

## 5.0 CONSERVATION PRINCIPLES & POLICIES

### 5.1 Introduction

The purpose of conservation management policies set out in this section is to provide an in-principle guide to actions to be followed in the development, care, maintenance and long-term use of Centennial Parklands so that its heritage significance is retained, restored or reinstated, recorded and presented for future generations.

The conservation management policies have regard to the significance of Centennial Parklands and the constraints arising from and associated with that significance. They provide the objectives for future planning for the appropriate conservation of the Parklands' heritage.

### 5.2 Conservation Principles

The opportunities presented, embrace the following principles:

- Retain, restore or reinstate significant heritage attributes of the Parklands;
- Conserve the significance of the Parklands, including functional relationships, spaces, vistas and fabric;
- Record all elements of significance which are affected by change,
- Enhance appreciation of the Parklands' heritage significance through appropriate presentation, education and interpretation;
- Fulfil the objectives of the *Centennial Park and Moore Park Trust Act*, and the principles of the *Australian Natural Heritage Charter* and the *Burra Charter*;
- Consider the relative significance of the whole and individual elements in conservation and use;
- Allow ongoing use, change, development and maintenance in the Parklands, whilst retaining its heritage significance;
- Ecological, social and economic sustainability;
- Observe and comply with legislative requirements.

### 5.3 Appropriate Intervention to Conserve “Items”

A Heritage “Item” has been defined in Section 1.8 and refers to items, elements, flora and fauna, plantings, fabric, spaces, vistas, places, associations and processes.

Conservation processes for “items” of Natural, Indigenous and Cultural heritage significance will be managed in accordance with the guidelines in the relevant charters. Management will endeavour to maximise the retention of all significant heritage “items” in order to retain the authenticity and integrity of Centennial Parklands.

In addition to existing exemptions under the Heritage Act (for certain works such as maintenance and repair), the recommended treatment for individual “items” will be based upon the level of significance in accordance with the following criteria:

#### Treatment of different levels of significance:

|                                 |   |
|---------------------------------|---|
| <b>Exceptional Significance</b> | Conserve, preserve, restore, maintain all items and record relevant processes. If adaptation is necessary for the continued use of the place, minimise intervention, removal or obscuring of significance. All intervention should be reversible and archivally recorded. |
| <b>High Significance</b>        | Conserve, preserve, restore, maintain all items and record relevant processes. Opportunity for adaptive reuse to preserve the ongoing viability of the place provided that any significance is retained or revealed. All intervention should be archivally recorded.      |
| <b>Moderate Significance</b>    | Aim to conserve, preserve, restore, maintain most items and record relevant processes. There is opportunity for adaptive reuse or partial removal to preserve ongoing viability of the place, particularly if it reveals significance of a higher level.                  |
| <b>Little Significance</b>      | Retain, recycle, add compatible new elements and/or removal as necessary for adaptive reuse, ongoing viability or in order to reveal significance of a higher level.  |
| <b>Neutral</b>                  | Retain, recycle, remove, or modify as required.   |
| <b>Intrusive</b>                | Remove or modify, in long term to reduce adverse impact.  |

#### Specific Policy Using State Themes

The Conservation Management Plan, Volume 2, has a detailed section of Policies prepared using the State Historic themes as a method of structuring the policies. This methodology is consistent with the structuring of the remainder of the initial report. Refer to Volume 2 (Chapter 6) for detailed policies on individual items.

Principles and policies for the conservation of Natural, Indigenous and Cultural heritage are set out in the following pages.

