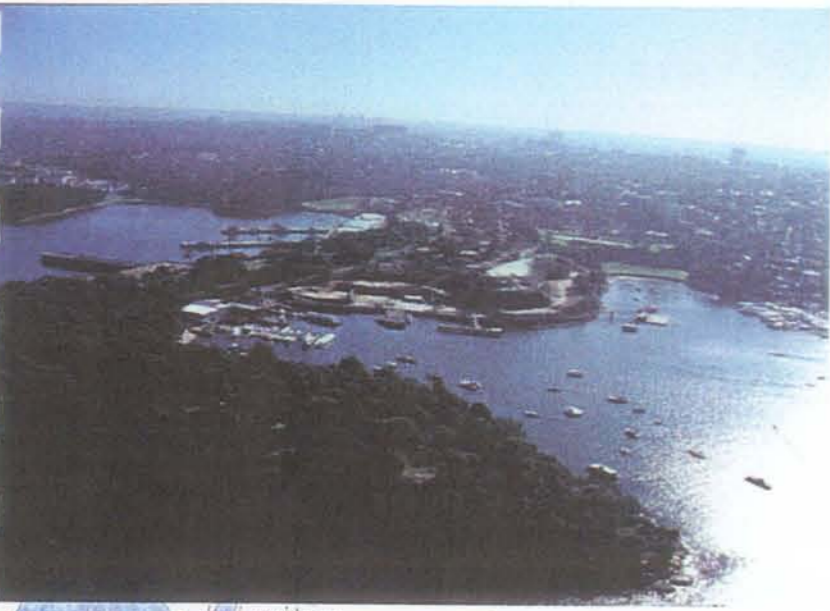
The key elements of this document may be summarised as:

- design and management strategies
- design, planning and management principles
- a demonstration Masterplan
- implementation recommendations.

To arrive at the above strategies, design and management topics addressed have included:

- Local context
- Landuse
- Circulation and Access
- Conservation (Natural and Cultural Heritage)
- Visual Character
- Management and Planning





CONTEXT

The three sites are located on the visually prominent Waverton Peninsula situated on the northern shore of Sydney Harbour in the suburb of Waverton. The Peninsula divides Berrys Bay to the east and Balls Head Bay to the west. It is located within view of the Harbour Bridge and in close proximity to Goat Island (refer Context Plan this page).

The sites are located within the North Sydney Council local government area and are owned by the NSW State Government (managed by the State Property Branch).

In August 1997 the NSW Premier Bob Carr announced the State Government's vision for the Sydney Harbour foreshores including the three Waverton Peninsula sites. The statement was accompanied by a set of guiding principles based on optimising public access and reinvigorating Sydney's working waterfront.

The release of the new State Environmental Planning Policy (SEPP56) followed in August 1998. This Masterplan is the first to be prepared under the new SEPP56.

With the cessation of industrial landuse on the sites negotiation between existing lessees, State Government and Council is currently underway to make way for creation of public open space and working waterfront landuses.



PROJECT PROCESS

Preparation of the Strategic Masterplan has followed a comprehensive process of investigation, analysis and consultation carried out over a six month period commencing in August 1998 and culminating in a public exhibition during November/December 1998.

The adjoining diagram outlines the project processes and chronology.

CONSULTATION

Community support and involvement has played a crucial role in securing the sites for public access and use.

Opportunities to engage major stakeholders and the community in developing the Strategic Masterplan have included:

- reference group meetings
- community workshops
- written submissions
- interviews
- information fliers / newsletters
- media releases
- public launch/exhibition

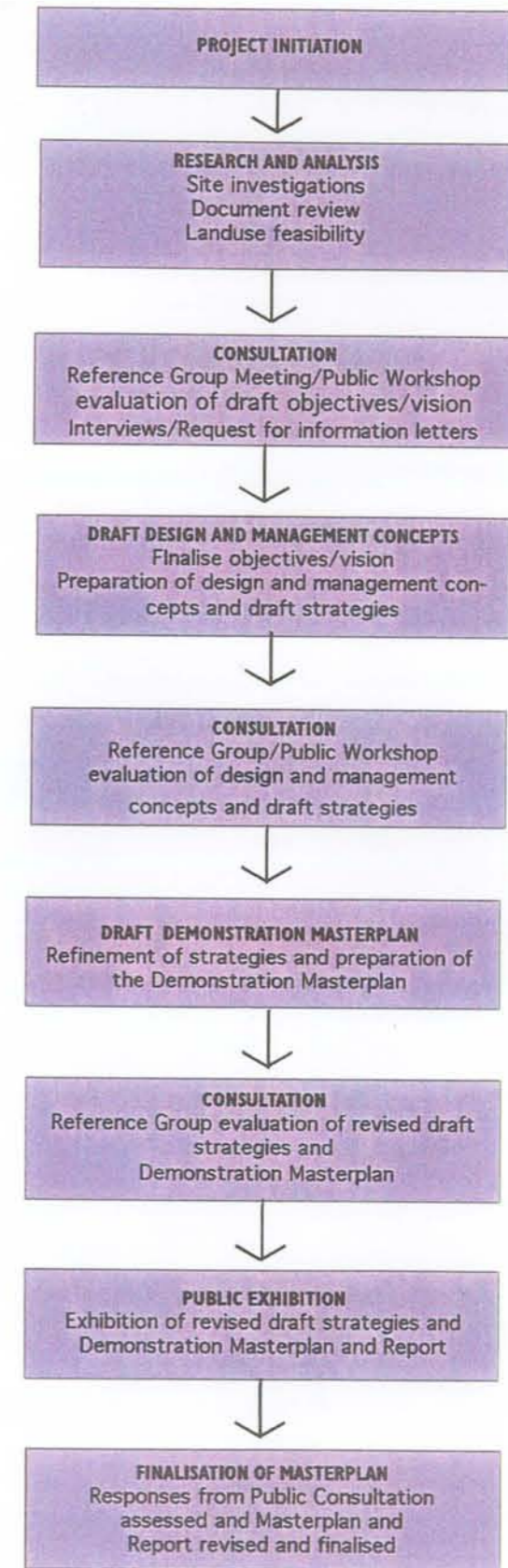
Participants on the Reference Group for the project included representatives from:

- North Sydney Council
- local community representatives
- NSW Department of Urban Affairs and Planning City West Office
- NSW Department of Public Works and Services State Property Branch
- NSW Waterways Authority
- Office of Marine Administration
- Sydney Harbour and Foreshores Committee
- BP

Input was also invited from two visiting German landscape architects, Professor Latz and Professor Schmidt both of whom have experience in rehabilitating similar sites in Germany. Their success in achieving early public access and innovative landscape solutions for post-industrial sites in Europe has helped to increase confidence in the approach taken here.

The sites have been the subject of widespread community interest over the years ranging from Harbour foreshore interest groups to recent university student involvement in Architecture and Landscape Architecture design studios.

Refer Volume 2 Appendices for further details / documentation on the consultation process.



project process

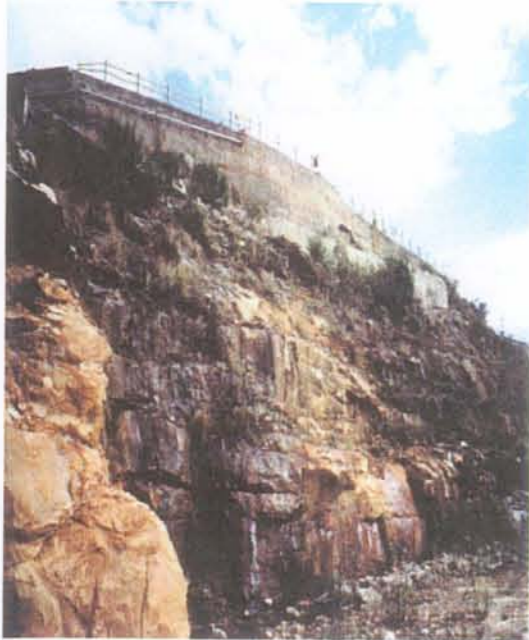
2.0 GUIDING PRINCIPLES

SYDNEY HARBOUR FORESHORES AND TRIBUTARIES GUIDING PRINCIPLES

The Strategic Masterplan accords with the State Government's guiding principles for Sydney Harbour Foreshores and Tributaries under the new State Environmental Planning Policy No. 56.

These are:

- Increasing public access to, and use of, land on the foreshore
- The retention, management and use of land made available for public access, or the use of other appropriate tenure mechanisms where public ownership is not possible
- The retention and enhancement of public access links between existing foreshore open space areas
- The conservation of significant bushland and other natural features along the foreshore, where consistent with conservation principles, and their availability for public use and enjoyment.
- The suitability of the site or part of the site for significant open space that will enhance the open space network existing along the harbour foreshores
- The protection of significant natural and cultural heritage values, including marine ecological values;
- The protection and improvement of the unique visual qualities of the Harbour, its foreshores and tributaries
- The relationship between use of the water and foreshore activities
- The conservation of items of heritage significance identified in an environmental planning instrument or subject to an order under the Heritage Act 1977
- The scale and character of any development, derived from an analysis of the context of the site
- The character of any development as viewed from the water and its compatibility and sympathy with the character of the surrounding foreshores
- The application of ecologically sustainable development principles
- The maintenance of a working-harbour character and functions by the retention of key waterfront industrial sites or, at a minimum, the integration of facilities for maritime activities into development and, wherever possible, the provision of public access through these sites to the foreshore
- The feasibility and compatibility of uses and if necessary, appropriate measures to ensure coexistence of different land uses
- Increasing opportunities for water based public transport.



3.0 THE SITES



CURRENT STATUS

Industrial activity on the three ex-industrial sites has recently ceased. Long-term lessees of the sites and the State Government are currently negotiating final arrangements for terminating existing leases and vacating the sites. This includes agreeing the nature and extent of site remediation works.

A heritage assessment of the Coal Loader site was commissioned by the State Property Group in 1993. The report found that "the majority of the site's buildings and structures are in relatively good condition considering the age and use of the site" (1993 Property Services Group Site Options Document P. 49).

The Coal Loader currently has no listing under the Heritage Act 1977 but is listed in North Sydney Council's Draft Heritage LEP.

KEY VALUES

The sites contain significant industrial heritage items, bushland and views of the City skyline and Harbour. They are a valuable visual, recreational and heritage asset for the local area and the Sydney region (refer page 7 for site character diagram).

