



WARNERS PARK

PLAN OF MANAGEMENT

Adopted by Council: 9 September 2019

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Warners Park - Plan of Management

1. INTRODUCTION

1.1 Land to which the plan applies

This plan applies to community land in Northbridge, on which Warners Park is situated. Refer to Figure 1 for land boundaries.

Figure 1 - Warners Park



The park is composed of bushland, developed parkland, a district playground, 2 former bowling greens, 2 former clubhouse buildings, a car park and a community garden.

Bushland areas of the park are covered by the *Urban Bushland Plan of Management 2014*. Further investigation is required with regard to the redefining of reserve boundaries between Warners Park and the adjoining reserves located in the Castlecrag Griffin Conservation Area, being Keep Reserve (north) and Watgate Reserve (east).

This Plan of Management applies only to community land in Warners Park- see Section 3.

1.2 Background to the Plan of Management

The park is currently covered by the *Northbridge Ward Parks Plan of Management 1998*, and the *Warners Park Amendment 2003*. In July 2015 the Northbridge Bowling Club ceased operations at the site and terminated their lease of the two bowling greens and the 2 level brick club house.

Development Application 2017/ 361 was approved by Council on 24 April 2018 for new uses of the former Northbridge Bowling Club to operate a café on the lower ground floor, and a multipurpose community facility on the ground floor.

A new Plan of Management is required to authorise the granting of leases, licences or other estate for alternate uses for the former bowling club buildings and their curtilage and former bowling greens.

1.3 Purpose of the Plan of Management

The purpose of preparing this Plan of Management is to ensure that this land is subject to an adopted Plan of Management, and to expressly authorise the lease and /or licence of the former bowling club buildings for activities permitted by Development Applications 2002/628 and 2017/ 361. Any lease or licence must be consistent with the permitted uses listed in Figure 5.

1.4 Relevant legislation

Legislation which applies to the land in this Plan of Management is:

- ☐ *Local Government Act 1993*, which requires all community land to be subject to a Plan of Management ('the Act')
- ☐ *Local Government (General) Regulation 2005.*
- ☐ *Environmental Planning and Assessment Act 1979*
- ☐ *Native Title Act 1993.*
- ☐ *Disability Discrimination Act 1992.*

1.5 Willoughby planning context

This Plan of Management relates to some of the key strategic directions of the *Willoughby City Council Community Strategic Plan 2028*, Outcome 3, including:

A City that is liveable.

3.2 Create recreation spaces for all.

3.3 Promote an active and healthy lifestyle.

3.4 Create desirable places to be and enjoy.

3.5 Maintain quality of life by balancing population growth with the provision of assets and services.

3.6 Activate spaces in creative ways.

The *Willoughby Open Space and Recreation Plan 2013* recommends measures to improve open space and recreation opportunities in Willoughby, including improvements to passive recreation areas.

2. DESCRIPTION OF THE LAND

2.1 Land ownership and tenure

Warners Park is predominantly owned in Fee Simple by Willoughby City Council. There is a Crown Land reserve located centrally, which is a section of un-made road. Refer to the pink shaded area in Figure 2.

A generic Parks Plan of Management is being compiled to cover all public open space categorised as 'park'. The plan will include community land and Crown reserves. The Crown Reserve land in Warners Park will be covered in the generic Parks Plan of Management.

Figure 2 - Warners Park - ownership

The subject land is in Northbridge, and adjoins residential land to the north in Morotai Crescent and The Rampart; bushland and residential land to the east in abutting Watgate Reserve and The Outpost; residential land to the south in Kameruka Road; and residential land to the west in Tarakan Crescent.

The land parcels subject to this Plan are listed in Figure 3:

Figure 3 - Land parcels subject to the Warners Park Plan of Management

MAP KEY	TITLE	AREA m ²	DESCRIPTION	OWNERSHIP
1	Lot 92 DP20195	21,663.33	Warners Park	Willoughby City Council
2	Lot 2 DP437309	177.05	Warners Park	Willoughby City Council
4	Lot 1 DP437575	170.73	Warners Park	Willoughby City Council
5	Lot 4 DP382702	1,043.33	Warners Park	Willoughby City Council
6	Lot 1 DP435891	486.89	Warners Park	Willoughby City Council
7	Lot C DP436909	265.57	Warners Park	Willoughby City Council
8	Lot C DP339785	562.77	Warners Park	Willoughby City Council
9	Lot C DP382704	113.82	Warners Park	Willoughby City Council
10	Lot 1 DP435889	1,195.09	Warners Park	Willoughby City Council
11	Lot B DP449589	1,150.82	Warners Park	Willoughby City Council
12	Lot B DP449590	999.07	Warners Park	Willoughby City Council
13	Lot B DP382703	1,024.36	Warners Park	Willoughby City Council
14	Lot 1 DP456050	102.20	Warners Park	Willoughby City Council
15	Lot 2 DP456050	25.90	Warners Park	Willoughby City Council
16	Lot 1 DP437641	1,062.30	Warners Park	Willoughby City Council
17	Lot 238 DP17102	518.50	Warners Park	Willoughby City Council
18	Lot 239 DP17102	739.82	Warners Park	Willoughby City Council
19	Lot 240 DP17102	663.94	Warners Park	Willoughby City Council
20	Lot 241 DP17102	632.32	Warners Park	Willoughby City Council
21	Lot 242 DP17102	619.67	Warners Park	Willoughby City Council
22	Lot 243 DP17102	486.89	Warners Park	Willoughby City Council
23	Lot 244 DP17102	777.76	Warners Park	Willoughby City Council
24	Lot 198 DP17102	746.14	Warners Park	Willoughby City Council
25	Lot 199 DP17102	758.79	Warners Park	Willoughby City Council

26	Lot 200 DP17102	708.20	Warners Park	Willoughby City Council
27	Lot 201 DP17102	784.08	Warners Park	Willoughby City Council
28	Lot 202 DP17102	796.72	Warners Park	Willoughby City Council
29	Lot 205 DP17102	859.96	Warners Park	Willoughby City Council
30	Lot 1 DP383723	8,150.62	Warners Park	Willoughby City Council
31	Lot 1 DP704540	1,233.00	Road parcel	Willoughby City Council

The subject land is approximately 4.857 hectares in area.

The subject land is zoned RE1 Public Recreation and E2- Environmental Conservation under the *Willoughby Local Environmental Plan 2012*.

Land that is not owned by Willoughby City Council is listed in Figure 4 and is not subject to this Plan of Management.

Figure 4: Land Parcels not subject to the Warners Park Plan of Management

32	Lot 1 DP1148039	130.50	Warners Park	Headlands Developments Pty Limited
33	Lot 2 DP1148039	136.40	Warners Park	Headlands Developments Pty Limited
34	Lot 7094 DP93830	825.10	Crown Reserve(s) R100071	Crown Land

2.2 Physical description

Warners Park occupies the valley between Northbridge and Castlecrag. The largest land parcel was previously part of the late J.R. (Reg) Warner's 'Waratah' Dairy. He donated the land to Council for use as a public park in the 1940s. Council acquired additional parcels on land during the period 1949 - 51 to improve access to the area.

The Northbridge Bowling Club opened in 1954 and closed in 2015. The neighbouring Women's Bowling Club operated from 1957 to 2001. The former club house buildings and infrastructure have been, or is being, re-purposed for community recreation uses to comply with the zoning and relevant development consents.

The park is predominantly a levelled area over a piped section of Sailors Bay Creek which discharges into Middle Harbour at Castlecrag. The level areas were developed as bowling greens and a car park, with a district playground and community garden as later additions to the park.

The land slopes up to the north and west and is covered in bushland which is classified as Urban Exotic/ Native, with remnant vegetation of Coastal Enriched Sandstone Forest on the north slopes, and Coastal Sandstone Gully Forest which extends east to the adjoining Watergate Reserve. The vegetation classifications are set by the NSW Office of Environment and Heritage.

2.3 Uses of the land

The site is used for:

1. Informal recreation – district playground; bush walking track entries/ exits; picnics and barbeques; level lawn areas; community garden and propagation shade house.
2. Community leisure – indoor recreation rooms for community meetings; leisure/ exercise/ craft classes; before/ after school and vacation care recreation programs; parents playgroups; café.
3. Car park – access roads, parking area for visitors to the park and precinct.

4. Environmental management –bushland provides a protected environment for wildlife linkages, soil conservation and climate amelioration.

The site is predominately used during the week and weekends for informal recreation. The car park is used for public parking for visitors to the park, playground, bushland and community recreation buildings.

See Figure 5 for a summary of permitted uses of the land and whether further development is permitted.