## 5.4 Conservation of Natural Heritage

### Principles

The significant natural heritage attributes of Centennial Parklands will be conserved in accordance with the following principles from the Australian Natural Heritage Charter (Volume 3, App M) and NPWS Biodiversity planning guide for Local Government:

|                          |  |
|--------------------------|--|
| Intergenerational equity | maintain the health, diversity and productivity of the environment for the benefit of future generations |
| Existence value          | values beyond social, economic or cultural values  |
| Uncertainty              | the full potential significance may not yet be recognised  |
| Precaution               | lack of full scientific knowledge is no reason to postpone measures to prevent degradation               |

Conservation management of natural will comply with the requirements of relevant legislation, including the *NSW Threatened Species Conservation Act*, the *National Parks and Wildlife Act*, and the *Commonwealth Environment Protection and Biodiversity Conservation Act (EPBC Act)*.

Strategies will be developed to adequately record, conserve, restore, present and interpret the natural heritage attributes of the Parklands.

### Policies

Specific conservation strategies that will be undertaken to conserve the natural heritage of the Parklands include:

- Vegetation Management Plans for remnants of Eastern Suburbs Banksia Scrub are to be prepared and implemented in accordance with the NPWS Recovery Planning process for this endangered ecological community.
- Implementation of a Fauna Masterplan, including the Pest Management Strategy. Note: although the Mary River Turtle (a species listed under the EPBC Act) has been recorded in the Parklands, this species has been introduced, and may compete with local native species. NPWS requires that any individuals of this species captured not be re-released in the Parklands.
- Centennial Parklands staff will liaise with planners at State and Local Government levels for the development of adequate environmental planning instruments to ensure the protection of the Parklands environment. These instruments are to provide a consistent approach by the adjoining local government areas with respect to stormwater and pollution control, provision of adequate local public open space and recreation facilities, and strategic planning policies.
- Continued involvement of technical advisors and relevant stakeholders for guidance on natural heritage conservation in the Parklands.

Research priorities include:

- Investigation and modelling of groundwater and relationships of groundwater to ecosystems.
- Regular ecosystem monitoring, including monitoring of pest species and threatening processes.
- Response of Eastern Suburbs Banksia Scrub species to regeneration techniques.
- Location and effectiveness of corridors for fauna movement, including barriers to movement.
- Natural wetland formation processes, including peat island formation.

## 5.5 Conservation of Indigenous Heritage

### Principles for Partnerships

The Centennial Park and Moore Park Trust (Trust) recognises that Centennial Parklands is a cultural landscape within the traditional clan territory of the Gadi people and recognises the rights of Sydney's Indigenous communities to be involved in Centennial Parklands, particularly in regard to land and cultural matters. This is reflected in the following Acknowledgement Statement:

*"The Trust acknowledges the Gadi as the traditional custodians of the country on which our Parklands have been constructed. We wish to move forward in a respectful partnership with Sydney's Indigenous communities so that we can Care for Country together".*

Centennial Parklands Indigenous Program provides a framework for developing the Trust's partnership with Sydney's Indigenous communities. Through its Indigenous Program, Centennial Parklands engages with representatives of Sydney's Indigenous communities about past and present issues that are vitally important to them today, and continues to explore mutually acceptable ways to address those issues.

### Principles for Conservation of History and Heritage

The Trust recognises that damage and destruction has previously occurred to Indigenous places and landscapes located within the Parklands. In partnership with the Indigenous Reference Panel referred to in the Centennial Parklands Indigenous Program, strategies will be developed to appropriately acknowledge, record, conserve, restore and interpret Indigenous heritage within the Parklands.

### Policies for Partnerships

Centennial Parklands will work in partnership with Sydney's Indigenous communities to create opportunities to engage them in Parklands projects and programs as set out in the Draft Indigenous Program.

The program recommends the following priorities:

- Development of a Reconciliation Statement
- Use of the Acknowledgement of Prior Custodianship developed in the Indigenous Program at all official functions and events at the Parklands and in interpretive material
- Establishment of an Indigenous Reference Panel
- Dedicated Indigenous position on the Community Consultative Committee
- Development of strategies for training, employment and career development for Indigenous people
- Development of cultural awareness programs for staff and contractors
- Development and implementation of culturally appropriate information management systems.