The Coal Loader and adjoining Caltex sites are dominated by the monumental Coal Loader structure which remains one of the most significant industrial structures of its type and era on the Harbour foreshore.

The BP site has high scenic value due to its visibility from the harbour, the city (Observatory Hill, Walsh Bay Wharves) and surrounding foreshore areas (Blues Point) and its dramatic landform (sandstone escarpments and cuttings).

HISTORY

The former Berrys Bay Oil Terminal or 'BP site' was decommissioned in 1994 and the oil storage tanks and supporting equipment were demolished and removed during 1996 and 1997. The few remaining structures on the site include an administration building on Larkin Street, wharves and smaller remnants of structures now demolished. The site is leased by BP from the State Government up to 2008.



Aerial view of the sites taken from the north showing the BP site (on the left) prior to removal of the oil storage tanks and showing the recently cleared Caltex site on the right.

Coal loading operations on the Coal Loader site commenced in 1920. The original 1920 Outloading system was replaced in 1976. This purpose built system was fully operational when coal handling (by Coal and Allied) ceased in October 1992. The existing lease is currently held by Rio Tinto who are negotiating terms for vacating the site. The administration buildings on the Coal Loader site are currently occupied under a separate short-term lease arrangement.

Operations on the adjoining Caltex site ceased during the 1990's. In recent years remediation works have been carried out in the former tank drum spaces including landscaping to create small wetlands.





ISSUES AND OPPORTUNITIES

Issues and opportunities relating to future use and development of the sites assessed during research and analysis for this Masterplan include the following:

LANDUSE

Parkland and Recreation

- Opportunity to develop and promote park-related activities such as picnic facilities, performance spaces, rock climbing and recreational fishing
- Opportunity to provide occasional and guided access to higher risk locations in the short-term e.g. Coal Loader deck for familiarisation
- Need for early access strategies to be linked to strategies for decontamination, securing structures and providing safe accessways

Buildings and Infrastructure

- Early works to involve securing all buildings suitable for adaptive re-use and initial public access
- Need for investigation of heritage/visual significance of structures as part of industrial fabric prior to decisions on future use and treatment
- Treatment of existing site structures likely to range from possible demolition of minor buildings with no heritage significance to renovation etc

Working Harbour

- Opportunities to attract working waterfront uses such as boat access/hoists and yardage
- Overlooking opportunities may be available through utilisation of the existing landform features

CIRCULATION AND ACCESS

Public Transport and Services

- Opportunity to establish connections between land and water-based public transport
- Need to liaise with STA and RTA to provide/promote land and water-based public transport connections

Pedestrian/Cycle

- Need to implement continuous path system through the sites
- Opportunity to provide guided access paths in steeper/dramatic locations

Water Access

- Opportunity to utilise existing infrastructure to achieve access to the water and water's edge
- Opportunity to provide foreshore access through new development in working waterfront
- Possibility of recreational ferry services to one or both sites following identification of ferry wharf location

Private Vehicle

- Option for use of existing road infrastructure for private vehicle access as required for servicing
- Need to establish vehicle access to working waterfront

CONSERVATION

Cultural Heritage

- Need to further investigate, secure and protect items of heritage significance including both Aboriginal and European elements
- Lack of detailed heritage assessment of sites and scope for further statutory protection of Coal Loader structure



Natural Heritage

- The sites have been largely cleared for previous industrial use - some small isolated areas of bushland, both recently planted and regenerated require linkages
- Potential habitat value of existing, created and disturbed habitats e.g. tank drum areas for small mammals and reptiles, to be considered in any future works
- Aquatic habitat value of wharf structures and need to conserve aquatic flora such as seagrasses acknowledged

ESD Initiatives

- Opportunity for developing alternative energy sources in reference to past use of the sites for energy generation
- Potential to re-use salvageable materials in redevelopment of sites eg wharf timbers

VISUAL CHARACTER**Views**

- Important viewsheds into and out of the site will need to be protected
- Opportunity to utilise landform to integrate new buildings and structures associated with working waterfront through siting and height controls

Scenic Values

- Industrial heritage items create a unique and powerful industrial landscape on both the Coal Loader/Caltex and BP sites
- Steeply sloping landform defines the visual character of the sites creating small enclosed spaces on the lower levels and open expansive views from the upper terraces and platforms

MANAGEMENT AND PLANNING

- Need to incorporate detailed site development principles and controls into planning policies
- Issue of as yet unresolved techniques for remediation of BP site
- Opportunities for revenue generation to be explored include joint State and local government initiatives





The massive but elegant stonework of the Coal Loader behind remnants of the coal loading operation conveyor belts



Dramatic battered concrete walls



Colonisation by swamp foxtail grasses has created a simple landscape



Dramatic sculptural form of remnant tank sites



The Coal loader wharf



Bold forms repeated



Artefacts as clues to prior uses

site character

4.0 STRATEGIES



This Plan provides clear guidance on a range of planning, management and design issues. Importantly it precedes and informs further necessary feasibility assessment which in particular may determine appropriate and site specific uses.

The following four diagrams incorporate objectives and strategies for the sites under the following headings:

- Landuse
- Access and Circulation
- Conservation
- Visual Character

They are based on objectives for the site agreed by stakeholders at both reference group meetings and public workshops and outlined in Sections 1.0 and 2.0.

Given the as yet unresolved status of some aspects of the site, notably an agreed site remediation method, it is envisaged that future development will be based fundamentally on the performance standards promoted by the following strategies and design, planning and management principles (see Chapter 5).

STRATEGIES FOR EARLY ACCESS

Securing early public access to the sites is a key component of the approach taken in the development of this Plan. It is predicated on negotiation with existing lessees in the short-term.

Strategies for redeveloping similar sites in Germany which may be of value include:

- initial securing and remediation of parts of the sites to achieve early access
- evaluation of long-term solutions followed by staged Park development.

Specific recommendations for engineering and structural works to render the sites safe for early public access are provided in a structural engineering assessment of the Masterplan proposals carried out as part of this project (refer Volume 2 Appendices for Structural Engineering Report, Hughes Trueman Reinhold 1998). These may include:

Coal Loader

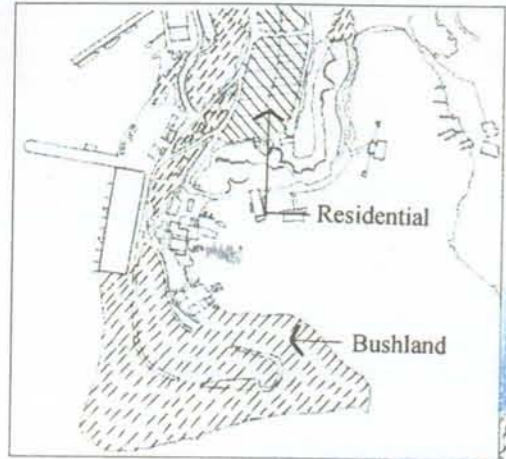
- Top Platform
 - temporary metal walkway from Balls Head Road to platform edge to control movement over the platform
 - part reconstruction of gantryway along seaward wall
- Tunnels
 - possibility for early access following further detailed inspection and removal of any loose ceiling materials if required
 - possible resurfacing of parts of the tunnels or provision of ceiling structure
- Lower Gantryway
 - secure/replace part or all, remove roof and replace fence

BP Site

Early access to the BP site will be dependent on remediation works and on lease constraints but could also include use of metal walkways or stairways to control access to parts of the site.

These recommendations are further supported from a heritage perspective by a short report prepared by Howard Tanner and Associates (refer Volume 2 Appendices).





COAL LOADER SERVICES / ADMINISTRATION BUILDINGS
 Potential uses principally related and allied to Coal Loader uses. Potential uses might include:

- Visitor information / orientation
- Visitor support services / amenities for events at Coal Loader (toilets etc)
- Arts / cultural events support services
- Explore commercial opportunities:
 - food and beverage outlets (see Design, and Management principles)
 - licensed local uses, meetings, events etc
 - storage of materials for Coal Loader use

Short Term private leases (as existing) acceptable until such time as above opportunities explored

Possible foreshore public access (see Circulation and Access strategy)

Opportunity for local events space
 - performance
 - exhibition
 - commemoration

Emphasis on local community use.
 Potential uses include
 - unstructured recreation (walking, cycling picnic)
 - rock climbing
 - harbour viewing

COAL LOADER WHARF
 Investigate potential uses subject to full structural evaluations and commercial viability that might include:

- intermittent ferry access
- mooring and basic ancillary support for medium to large vessels
- public access

EXISTING WOODLAND

EXISTING BOATYARD

WORKING WATERFRONT
 Potential uses resulting from commercial expressions of interest might include:

- boat building
- boat repair
- mooring associated with above activities
- chandlery
- other maritime related businesses

Preferred building locations at west end of site to maintain upper level views across bay. (See Design, Planning and Management Principles).

Preferred uses for land-water interface include:

- public thoroughfare
- water access opportunities such as hoist, cranes, boat lifts, slipways, jetties, ramps, pontoons.

BP Wharf
 Potential uses include:

- Short Term
- public access
- mooring

- Long Term
- recreational uses such as swimming enclosure subject to health and safety considerations
- berthing
- minor repairs

WORKING WATERFRONT BOUNDARY
 Boundary set at toe of existing (pre-development) escarpment to follow approximate 5m contour.

Explore the opportunity for public maritime interface with working waterfront. Typical working waterfront uses and activities in this area might include:

- small boat storage
- water level access for small boat launching
- small boat hire / club

COAL LOADER STRUCTURE
 Potential uses focused principally on recreation and maritime orientated activity (see also Conservation Strategy):

Platform level potential include:

- viewing platform
- temporary major events eg installations / performance
- ESD demonstration site ie. solar and wind power generation

Tunnel level potential uses include:

- Short Term
- guided and self guided interpretation (see Conservation)
- walking link to and from Balls Head
- Long Term

As for short term but including adaption of existing galleries behind front wall for public / commercial activities eg art spaces, studios, exhibition spaces

COAL LOADER STRUCTURE (Cont'd)
 Water Level
 Potential uses include:

- occasional short term mooring for larger vessels (eg. super yachts, tallships, cruisers)
- recreational fishing on gantryways

GOAL

To establish a range of land uses and precincts that focus primarily on recreational and maritime uses.

