

PITTWATER PARK DRAFT PLAN OF MANAGEMENT

Barrenjoey Road,
Palm Beach

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Appendix A: Memorandum from Department of
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Pittwater Park is a small linear parcel of recreational land located on the eastern foreshore of Pittwater at Palm Beach. Arising principally from its location adjacent to the Pittwater Public Wharf, the park is subject to a number of conflicting interests between local recreational users, offshore residents requiring permanent parking spaces and tourists to the locality. The need to develop an appropriate management structure that best serves the needs of the community for Pittwater Park has lead to the preparation of this Plan.

In June 2000 Pittwater Council commissioned Pittendrigh Shinkfield and Bruce to prepare this Plan of Management and accompanying masterplan to guide the future management and development of Pittwater Park.

The draft Plan of Management was prepared in accordance with the Crown Lands Act, 1989. The planning study leading to the preparation of the draft Plan was carried out in consultation with Council officers, a representative of the NSW Department of Land and Water Conservation and the community of Pittwater and environs.

The Pittwater Local Government Area is currently undergoing substantial residential growth through infill housing. In order to provide for the needs of this growing residential population, Pittwater Council has in place a Contributions Plan prepared under Section 94 of the *Environmental Planning and Assessment Act, 1979*. This plan levies developers as part of the development approval process and provides funding for capital works associated with provision of community services. The Open Space, Bushland and Recreation Strategy in turn identifies

lands that require specific Plans of Management and portions of funds collected through the Contributions Plan to be allocated to development and management of public open space.

The Plan of Management for Pittwater Park has been prepared as part of a rolling five year program for preparation of Plans of Management for community land in the Pittwater Local Government Area. The Plan of Management, when adopted by Council, will form the basis for management and ongoing development of Pittwater Park.

The process for preparation of this Plan has included:

- Initial research and discussions with officers of Council and the Department of Land and Water Conservation in order to identify key issues surrounding the future management of Pittwater Park;
- Conducting of a process of consultations with residents and other users of the Park to further clarify the issues surrounding its management and to provide an opportunity for participation in the preparation of the Plan;
- Analysis of the outcomes of the consultations and of the physical and perceptual aspects of the Park; and
- Preparation of a basis for management of the Park and a masterplan to guide its ongoing development over the life of the Plan of Management.

The final draft of the Plan of Management will be placed on public exhibition for a statutory period of 28 days, with a further 14 day period for receiving of submissions. The draft Plan and submissions will then be considered for adoption by Council.



2.0

MANAGEMENT CONTEXT

2.1 LAND TO WHICH THIS PLAN APPLIES

The draft Plan applies to land located on Barrenjoey Road at Palm Beach that is known as Pittwater Park. Pittwater Park is Crown reserve No R60988 for the purpose of Public Recreation. The land comprises Lot 7008, in DP 93682 & Lots 1, 2, 3, 4, 5, 6, 7, 8, 9 & 10 in Section A of DP 12979, Barrenjoey Road, Palm Beach.

2.2 THE SITE AND SURROUNDING AREA

Pittwater Park occupies a parcel of land located between Barrenjoey Road and the eastern shore of Pittwater at Palm Beach see (see Figure 1).

The Reserve is roughly rectangular in shape and has a total area of 1.4ha. The aerial photo included at Figure 2 indicates the features of the site at the time of preparation of this draft Plan. A physical description of the elements and their current condition follows.