Figure 5 – Permitted uses of the land

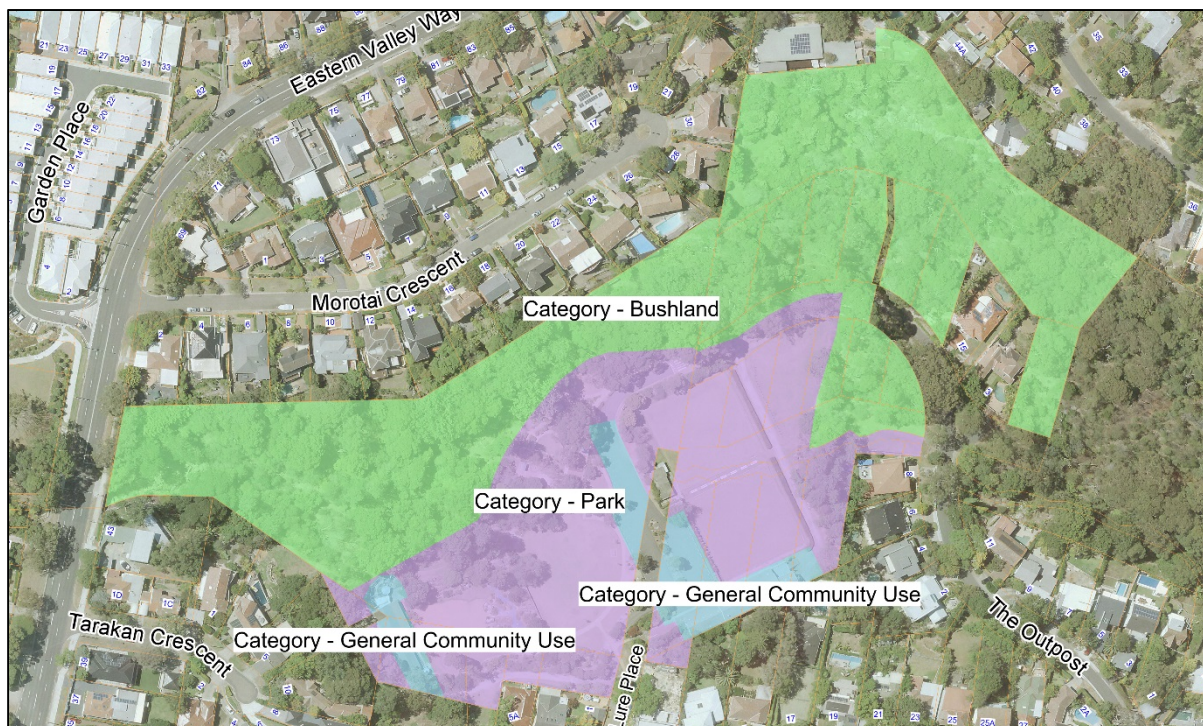
Buildings/ improvements	Condition	Permitted Use	Further development permitted?
Former Northbridge Bowling club house, including attached caretaker unit and curtilage.	Good	DA 2017/ 361- café on lower ground floor, outdoor dining in building curtilage and multipurpose community facility on ground floor.	Accessible improvements and maintenance and renewal only.
Warners Park Centre (former Women's Bowling club house)	Fair	DA 2002/628- public recreation activities which promote the physical, cultural or intellectual welfare of the community.	Accessible improvements and maintenance and renewal only.
Former greenkeeper maintenance shed, storage and toilet.	Poor	Garden storage for community garden group; propagation area.	Accessible improvements and maintenance and renewal only.
Shade house for plant propagation	Good	Propagation of plants for native gardens and bushland; storage and growing of native plants.	Accessible improvements and maintenance and renewal only.
District level playground	Good- renewal due 2019, then every 15 years.	Informal recreation.	Accessible improvements and maintenance and renewal only.
Lawn areas, including former bowling greens; picnic shelters, seats & barbeques.	Good	Informal recreation and uses complementary to the café eg vegetable/ herb growing for the café kitchen use, and/or shared community garden	Accessible improvements and maintenance and renewal only.
Car park, pathways and access roads	Good	Public parking and pedestrian access	Accessible improvements and maintenance and renewal only.
Community garden	Good	Community garden and landscape works	Accessible improvements and maintenance and renewal only.

3. THE CATEGORY OF THE LAND

Community land is categorised under Section 36 of the *Local Government Act 1993*. There are 10 categories of community land, including park, sportsground, bushland, area of cultural significance, and general community use.

See Figure 6 – Categories of the community land in Warners Park. The most appropriate categories for the 31 lots of 'community land' in Warners Park are 'park' (shaded purple), 'general community use' (shaded blue) and 'bushland' (shaded green).