OBJECTIVES

- CONTEXT**
- Ensure that the site's design and management complement the Harbour-wide planning principles (SEPP 56) as well as the local Waverton context.
- SITE USE**
- Promote the site for public recreation and compatible maritime related activities.
 - Ensure that the site Masterplan fosters the concept of Sydney's waterfront, retaining working harbour functions and character.
 - Integrate ephemeral and seasonal activities in the site planning and reuse of structures
- RECREATION, TOURISM AND LEISURE**
- Promote the site's intrinsic harbourside cultural, passive recreation and scenic values as the focus for visitor appeal while minimising user impacts.
 - Balance the mutual interest of local users and visitors in planning and management of the site.
- MANAGEMENT AND PLANNING**
- Ensure all development and site uses comply with relevant statutory controls and guideline documents (eg SEPP 56).
 - Encourage the long-term ongoing involvement, in planning and management for the site, of a wide range of stakeholders representing both local and regional interests, ensuring decisions are based on shared objectives and long term strategies.
 - Ensure adequate resources are available through the design and management of the site.
- FUNDING**
- Determine uses for buildings and open space that achieve all the above objectives and which contribute to capital funding and management requirements.
 - Optimise opportunities for co-operative and joint venture initiatives that complement other objectives for the Peninsula.
 - Encourage the return of all revenue generated from the site to be directed to the upkeep of the site.

STRATEGIES *

DEVELOP THE FOLLOWING LANDUSE PRECINCTS IN ONGOING CONSULTATION WITH STAKEHOLDERS AND IN LINE WITH THE FOLLOWING AND OTHER RELEVANT PLANNING CONTROLS:

- SEPP 56 Sydney Harbour Foreshores and its Tributaries
- Draft LEP 1998
- Draft Heritage Plan 1998
- DCP Sydney Harbour and Tributaries 1998
- SEPP 19 Urban Bushland

PREPARE A CONSERVATION MANAGEMENT PLAN FOR THE SITES TO PRECEDE DETAILED SITE PLANNING AND DEVELOPMENT (refer Conservation Strategy).



PUBLIC RECREATION / PARKLAND
 Open public access with principal focus on unstructured recreation.



PUBLIC RECREATION / BUILDINGS AND STRUCTURES
 Combination of open and controlled public access subject to feasibility study and Conservation Plan. Opportunities for commercial returns from primarily public uses to be explored.



WORKING WATERFRONT
 Leased Commercial Maritime related activities, shore and water based.

PREPARE PERFORMANCE STANDARDS FOR THE SITES TO COVER:

- preferred siting, scale and height criteria
- operations and public amenity
- environmental controls
- public access/rights of way
- views

* Refer also Design and Development Guidelines Diagrams



COAL LOADER ADMINISTRATION BUILDING PRECINCT

- Establish conservation values of all buildings.
- Maintain integrity of group where possible.
- Remove any buildings surplus to needs and of no conservation or functional value.

Redevelopment of this area subject to viability of decontamination

COAL LOADER WHARF

- Seek to maintain framework structure for adaptive use for vessels
- Re-use salvaged timbers in development of sites

COAL LOADER STRUCTURE

Three levels:

- platform
- tunnels
- water level

see also Design, Planning and Management Principles

COAL LOADER ASSOCIATED STRUCTURES

Includes:

- upper and water-level gantryways

see also Design, Planning and Management Principles

ADOPT A PRECAUTIONARY APPROACH TO ALL INDUSTRIAL REMNANTS (OF HERITAGE OR NON-HERITAGE SIGNIFICANCE) WHERE THESE DEMONSTRATE ASPECTS OF PAST SITE USES. CONSERVE AND INTEGRATE INTO REDEVELOPED LANDSCAPE WHERE POSSIBLE (priorities also to be considered in the Conservation Management Plan).

Illustrated below is a range of typical such elements. See map for locations.



GOAL

To protect and integrate the sites' significant cultural and natural heritage values and integrate these features and elements into the planning. Design and management processes for the sites.

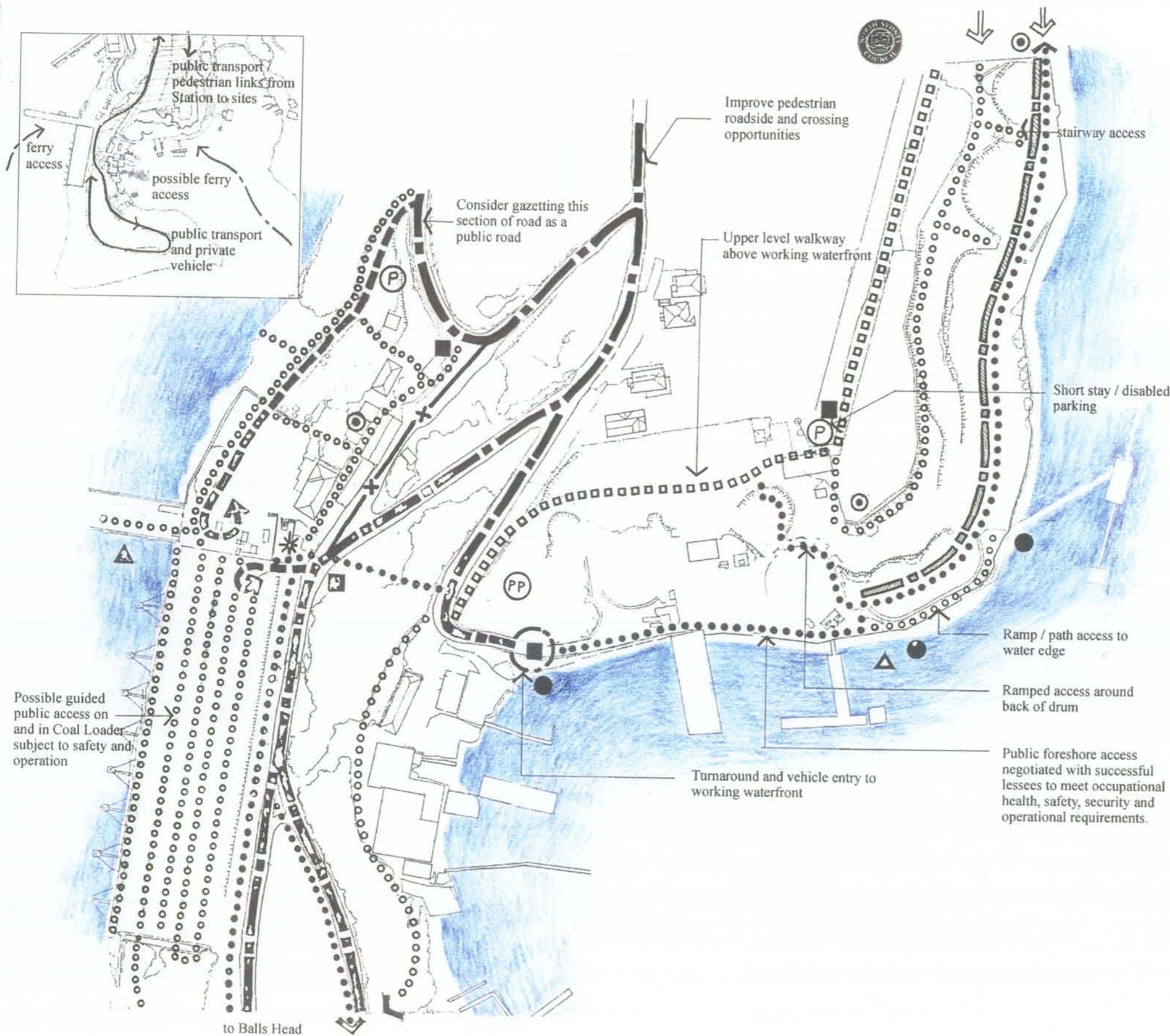
OBJECTIVES

- ENVIRONMENT**
 - Reinforce the natural heritage values of the sites and the adjacent Balls Head Reserve.
 - Utilise the Coal Loader and BP sites' history and innovative design to explore the theme of renewable versus non-renewable energy sources and remediation.
 - Follow best practice in environmental sustainability, including high water quality, noise minimisation, contamination remediation and pollution reduction (cars etc).
 - Protect and manage vegetation to capitalise on local plant communities and the creation and maintenance of fauna habitat, particularly habitat links.
- CULTURAL HERITAGE**
 - Conserve and interpret the maritime industrial heritage significance of the site.
 - Ensure that adaptive design and uses of the buildings and open space conforms to the Burra Charter.
 - Identify and conserve Aboriginal heritage sites and interpret the Aboriginal history of the Peninsula.

STRATEGIES *

- ENVIRONMENT**
 - REMEDIAL WORKS TO BE CARRIED OUT FOLLOWING FURTHER INVESTIGATION AND STAKEHOLDER NEGOTIATION
 - CONTINUE TO PROTECT AND REGENERATE EXISTING WOODLAND COMMUNITIES (follow SEPP 19 Urban Bushland policies)
 - EXTEND AND CONNECT EXISTING WOODLAND COMMUNITIES
 - PROTECT AND CONSERVE AQUATIC FLORA COMMUNITIES AND HABITATS
 - ENHANCE EXISTING GRASS COMMUNITIES WITH NATIVE GRASS PLANTING AND REGENERATION
 - ESTABLISH NEW PLANT COMMUNITIES BASED ON NATIVE GRASSES AND OCCASIONAL NATIVE TREE GROUPS MAINTAINING FRAMED VIEWS.
 - MAINTAIN AND PROTECT EXISTING LANDFORM FEATURES
 - INCORPORATE ACTIVE ENERGY CONSERVATION AND GENERATION INTO SITE DESIGN AND MANAGEMENT
 - solar energy generation (possible sites)
 - water harvesting, typical locations for collection
 - ALL WORKS TO BE STAGED TO ENSURE HABITATS ARE PROTECTED
- CULTURAL HERITAGE**
 - PREPARE A CONSERVATION MANAGEMENT PLAN
 - CONSERVE HERITAGE LISTED STRUCTURES AND BUILDINGS (REFER DRAFT LEP AND DRAFT HERITAGE PLAN) AND INVESTIGATE VIABILITY OF RE-USE SENSITIVE TO HERITAGE VALUES.
 - coal loader and associated structures
 - coal loader heritage building cluster
 - coal loader wharf (subject to further investigation)
 - IDENTIFY AND CONSERVE ABORIGINAL HERITAGE ITEMS IN CONSULTATION WITH NPWS AND METROPOLITAN LOCAL ABORIGINAL LANDS COUNCIL
 - DEVELOP A COMPREHENSIVE INTERPRETATION STRATEGY (AS PART OF A CONSERVATION PLAN) FOR THE SITES AND IDENTIFY OPPORTUNITIES TO REINTERPRET HISTORICAL EVOLUTION AND SIGNIFICANT FEATURES OF SITES EG ABORIGINAL CARVINGS OR DAVID BERRY ESTATE STORE

* See also Design, Planning and Management Principles



GOAL

To provide optimum public access and links throughout the sites compatible with public safety, operations of working waterfronts and residential amenity.