### Policies for History and Heritage

In partnership with the Indigenous Reference Panel and in accordance with NSW Heritage legislation, Centennial Parklands will develop individual Conservation Management Plans for all known and future sites listed on the National Parks and Wildlife Service Aboriginal Sites Register. Research outcomes and recommendations from the Attenbrow *Pre-colonial Archaeological Report* (2002) will form the basis of these plans (refer Appendix S, Volume 2). The Conservation Management Plan for Centennial Parklands will then need to be updated to incorporate these outcomes.

Further research is needed to fully determine the nature and significance of the Indigenous associations with the Parklands in the pre-colonial and post-contact periods.

Research priorities for the pre-colonial period include:

- Implement the recommendations of the Attenbrow report including assessment of the Queens Park rock shelter by a rock art specialist and providing further information on the presence and likely distribution of potential archaeological deposits.
- Investigate the evolution and nature of the sandhills and wetland complex, as well as the land surface before the formation of the sandhills
- Investigate the use of freshwater swamps in the Parklands in the context of pre-colonial use of wetland areas in the Sydney region
- Investigate impacts of post-contact developments on the sandhills and wetlands within the Parklands and the depths to which they extend.

Research priorities for the post-contact period include:

- Further investigate the nature of Indigenous sporting, employment and other associations with the Parklands
- Further investigate biographies of individual Indigenous people known to have been associated with the Parklands, such as King Billy Timbery, Indigenous soldiers and sportspeople.
- Further investigate the nature and location of Indigenous pathways in and around the Parklands and linkages with other areas of significance.

An Interpretation Strategy for Indigenous Heritage is to be developed that acknowledges and appropriately interprets Indigenous history and heritage associations with the Parklands. This Strategy will build on the important contribution of Indigenous elements to the Parklands' Education and Interpretation program over recent years. Recommendations and information contained in this Strategy will inform the further development of educational and interpretive programs in the Parklands, and guide the development of publications.

## **5.6 Conservation of Cultural Heritage**

### **Principles**

The cultural heritage of Centennial Parklands will be conserved and managed in accordance with principles of the Burra Charter; (see Volume 3, Appendix L);

The notion that Centennial Parklands is composed of interconnected historic parks with identifiable characteristics will be the basis to any future development.

Future planning at Centennial Parklands will be aimed at achieving the following objectives:

- To manage all Trust landholdings as a whole;
- New work will highlight and contribute to the significant Natural, Indigenous and Cultural heritage of the Centennial Parklands, embracing opportunities for ecological, social and cultural sustainability;
- To remove incompatible elements from culturally significant items in order to restore a proper setting whenever the opportunity arises; and

- To ensure new development is sited so that an appropriate visual curtilage is preserved for items of cultural significance.

## Policies

### Fabric and Setting

- The significant fabric in Centennial Parklands will be conserved and adapted in accordance with the *Burra Charter*, (see Volume 3, Appendix L) and at least to the minimum standards of maintenance and repair as required by s.118 regulations (*NSW Heritage Act 1977*);
- Centennial Parklands staff will liaise with planners at State and Local Government levels for the development of adequate environmental planning instruments to ensure the protection of an appropriate physical and visual curtilage to Centennial Parklands. These instruments are to provide a consistent approach by the adjoining local government areas with respect to building heights, density and planning policies.
- Centennial Parklands needs an appropriate physical and visual curtilage including its skyline. It is important that new structures and landscape elements erected in the vicinity of the Centennial Parklands do not negatively impact on the historic precinct, nearby heritage streetscapes/areas, the setting of Centennial Parklands and views to and from Centennial Parklands.
- Review the current Precinct definition and consider Character Areas as a more appropriate device for definition.
- A full schedule of maintenance and conservation works and priorities is to be developed in accordance with the condition report and recommended treatment for the levels of significance. In the short term, the priority conservation works include the Moore Park Toll House, the Comrie Fountain, Anzac Parade columns, Cricketers' Association Memorial and the Martin Road Rangers' Residence.
- Individual conservation management plans will be prepared for the more complex items of exceptional and high significance, such as the Moore Park Toll House.
- Damaged or deteriorated fabric of exceptional or high significance will be stabilised and conserved where technological means are available.
- Elements or items of significance, where no longer functional due to deterioration or damage and incapable of being stabilised, are to be archivally recorded and assessed for suitability to be replaced with matching details in the same materials and date-stamped.
- Prepare and implement a Maintenance Strategy with regular cyclical inspection schedules taking into account the significant fabric in the Parklands, prioritising actions in accordance with need;
- Review the Maintenance Strategy on a regular basis;
- Update current maintenance methods and heritage information and review on a regular basis and as new information comes to light;
- Consultant trades-people and supervisory staff will be appropriately qualified in their relevant fields and will have knowledge and experience of sound conservation practices;
- Trades people and supervisory staff will take care not to damage significant fabric in maintenance and repair activities. A review of the Conservation Management Plan policies for the area will be made prior to any work proceeding.