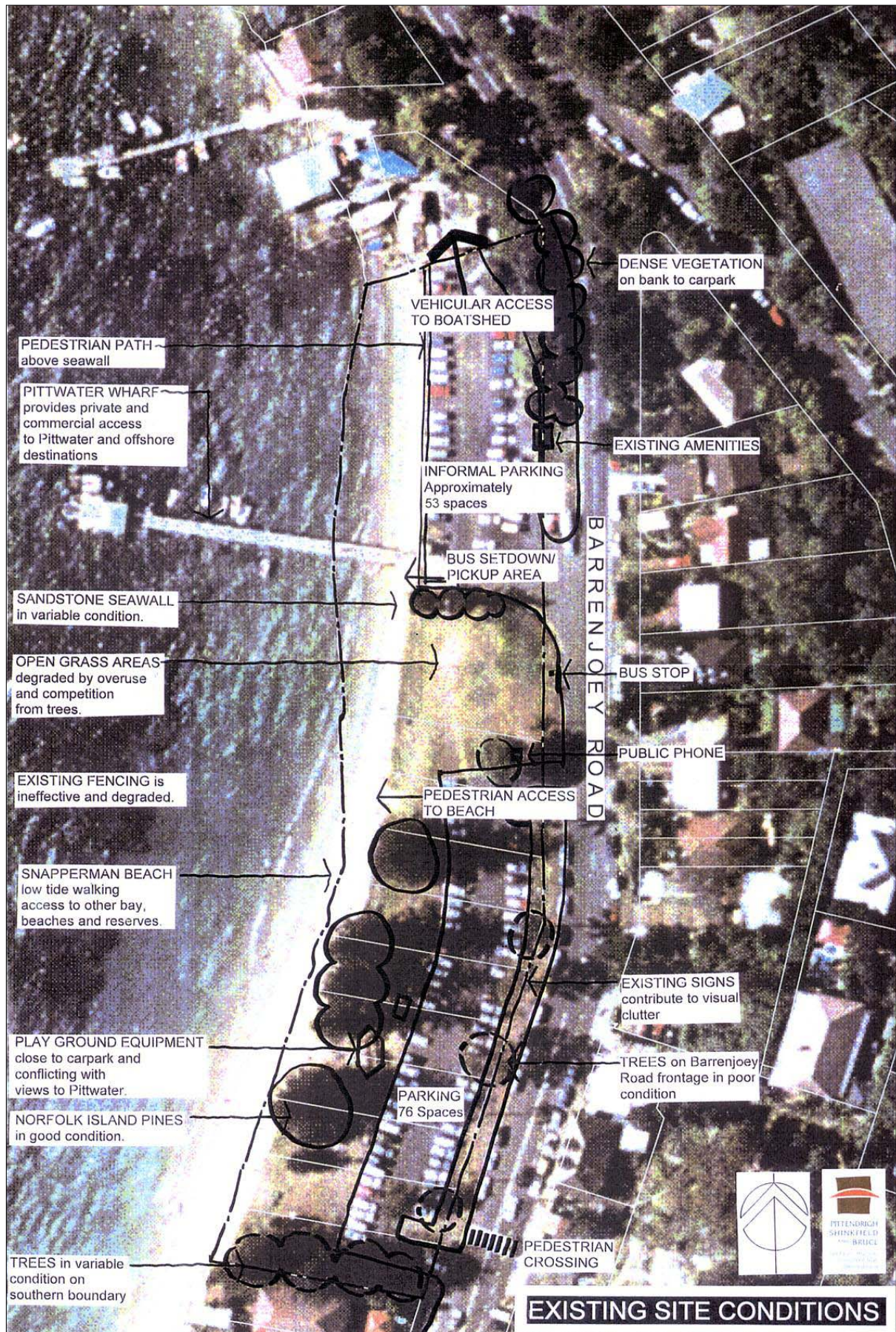
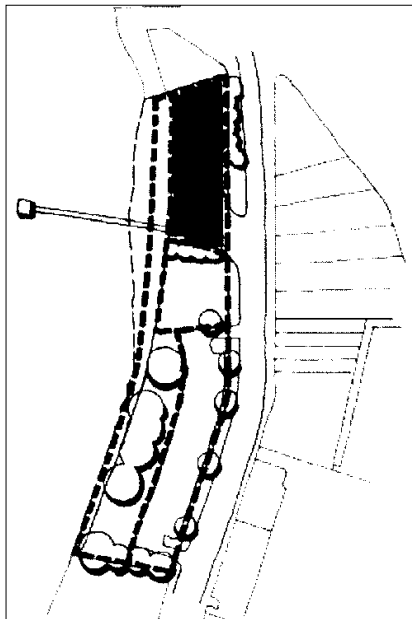