OBJECTIVES

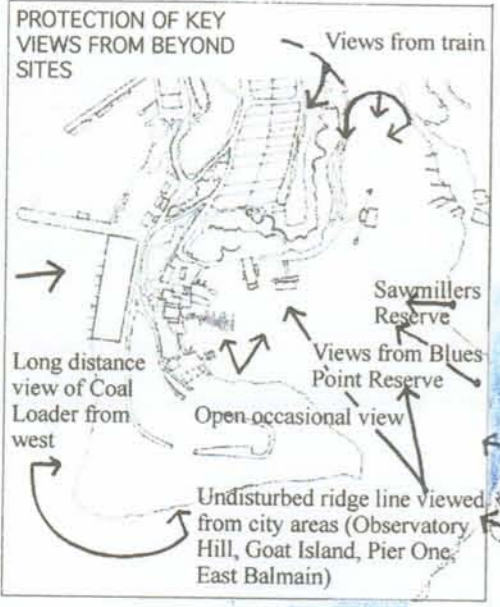
- Promote ferry, private boat, bus, cycle and train-based public transport access to and from the Peninsula (ensure adequate vehicle servicing to working waterfront and Coal Loader sites).
- Achieve safe and convenient pedestrian access along the foreshore and permeation through the foreshore working waterfront.
- Minimise on-site and local street parking.
- Provide access for all disabled visitors, wherever possible and practical.
- Develop an orientation and directional sign system for the whole peninsula to encourage greater use and appreciation of the open space resources.

STRATEGIES*

- ➔ entry points onto sites from adjoining public land
- ▲ ferry pick up / drop off
- △ possible ferry pick up / drop off
- small boat water access and storage area
- ⊙ visitor information / orientation point
- * lift to tunnel level
- vehicle pick-up drop off point
- (P) limited public parking
- (PP) private parking for working waterfront, preferred location
- ▬▬▬ public roads; vehicle and cycle
- ▬▬▬ service, emergency and maintenance access
- ▨▨▨ emergency and Council maintenance vehicle access (shares pedestrian / cycle path)
- primary footpath system
- secondary footpath routes (not cycle access)
- secondary footpath routes and primary cycle access
- X— road closed and rehabilitated to landscape adjoining building

* See also Design, Planning and Management Principles

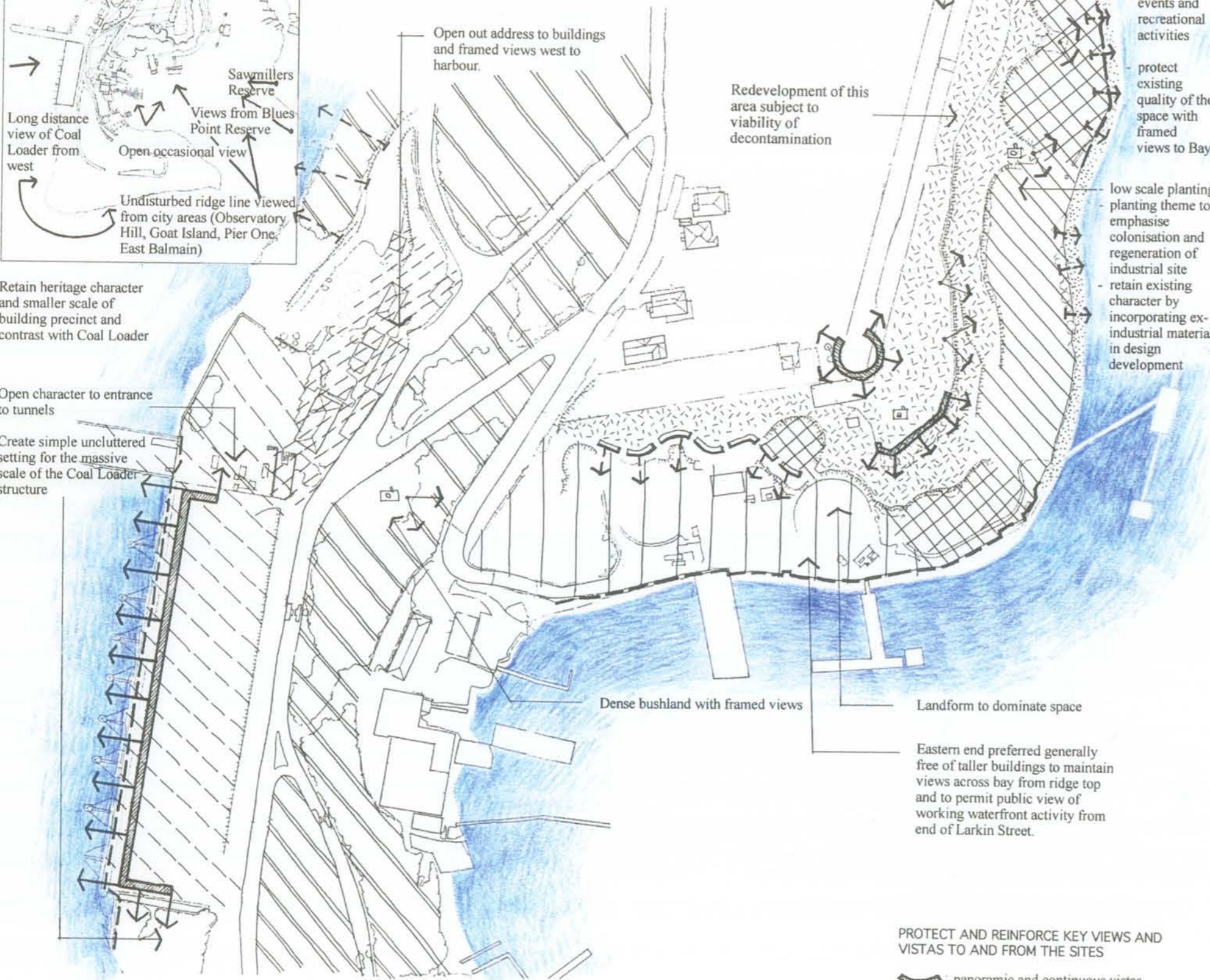




Retain heritage character and smaller scale of building precinct and contrast with Coal Loader

Open character to entrance to tunnels

Create simple uncluttered setting for the massive scale of the Coal Loader structure



PROTECT AND REINFORCE KEY VIEWS AND VISTAS TO AND FROM THE SITES

- panoramic and continuous vistas
- occasional views
- principal high level lookout points
- occasional views to waterfront and Balls Head

GOAL

To maintain and enhance existing landscape character and key internal / external views of the sites

OBJECTIVES

- SITE CHARACTER AND VISUAL QUALITY**
- Improve views within and through the site and views of it from the surrounding Harbour.
- Protect the site's natural and cultural landmarks which contribute to its unique identity and aesthetic appeal.
- Ensure the site is well maintained and that the site and buildings contribute to the amenity of the public domain.

STRATEGIES *

MAINTAIN, REINFORCE AND CREATE EXISTING LANDSCAPE CHARACTERS IN THE FOLLOWING PRECINCTS:

- open parkland
 - simple and uncluttered space
 - expansive or framed views
 - industrial structures and topography dominate
 - tree planting in groups / copses
 - contained drum spaces
 - minimal planting and structures
 - landform defines and dominates space
 - exposed ridgetop
 - mostly open sky, rough sandstone groundplane and low vegetation dominant
 - enclosed woodland
 - extension of bushland - low, medium and upper storey
 - occasional framed views as existing
 - semi enclosed building precinct
 - dominated by medium / low scale building grouping and associated spaces
 - framed distant views to harbour
 - open working waterfront
 - structures / buildings sensitively sited into landform and waterfront orientation through planned siting of buildings and limits to built development eg. height controls through DCP
 - permit occasional framed views to Harbour
 - public overview of activity to be optimised
 - enclosed foreshore edge
 - 'natural edge' defined by bushland character
 - vegetation dominant
 - permitting views
 - open foreshore edge
 - views across water and along foreshore dominate
 - constructed edges and wharves in range of materials suitable to purpose
 - open / enclosed Coal Loader
 - deck: simple, uncluttered, open
 - tunnels: enclosed, shafts of natural light used to effect
 - foreshore: open, scale of western wall to dominate experience
- * See also Design, Planning and Management Principles for particular settings

5.0 DESIGN, PLANNING AND MANAGEMENT PRINCIPLES

The following pages provide a range of design, planning and management principles for key aspects of the three sites. The principles are accompanied by an annotated illustration of some potential applications of those principles. These principles are based on performance requirements set out in the Development Control Plan and Working Paper for Sydney Harbour and its Tributaries (NSW Department of Urban Affairs and Planning and the Office of Marine Administration, 1998).

It is recommended that these principles perform two key roles:

- As a set of performance standards forming part of any brief for future tenders or expressions of interest for leases and licences for commercial/business activities on the sites.
- To form the basis of a Development Control Plan for the waterfront industrial area on the BP site and the Coal Loader site buildings and structures.