Figure 6 – Categories of the community land in Warners Park



See Figure 7 for a summary of the park's categories and the relevant area of Warners Park.

Figure 7 – Categories of the community land in Warners Park

Category of community land	Area of Warners Park
Park	Informal recreation areas- playground, lawn areas, community garden.
General community use	Warners Park Pavilion (former Women's Bowling Club house); propagation shadehouse; former Northbridge Bowling Club house and curtilage; former greenkeepers shed and store (part); car park.
Bushland	Bushland areas as delineated on the Warners Park Reserve Action Plan 2017 and the Urban Bushland Plan of Management 2014.

Areas categorised as 'bushland' are covered by the Urban Bushland Plan of Management 2014.

The public purpose of the Crown Reserve lot is Public Recreation (Government Gazette 14 November 1986). This land portion is not subject to this Plan of Management and will be covered in a future Parks Generic Plan of Management as per the requirements of the *Crown Land Management Act 2016*.

4. ISSUES PERTINENT TO THE LAND

The general issues pertinent to the subject land have been canvassed in the Northbridge Ward (now Sailors Bay Ward) Parks Plan of Management 1998, the Warners Park Amendment 2003, and from background information listed in the references.

In July 2015 the Northbridge Bowling Club ceased operations at the site and terminated their lease of the two bowling greens and the 2 storied brick club house.

Development Application 2017/ 361 was approved by Council in May 2018 for new uses of the former Northbridge Bowling Club building to operate a café on the lower ground floor, and a multi-purpose community facility on the ground floor. It is Council's intention to invite public tenders for the lease, fit out and operation of the proposed café.

In summary, the relevant issues pertinent to the land are:

4.1 Recreation

- Opportunities for informal recreation that address the needs of the district community need improving
- Non vehicle access into the park needs improving.

4.2 Repurposing existing park buildings

- Buildings need renovation/ new fit out for new recreation uses.
- Future uses of the buildings should acknowledge the park's location, surrounded by bushland to the North and residential properties to the South.

4.3 Lease/ licence and other estate

Council is expressly authorised to grant leases and/ or licences in accordance with the provisions of the *Local Government Act 1993*: Leases /licences include;

- Lease and/or licence to operate a Café in the lower ground floor of the former Northbridge Bowling Club building, subject to public tender.
- A lease or licence of the curtilage of the former bowling club may be granted to the café operator for outdoor dining.
- One of the former bowling green may be licenced to:
 - the café operator for complementary purposes eg vegetable/ herb growing for the café kitchen use, and/or shared community garden; and/or
 - other entities or independent operators.
- Buildings can be hired casually, by seasonal licence or by lease.
- Informal access to private residence No17 Kameruka Road (see note below).

4.4 Natural environment

- Protection of trees and remnant bushland areas.

Informal access through the park to the rear of the private residence at 17 Kameruka Road has been occurring for many years with requests for a private easement over the park. Council's legal advice confirms that Council is not empowered to grant easements over community land. Previous and current owners of the Kameruka Rd property have been advised that they would have to make application under section 88K of the *Conveyancing Act* to seek an order from the Court that an easement be granted. To date such an application has not occurred.

5. BASIS FOR MANAGEMENT

5.1 Core objectives

In accordance with the *Local Government Act 1993* the core objectives for management of community land categorised as Park, General community use and Bushland are set out in Figure 8.

Figure 8 – Core objectives for community land management

Category	Core objectives
Park - Section 36G	(a) to encourage, promote and facilitate recreational, cultural, social and educational pastimes and activities, and (b) to provide for passive recreational activities or pastimes and for the casual playing of games, and (c) to improve the land in such a way as to promote and facilitate its use to achieve the other core objectives for its management.
General community use- Section 36I	1. to promote, encourage and provide for the use of the land, and 2. to provide facilities on the land, to meet the current and future needs of the local community and of the wider public: (a) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public, and (b) in relation to purposes for which a lease, licence or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).
Bushland- Section 36J	(a) to ensure the ongoing ecological viability of the land by protecting the ecological biodiversity and habitat values of the land, the flora and fauna (including invertebrates, fungi and micro-organisms) of the land and other ecological values of the land, and (b) to protect the aesthetic, heritage, recreational, educational and scientific values of the land, and (c) to promote the management of the land in a manner that protects and enhances the values and quality of the land and facilitates public enjoyment of the land, and to implement measures directed to minimising or mitigating any disturbance caused by human intrusion, and (d) to restore degraded bushland, and (e) to protect existing landforms such as natural drainage lines, watercourses and foreshores, and (f) to retain bushland in parcels of a size and configuration that will enable the existing plant and animal communities to survive in the long term, and (g) to protect bushland as a natural stabiliser of the soil surface.