### Moveable Heritage

- Full significance assessment is to be made of the Parklands' moveable heritage and archival collections.

- Any significant archival or moveable heritage fabric will be catalogued, conserved and stored on site in accordance with Government archival policy.
- Maintenance plans will be prepared for individual items of moveable heritage to guide ongoing conservation works, in accordance with the NSW Heritage Office publication *The Maintenance of Heritage Assets: A Practical Guide*.
- Centennial Parklands has a growing collection of moveable heritage items, including artworks, statues, memorials, materials (eg Commonwealth Stone fence), monuments, photographs and certain archival material requiring proper archival conservation, maintenance and storage conditions. Given the limited space available at the Trust's administration offices and depot, an alternative on-site storage location may need to be found that can be fitted out to meet appropriate conservation standards. For larger, heavier items such as monuments and statues, secure undercover storage or reinstallation may be sufficient, while more sensitive materials are likely to require secure archival framing and/or full archival conditions. Technical advice on this matter will be sought as a priority for implementation.
- In conjunction with the Interpretation Strategy recommended in Chapter 6 of this volume, regular opportunities are to be found for well-interpreted exhibition of parts of the collection to the public and Parklands staff.
- Collection of further moveable heritage will focus on expanding existing collections (eg the Austin Platt collection) and on retrieving items, which were formerly within the Parklands. The items and collections must contribute to deepening the community's understanding and appreciation of the Parklands' exceptional and highly significant heritage items and themes. However it is vital that the issue of appropriate conservation and storage is addressed prior to any large scale acquisitions.

### **Feasible Uses**

Feasible uses of Centennial Parklands are those that are consistent with, and required and allowed by the *Centennial Park and Moore Park Trust Act* and the Plan of Management prepared under that Act.

Uses of Centennial Parklands must relate primarily to its significance as the People's Park, and a place where its Natural, Indigenous and Cultural heritage is accessible, valued, conserved, communicated, interpreted, and transmitted to future generations in an *integrated fashion*. The community also plays a vital role in the recognition, celebration and creation of the Parklands' heritage.

The consideration of feasible uses for the property or portions of it must also take into account a number of issues, constraints and opportunities relating to physical conditions, statutory and non-statutory requirements and community expectations. These are detailed in Chapter 4 of this volume and are a key part of the impact assessment considerations underpinning the procedures outlined in Chapter 6.

The need for some change is recognised in order to achieve the ongoing functions and public benefits of the Parklands. There may be need for some change in order to maintain the Parklands as a viable, living environment. With careful planning, the Parklands can accommodate changing uses, while protecting the heritage significance of the site. Adaptive re-use will be in accordance with the General Design Principles as set out in Policies 6.3.9 and 6.3.10 (Volume 2).