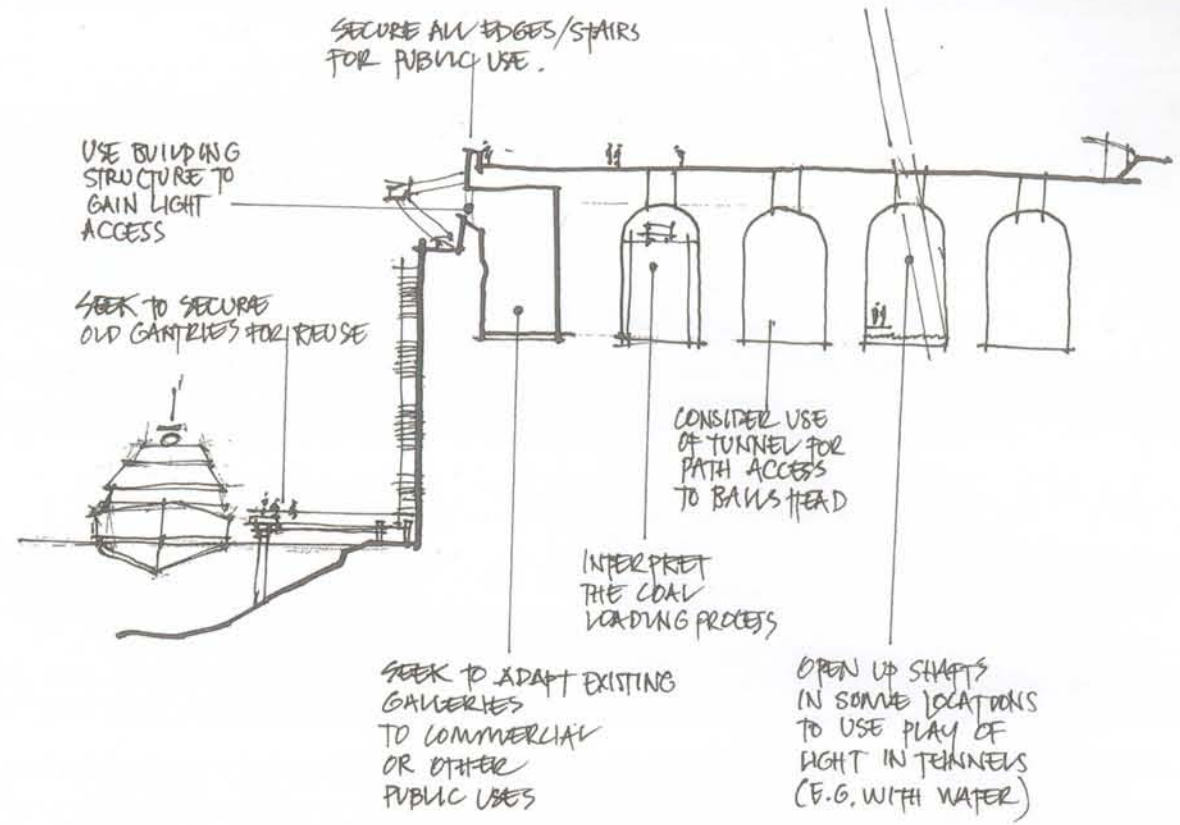
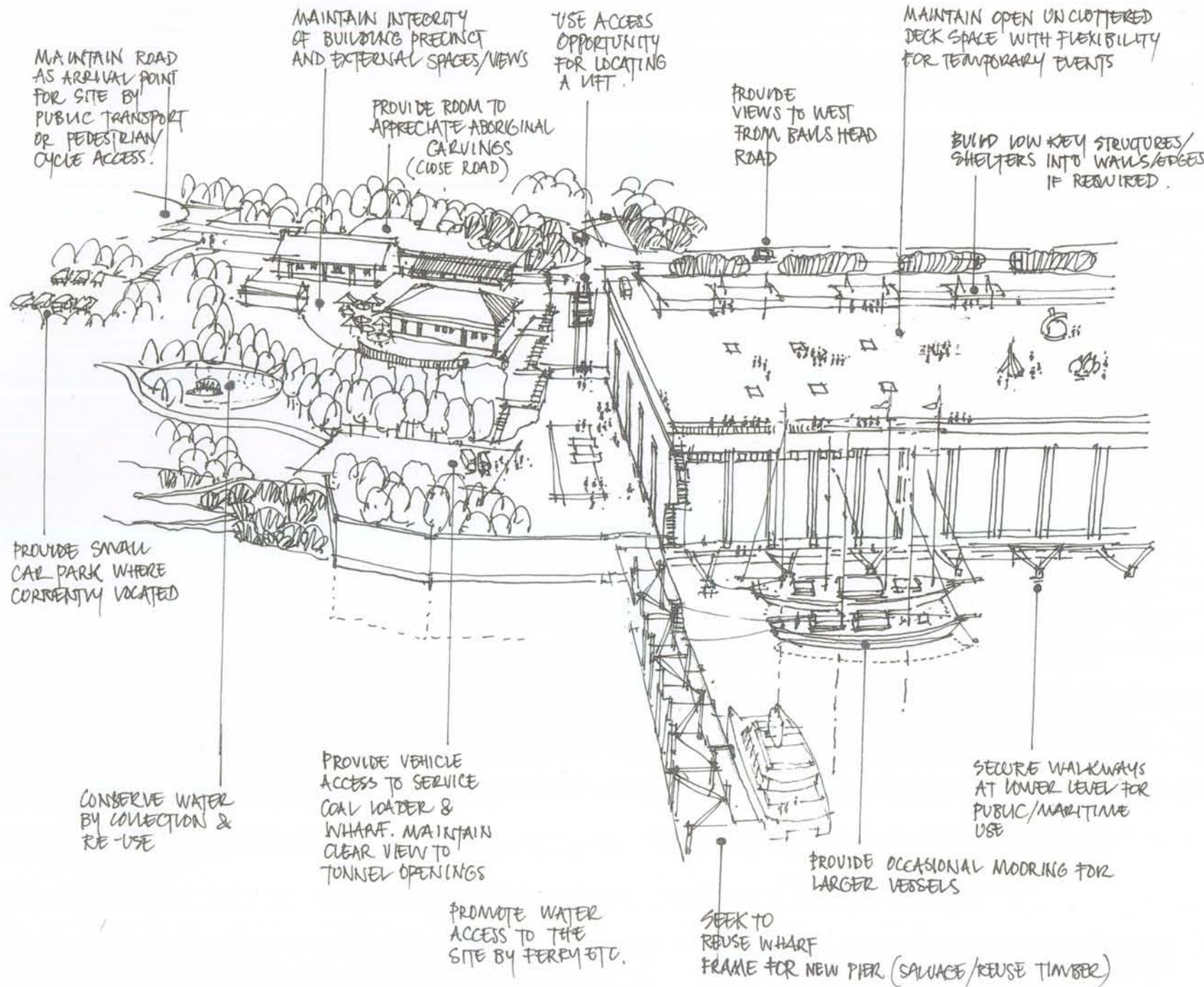
Given the heritage value of the Coal Loader structure it is recommended that a Conservation Management Plan be prepared for that site prior to calls for expressions of interest for adaptive reuse proposals and DA submissions that might ensue. It will be important that the Plan be clearly focused on proposals that address the strategies and principles in this document.



DESIGN, PLANNING AND MANAGEMENT PRINCIPLES

GENERAL PRINCIPLES

- Prepare Conservation Management Plan for the sites
- Secure all areas as required for safe public access
- Ensure that the entire site retains related uses to maintain its integrity and unity
- Ensure adaptations required retain flexibility of the site to a variety of uses
- Explore public uses and commercial opportunities that are compatible with the site's character, scale and heritage significance (establish performance criteria). Where possible return revenue to upkeep of structures.
- Optimise pedestrian access for all users
- Retain and enhance existing view opportunities
- Ensure uses minimise impacts on local residential amenity (noise, transport etc)



CONSIDER OPPORTUNITY OF USING PROGRESSION OF TUNNELS TO INTERPRET EVOLUTION OF THE SITE FROM ABORIGINAL OCCUPATION (TUNNELS AT REAR IN NATURAL SANDSTONE) TO CURRENT POST-INDUSTRIAL STATUS (TUNNELS NEAREST WATER).

COAL LOADER BUILDING

- Carry out staged programme of remedial works as required to conserve existing structure and to make safe areas progressively opened up for public access
- Provide for uses of the Coal Loader structure at both the platform and ground levels and water levels
- Ensure any alterations required to the existing Coal Loader building are appropriate in scale and character and demonstrably adaptive in style.

COAL LOADER WHARF AND GANTRY WAYS

- Commission a detailed survey focused on possible retention and reuse.
- Seek to re-use and adapt the wharf structure for large vessel moorings and ferries.
- Salvage all useable timber and metal from any demolition of the wharf and re-use in land-based landscape or architectural works.
- Investigate opportunities for possible working waterfront activity reuse of the wharf including uses associated with adaptive reuse opportunities for the Coal Loader. Ensure the wharf is appropriately serviced.
- Carry out remedial works as required to conserve existing gantry structures and to make safe areas progressively opened up for public access.
- Investigate reuse of water level gantries for a range of public recreation and working waterfront activities including recreational fishing, mooring.

ADMINISTRATION AND SERVICE BUILDINGS

- Establish a range of possible public / commercial uses and following preparation of Conservation Management Plan determine which if any buildings should be removed.
- Maintain built integrity of the precinct and link its uses to those of the Coal Loader where possible.
- Ensure that any regular people-generating uses (cafes, restaurants) do not generate high levels of car use / noise etc. (maintain limited parking).

ILLUSTRATION OF POSSIBLE APPLICATION OF PRINCIPLES

DESIGN, PLANNING AND MANAGEMENT PRINCIPLES

ILLUSTRATION OF POSSIBLE APPLICATION OF PRINCIPLES

WORKING WATERFRONT, BP SITE

- Prepare Conservation Management Plan for the site
- Develop Performance Standards (for possible development as a DCP) for the site that covers:
 - building heights, scale, location and style
 - site operations addressing such matters as noise, waste management, transport, ESD requirements and adjoining residential amenity
 - heritage or archeological criteria if / where applicable

Other general matters to be addressed:

- Maximise public access / interface and opportunities to view activity
- Site buildings to use topography to minimise their visual and amenity impact and to maintain views
- Establish building height controls that ensures visual protection of the ridgeline and maximises effect of level changes in nestling buildings into existing topography.
- Integrate and interpret heritage and prior use associations through possible reuse of existing remnant materials and design
- Noise generating activity to be controlled to normal working hours and existing EPA requirements
- Land-based, water-based and land-water interface development to be designed in accordance with guidelines set down in the following document
 - DCP for Sydney Harbour and Parramatta River (DUAP and OMA 1998). These include guidelines on the following:
 - siting of buildings and structures
 - built form
 - jetties
 - ramps and pontoons
 - slipways and skids
 - boat lifts