5.2 Zoning objectives in Willoughby Local Environment Plan 2012

The objectives of the RE1 Public Recreation zone of the subject land under the *Willoughby Local Environmental Plan 2012* are to:

- enable land to be used for public open space or recreational purposes.
- provide a range of recreational settings and activities and compatible land uses.
- protect and enhance the natural environment for recreational purposes.
- protect and enhance areas of ecological, scientific, cultural or aesthetic value.
- maintain and provide visual open space links to a diversity of public and private spaces and facilities as an integral part of the open space system.
- provide adequate open space areas to meet the existing and future needs of the residents of Willoughby.

The objectives of the E2 – Environmental conservation of the subject land under the *Willoughby Local Environmental Plan 2012* are to:

- protect, manage and restore areas of high ecological, scientific, cultural or aesthetic values.
- prevent development that could destroy, damage or otherwise have an adverse effect on those values.
- conserve native plant and animal species through the maintenance of suitable habitats.
- contribute to the scenic quality of Willoughby, including the foreshore.

5.3 Council City Strategy Objectives

The *Council Community Strategic Plan –Our Future Willoughby 2028*, has Outcome 3, including:

A City that is liveable.

3.2 Create recreation spaces for all.

3.3 Promote an active and healthy lifestyle.

3.4 Create desirable places to be and enjoy.

3.5 Maintain quality of life by balancing population growth with the provision of assets and services.

3.6 Activate spaces in creative ways.

The Willoughby Open Space and Recreation Plan 2013 provides the following strategic objectives:

- Maintain and upgrade existing recreation facilities in areas of greatest use and demand.
- Ensure playgrounds are inclusive, safe and comply with Australian standards.
- Facilitate access for people with disabilities to Council's open space and recreation facilities.

An additional objective for the subject land is to:

- Limit the financial burden to ratepayers for maintenance of the land and the buildings on the land.

6. PERFORMANCE TARGETS, MEANS OF ACHIEVING TARGETS AND METHODS OF ASSESSMENT

See Figure 9 for performance targets, means of achieving targets and method of assessment.

Figure 9 - Performance targets, means of achieving targets and method of assessment

Performance Targets	Means of Achieving Targets	Method of assessment
Recreation facilities in the park meet the demands of an increasing and changing population.	<ul style="list-style-type: none"> Warners Park Master Plan is developed with the community. The Master Plan is implemented through the annual capital works program. 	<p>The Master Plan is reviewed every 5- 7 years.</p> <p>Renewals of park infrastructure are listed in the Asset Management Plans.</p>
Park buildings are repurposed to meet the community's recreation and leisure needs.	<ul style="list-style-type: none"> Renovations and new fitouts are carried out through the annual capital works program or through appropriate lease conditions. 	Buildings are used and enjoyed regularly by the community to address local and district recreation and leisure needs
Lease, licences or other estates over the community land categorised as 'general community use' and 'park' are expressly authorised.	<ul style="list-style-type: none"> New lease/s and licence/s for the former bowling club house buildings and curtilage and licence/s of the former bowling greens are expressly authorised in accordance with the <i>Local Government Act 1993</i>, subject to the zoning and any relevant development consents. 	Annual reports to Council as a condition of the lease/s or licence, and compliance with lease and/or licence conditions.
<p>Tree canopy cover is maintained and protected as part of the park's landscape character.</p> <p>Local endemic species are protected to conserve the remnant Hawkesbury Sandstone Forest community</p>	<ul style="list-style-type: none"> Work is undertaken as adopted by the Warners Park Reserve Action Plan for bushland areas. Implementation of tree replacement program for the park is undertaken in liaison with Council's arborists. Weed control and bush regeneration is undertaken as necessary by qualified bush regenerators. 	<p>The Reserve Action Plan is reviewed every 5 years.</p> <p>Trees on the park are audited by an arborist every 2-3 years for health and structural integrity.</p> <p>Bushland areas are weed free and regenerating with local endemic species.</p>

7. REFERENCES

- Willoughby City Council, Willoughby Local Environmental Plan 2012.
- Willoughby City Council, Community Strategic Plan-Our Future Willoughby 2028.
- Willoughby Open Space and Recreation Plan 2013.
- Willoughby City Council- Urban Bushland Plan of Management 2014.
- Warners Park - Reserve Action Plan 2017-2022.