### **Building Maintenance and Design**

- All alterations and new work to the built environment will respect the heritage of the Parklands and will be complementary and compatible with the character of the Parklands.
- Ensure the balance is maintained between the existing proportion of the built environment to natural elements.
- In general, the total volume / footprint of built elements will not be increased without consultation with the Heritage Reference Panel.
- Opportunities to rationalise floor space and hard surface areas are to be encouraged. This may assist in redistributing the existing volume / footprint of built elements to more appropriate locations, and is particularly relevant in relation to amenities (eg toilets) and above-ground services (eg pumping stations) of little heritage value.
- Opportunities for environmentally sustainable building design and materials and methods will be embraced and given priority weighting in tender assessment.

### **Landscape Maintenance and Design**

These policies are to be read in conjunction with the Tree Masterplan for the Parklands, which is the main guiding document in tree management and landscape planning. It is included in Volume 3, Appendix V.

- New landscape design will interpret the layers of significant values of the place and will be of a compatible scale and character so as to build upon the identified heritage significance of the Parklands and its elements.
- Protect the essential character of the Parklands' trees through the judicious removal and replacement of failed or aesthetically inappropriate trees.
- Regional views and vistas from the Parklands will be preserved and enhanced through landscape design, maintenance and liaison with surrounding local councils.
- Implement replacement techniques to maintain or renew the integrity of the planting elements such as avenues or groves.
- Prioritise tree replacement in accordance with the significance of the tree planting.
- Replace in kind and where necessary/possible the same genetic stock, trees of high heritage, design and cultural value.
- Replace trees that perform poorly, succumb to pathogens or present hazards with more appropriate trees which reflect the form and design intent of the original species. Soil and sub-soil investigations should be undertaken prior to replacement to determine the reasons for poor performance.
- Judiciously prune or if necessary remove trees that obscure significant views and vistas, compromise the health of adjacent trees or environmentally sensitive areas, or significantly detract from the desired landscape character, while being mindful of potential fauna habitat.
- Avoid specimen infill plantings in groves and avenue plantings. Varying levels of intervention will be considered prior to any replanting.
- Use new plantings to strengthen the original design concept and connections, clarify spatial structure and character, mark entrances and junctions and reflect changes in use and/or conditions;
- New plantings must complement the existing landscape character, have acceptable maintenance requirements, and be ecologically appropriate for the specific site conditions;

- Changes in planting patterns must continue the tradition of distinguishing the diverse use and character of spaces throughout the Parklands;
- New planting may require to be phased and structured to allow for short term, and possibly undesirable impacts in order to gain long-term benefits;
- Encourage the evolution of the Parklands' palette of plants through continued experimentation with tree species.
- Strengthen and reinforce the Parklands landscape character with new planting initiatives.
- Mark important external corners, entrances and junctions with tree plantings and/or garden beds which complement or highlight the existing character of the Parklands. This will strengthen the presence of and access to the Parklands.
- Concentrate significant park character and specimen trees along the Parklands boundaries to deter any future proposals that may encroach onto the Parklands.
- Liaise with the relevant stakeholders and park recreation planners at State and Local Government level to encourage tree planting along major routes with the aim of strengthen the links between the Parklands and the city. It is recommended that the Roads and Traffic Authority and Randwick, South Sydney, Woollahra and City of Sydney Councils are included in this effort.
- Add new plantings to sustain or enhance historic and aesthetic character and to accommodate changes in use and conditions in the Parklands.
- Replanting will occur for the following specific reasons: to conserve or reinforce the Victorian period landscape character and Australian landscape character; to strengthen visual and physical connections or to accommodate changes in use.
- New planting must have manageable maintenance requirements, be tolerant of the prevailing site conditions and where possible, improve wildlife habitat.
- Any new plantings or replacement plantings must not impact on existing heritage, especially remnant vegetation (refer to ESBS Vegetation Management Plans for details). As a general guide, any plantings will trigger impact assessment procedures (refer to Parklands Impact Assessment Manual) where they are proposed within 20 metres of remnant vegetation.
- Continue experimentation with tree species in order to expand the palette of suitable trees for the Parklands. Experimentation must be managed carefully to reduce associated risks and to prevent the erosion of the identified significant values of the Parklands.