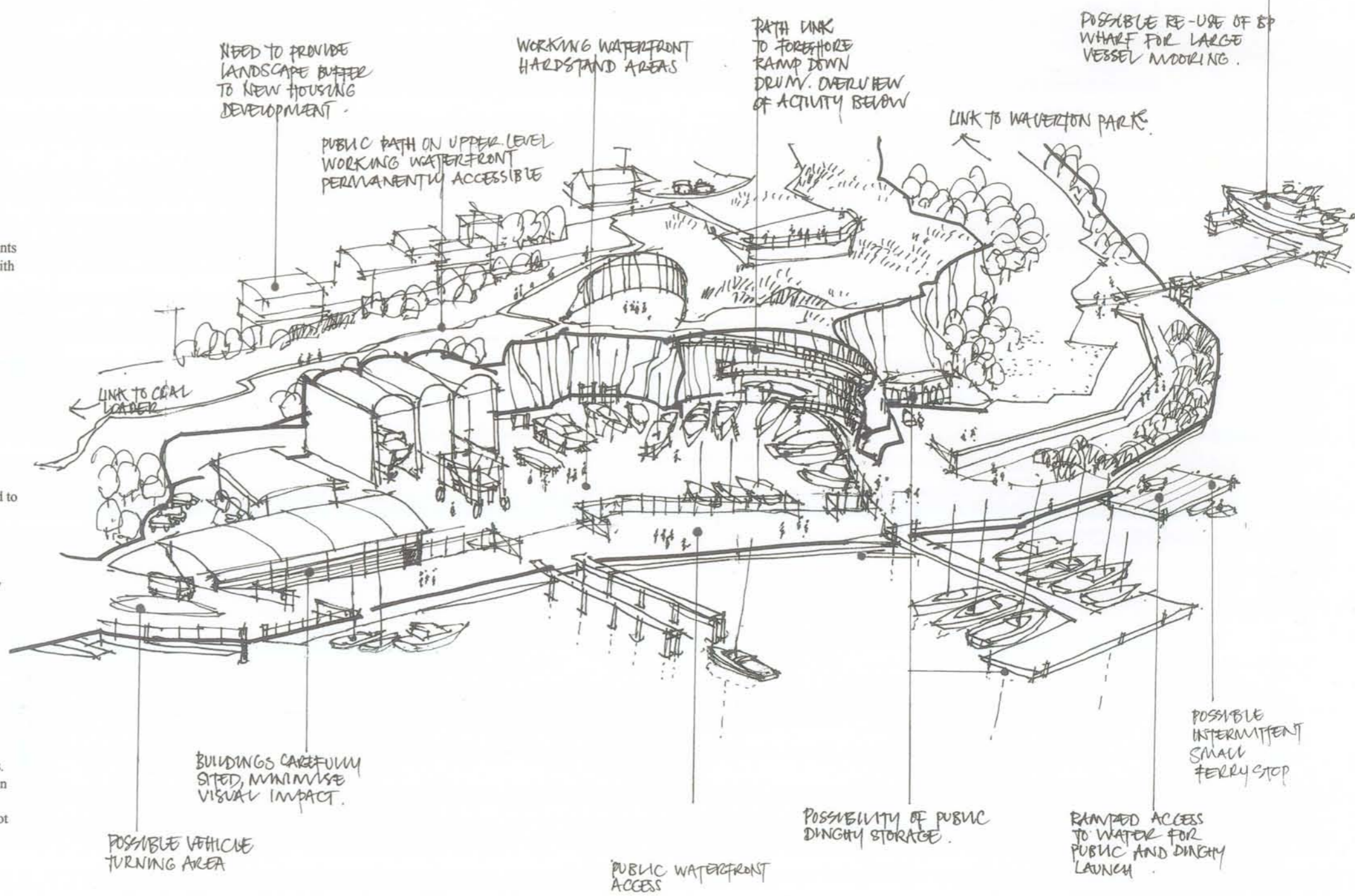
- Typical requirements include:
- maximum height of buildings other than workshops should be 8m (in the absence of other Council controls). A benchmark height for workshops in the order of 10m is recommended to minimise visual impact when viewing into and out of the site
 - congestion of the waterway and foreshore to be minimised
 - structures not to obstruct or affect the natural flow of the tide
 - excavation or cutting of the natural rock to be avoided
 - development to be setback at least 2.5m from the "Division of Waterway" as established by the Waterways Authority

REMEDATION, BP SITE

- Ensure that all of the site is rendered safe by remediating to standards compatible with public parkland and working waterfront.
- Establish the exact extent and nature of contamination through further testing on the BP site.
- Determine extent of on or off site treatment and implications for short or long term public access.
- Maximise opportunities for early public access to sections of the site through negotiation between landowners, leaseholders and Council on possible staged remediation programme.
- Ensure that any site relocation of contaminated fill (if required) contributes to design and does not obscure existing landform features.
- Interpret the process of remediation to the community and visitors.

BUSHLAND REHABILITATION, BP SITE, COAL LOADER AND CALTEX SITE

- Maintain and enhance integrity of existing bushland through continued regeneration
- Build on the existing local community initiatives for bushland regeneration and encourage wider participation
- Use species from local genotype and where appropriate replace non-locally endemic species (particularly where invasive)



6.0 DEMONSTRATION MASTERPLAN

Development of the Strategic Masterplan has been based on a vision for these sites encapsulated in the phrase '*post-industrial pleasure gardens*' alluding to the old Balls Head Pleasure Gardens. It provides a focus for ongoing planning, design and management processes for the sites.

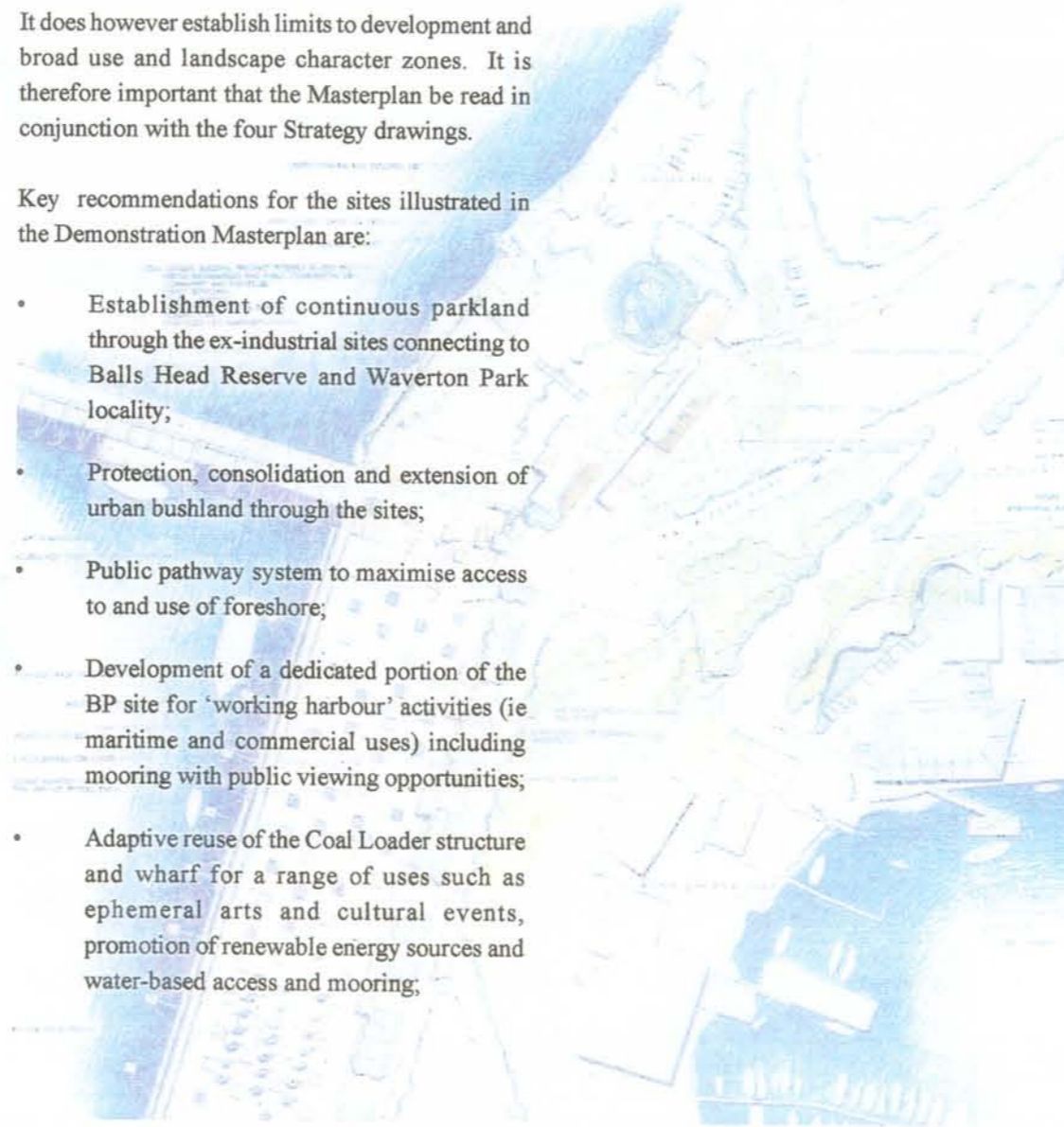
The following Demonstration Masterplan is not intended to be read as a definitive design solution but rather as a typical application of the strategies and design, planning and management principles to the sites.

It does however establish limits to development and broad use and landscape character zones. It is therefore important that the Masterplan be read in conjunction with the four Strategy drawings.

Key recommendations for the sites illustrated in the Demonstration Masterplan are:

- Establishment of continuous parkland through the ex-industrial sites connecting to Balls Head Reserve and Waverton Park locality;
- Protection, consolidation and extension of urban bushland through the sites;
- Public pathway system to maximise access to and use of foreshore;
- Development of a dedicated portion of the BP site for 'working harbour' activities (ie maritime and commercial uses) including mooring with public viewing opportunities;
- Adaptive reuse of the Coal Loader structure and wharf for a range of uses such as ephemeral arts and cultural events, promotion of renewable energy sources and water-based access and mooring;

- Public wharf facilities for water-based access, for example guided Harbour heritage tours;
- Adaptive re-use of the Coal Loader administration buildings for a range of public/commercial opportunities;
- Protection of Aboriginal, early European and industrial heritage artefacts and reinterpretation.



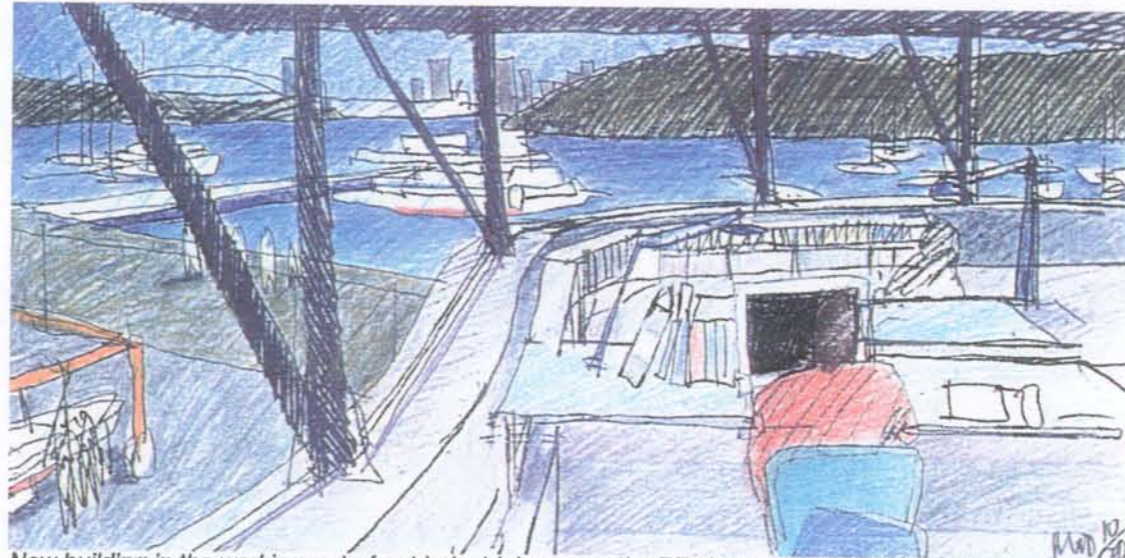


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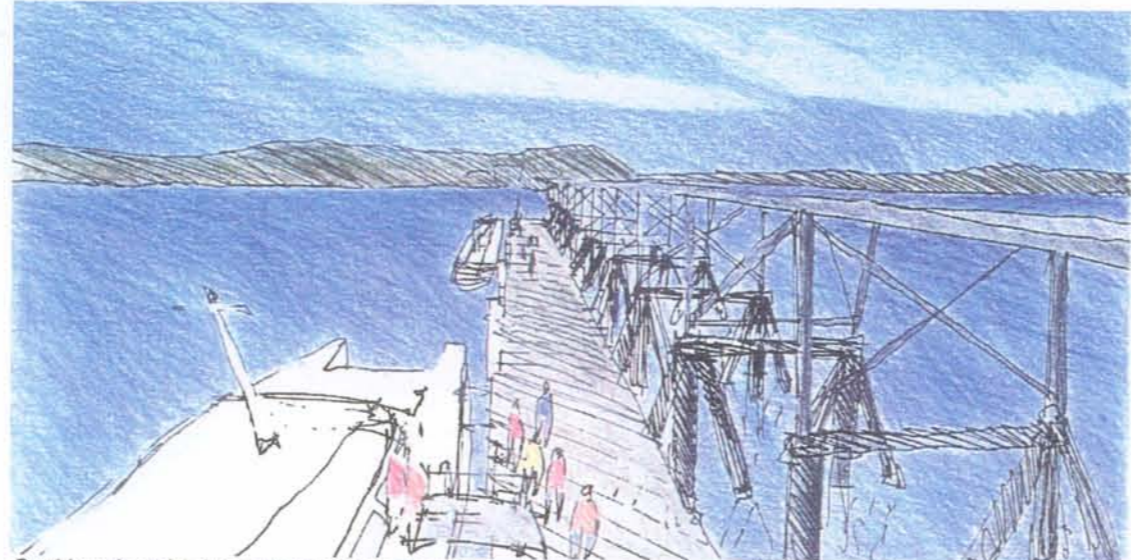
waverton peninsula strategic masterplan
DEMONSTRATION MASTERPLAN



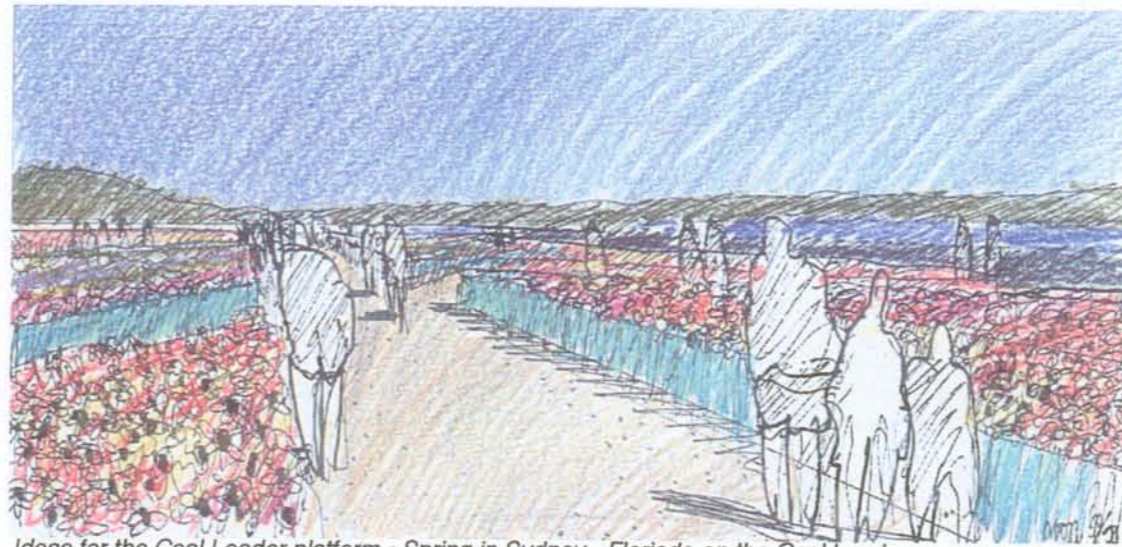
Shared foreshore accessway through waterfront industrial area on the BP site



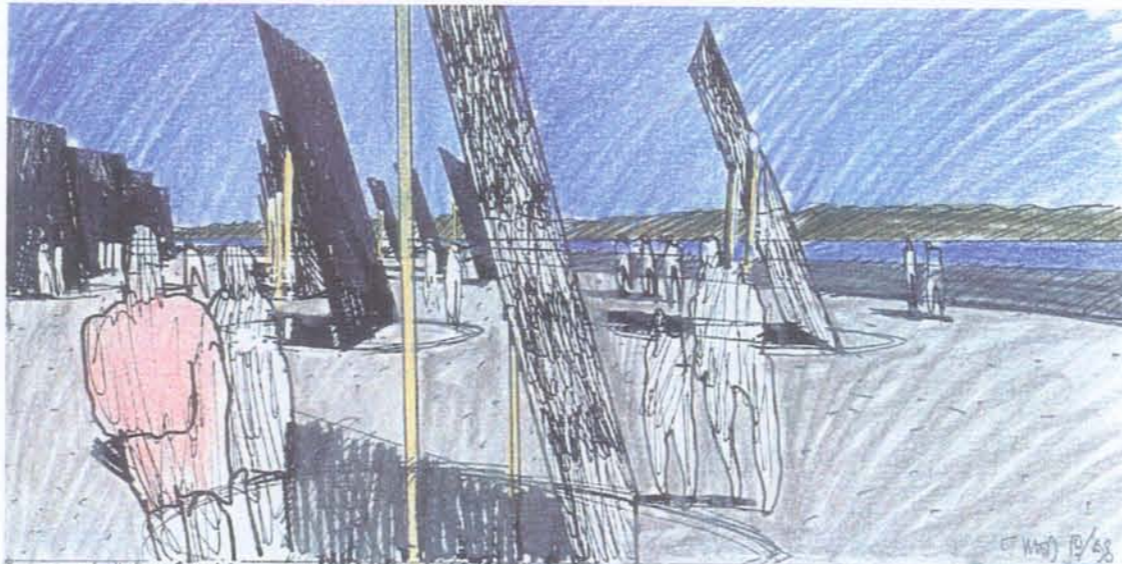
New building in the working waterfront industrial area on the BP site overlooking Berry's Bay



Coal Loader wharf renovated to incorporate pontoons for mooring and intermittent use as a public ferry wharf



Ideas for the Coal Loader platform • Spring in Sydney • Floriade on the Coal Loader



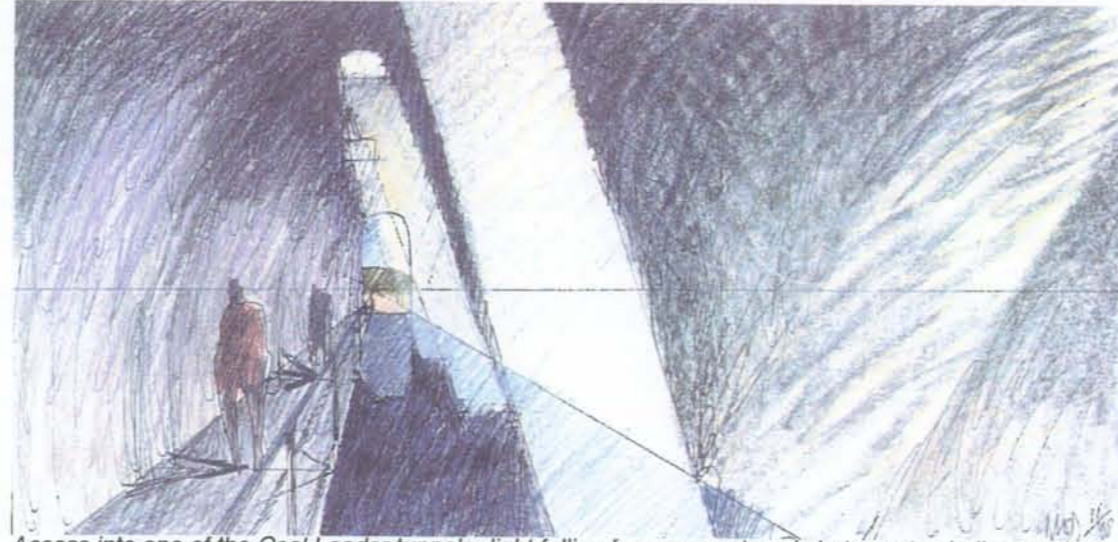
Ideas for the Coal Loader platform • Solar ballet • Sun tracking panels as an evolution of energy technology from cutting edge coal bunkering to solar power.