## **Leisure and Sporting Heritage**

### **Principles**

Maintain a balance in the provision of recreation and sport facilities and related infrastructure, recognising the social value of both informal and organised activities.

Maintain a balance between the natural and built environment. This includes ensuring any development for recreation and sport complements the surrounding setting and heritage features and is consistent with past development.

Ensure that use of the Parklands is sustainable, and that the potential cumulative impacts of use are monitored regularly and timely action is taken to minimise these impacts. (See Chapter 6 for assessment processes).

Support participation in a range of activities by a diversity of people. This includes catering for all age groups, abilities and cultural backgrounds, and both the surrounding community and the wider catchment, including tourists.

Any improvements to facilities or the provision of new facilities will be based on demand, value to the community and potential viability.

## **Policies**

### **General Provision of Facilities**

Minimise the visual impact of recreation and sport buildings and structures on the surrounding environment and heritage features of the Parklands. This includes sensitively locating facilities and utilising materials and colour schemes that complement other heritage features.

Provide safe and appealing facilities that support people in their use of the Parklands. This may require improving some amenities.

Improve or establish new facilities and structures such as seating, shelters and playgrounds, where there is justified demand that is not being adequately met in the Parklands. However, ensure that these do not impact on the values relating to the open spaces, natural areas and heritage items.

Encourage the sharing of built facilities to minimise the number of buildings required within the Parklands. However, in doing so, ensure buildings do not dominate the surrounding environments.

### **Sporting Facilities**

Locate sporting facilities in areas that have previously been used for sport and maintain a similar level of development. For example, whilst it will be appropriate to upgrade or replace an amenity building linked to a playing field, any major built indoor or outdoor sporting facilities will be contained to the ES Marks Athletics Field and the Parklands Sports Centre sites in Moore Park.

Allow changes in structure and use of sporting areas to meet changing needs and enable the establishment of viable facilities where appropriate. Where there is demand for an activity that has historically been played in an area, eg athletics linked to the ES Marks Athletics Field, endeavour to cater for such activities in the most feasible way.

### **Recreation Areas and Facilities**

Centennial Parklands provides a diversity of vegetation and park settings including formal gardens with exotics to natural areas, open grassed areas and ponds. This diversity is part of the uniqueness of the Parklands, supports a range of recreation and sport activities and will be maintained.

Provide, maintain and appropriately manage walking, cycling and jogging tracks to support safe and enjoyable participation in these highly valued activities.

Maintain and safely manage the provision of equestrian facilities (the horse track and equestrian grounds). The uniqueness of this facility and the past use of the site for equestrian activity justifies this provision, although there will

be flexibility in the facility design and management to enable any safety and sustainability issues to be addressed.

### **Integration of Recreation and Sport**

Incorporate recreation facilities including trees, seating, shelters and barbecues, to better cater for sporting participants and support less formal use of these areas.

Establish tracks and informal recreation areas around the Moore Park Golf Course as proposed in the Moore Park South Master Plan, to provide activity space for surrounding residents and diversify the use of Moore Park South.

### **Events and Celebrations**

Continue to utilise the Centennial Parklands as a venue for a diversity of events and celebrations, including music, cultural, art, community and social events, celebrations and exhibitions.

Events and celebrations need to have adequate transport and car parking arrangements while minimising impact on the heritage attributes of the Parklands. Management practices will continue to minimise such impacts and include management of the cumulative impact of activities.

### **Accessibility**

Where practical, ensure a range of recreation and sport areas and facilities are accessible to people with a disability, including people with mobility, hearing, intellectual and sight disabilities. This includes providing specific facilities that can be used by parents, children or people with a disability such as playgrounds, shelters or barbecues.

Audits will be conducted at intervals to determine how these needs are being met. An Accessibility Strategy for the Parklands is to be prepared and implemented.