Ideas for the Coal Loader platform • Sculpture retrospective on the Coal Loader



Ideas for the Coal Loader platform • Mist fountains uplit at night, randomly emanate from the coal chutes, make reference to past use: the spraying down of coal dust.



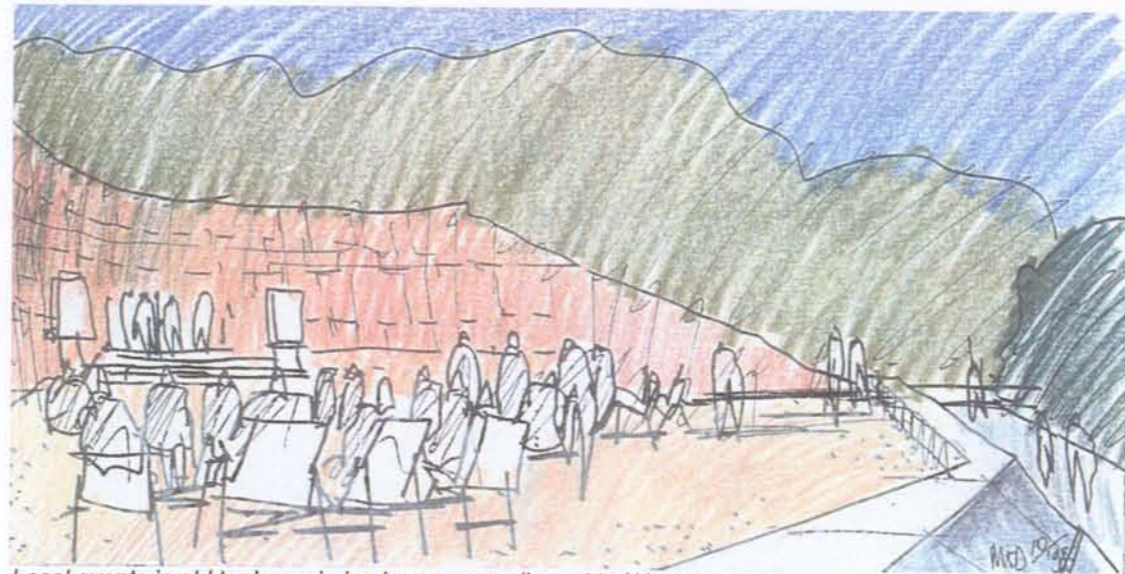
Access into one of the Coal Loader tunnels • light falling from opened coal chutes onto shallow pool creating dramatic effects of light and water



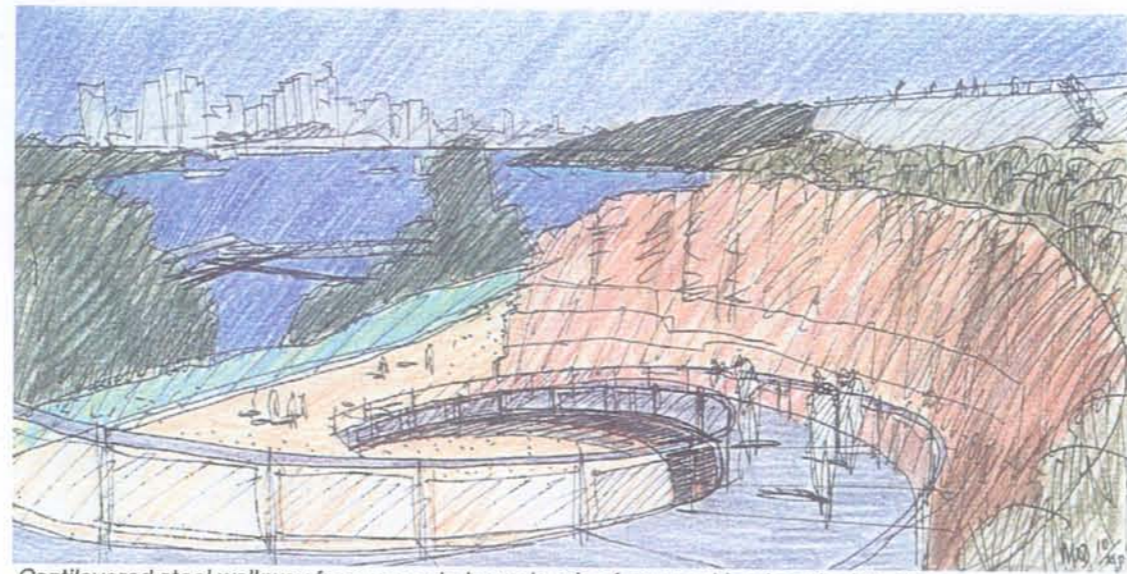
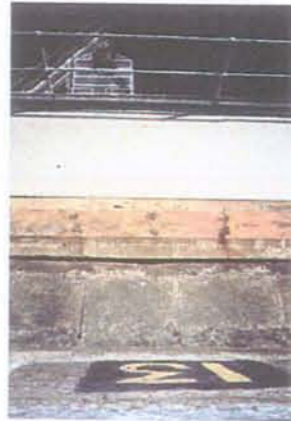
Existing walkways made safe for early access with galvanised iron roofs removed to provide a waterfront walkway



Industrial remnant • Foreshore pedestrian path alongside battered wall

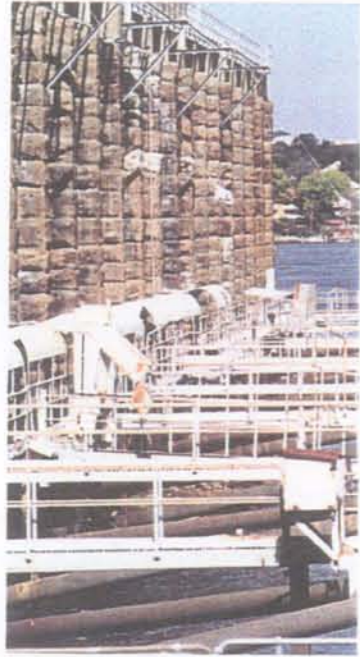


Local events in old tank semi-circular spaces adjacent to Waverton Park



Cantilevered steel walkway from upper to lower levels of new parkland on the BP site

7.0 IMPLEMENTATION



Following public exhibition the Strategic Masterplan was finalised taking into account submissions received by Council. North Sydney Council adopted the Plan on 25 January 1999.

In consultation with key stakeholders during finalisation of the document the following steps for implementing the sites' development were identified:

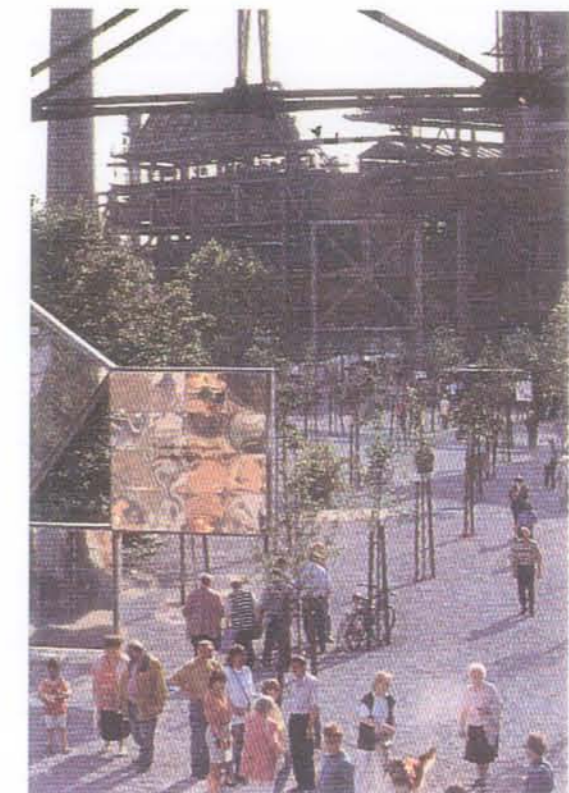
- Conservation Management Plan for the Coal Loader/Caltex sites and open space areas on the BP site (this may lead to steps to improve statutory protection of items of significant heritage value, such as the Coal Loader).
 - Plan of Management for open space areas.
 - Consultation/negotiation between lessees, landowners, Council, appointed auditors and the Environment Protection Authority and others to agree methodology and programme for:
 - remediation
 - early access
 - Remediation works in concert with works to achieve staged early access to some parts of the site.
 - Development Control Plans prepared by North Sydney Council covering the:
 - working waterfront area on the BP site
 - administration buildings complex on the Coal loader site
 - Feasibility assessment for working waterfront area and Coal Loader site structures (ie wharf, Coal Loader building, administration buildings).
- Priority works design development.
 - Staged site development (ensuring protection of existing terrestrial and aquatic flora and fauna habitats).

SUGGESTED INITIATIVES

It is envisaged that ongoing negotiation between key stakeholders will be required to ensure an integrated and streamlined process of development for the sites.

To this end the following initiatives are provided for consideration with the aim of facilitating ongoing planning and development processes:

- Continuation of reference group established for this project to guide future development with the addition of other relevant stakeholders as required.
- Involvement of newly appointed Sydney Harbour Manager to facilitate and support co-ordination of relevant government agencies and stakeholders.
- Workshops involving stakeholders including the community at key stages prior to and during site development to ensure an integrated planning process addressing issues such as:
 - early access in tandem with site remediation
 - joint government agency management and financing initiatives
 - use of renewable energy source
 - design outcomes



Visitors at the newly opened Duisburg- North Landscape Park, Germany. The Park is part of the larger IBA Emscher parkland system developed along a previously heavily industrialised river valley. Photo shows dramatic backdrop of industrial structures integrated into the new Park development.

REVIEW

This document has been prepared with the aim of providing a strategic planning framework for future development of the three ex-industrial Waverton Peninsula sites. For this reason and to ensure its longevity this document does not include detailed recommendations (hence the requirement for the preparation of planning controls such as a DCP for the working waterfront area).

The document is intended to guide future decisions on planning and development processes including remediation strategies and works.

The need to review some aspects of this document in the light of the outcomes of the Conservation Management Plan is acknowledged.

To this end it is recommended that provision be made to review this document following the preparation of the Conservation Management Plan.



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Aerial view looking towards Sydney's CBD and the Harbour Bridge showing Berry's Bay, the BP site and Ball's Head in the foreground and the Coal Loader site in the lower right-hand corner.