Figure 2: Pittwater Park – Existing Conditions



Area A Northern Carpark

Area A: Northern Carpark

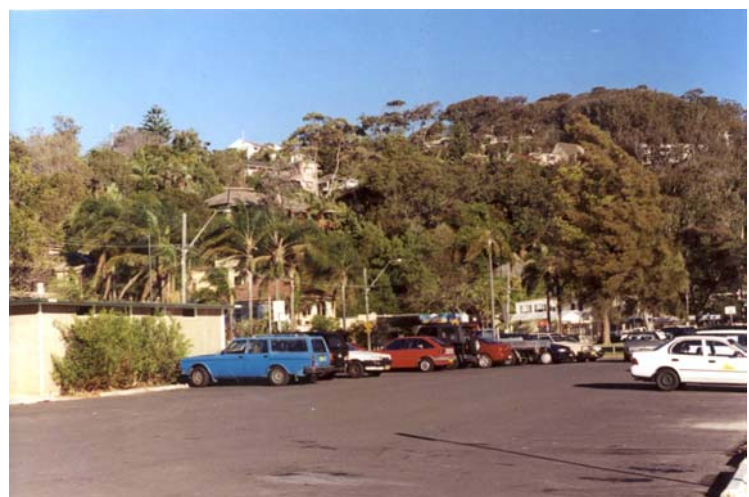
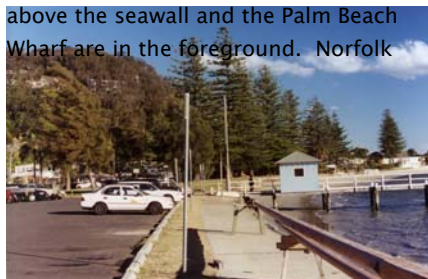
The northern part of the Reserve provides access to the Palm Beach Public Wharf which extends from the southern part of a paved carpark area (see Figure 4). The carpark provides general public parking with a principle function being to cater for the parking needs of users of the Public Wharf. At peak periods during holiday times, parking demands are intense. They come from residents of residential areas on the western shores of Pittwater, tourists visiting Pittwater either on day trips or for extended periods and local users of the park and nearby commercial concerns.

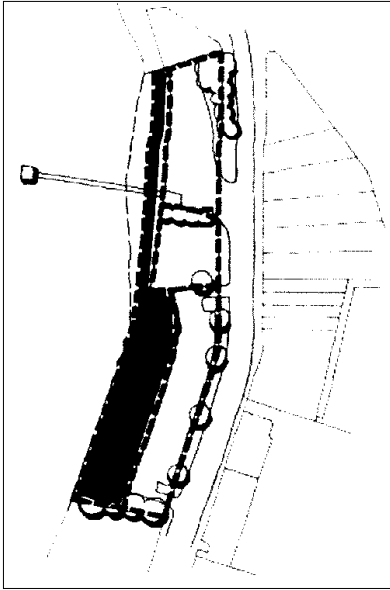
The area has a parking capacity for approximately 53 vehicles. Other uses of this sector of the Reserve that are associated with the Wharf functions include a bus setdown area and underground fuel tanks located adjacent to the wharf. The carpark is currently utilised by the Gonsalves Boatshed for access to its premises.

- Formalised parking spaces occur on the eastern and western side of the carparking area only. The central area is unmarked and parking occurs in a random fashion. Public toilets, located on the western side of the parking area, are accessed via the parking area (see Figure 5).

To the west of the parking area, the land rises steeply in a bank to Barrenjoey Road. The bank is vegetated with a mix of shrubs and small trees. A concrete driveway traverses the bank at its northern end and connects the carparking area to the Gonsalves Boatshed.

Figure 4: Looking south from the northern carpark. A concrete walkway above the seawall and the Palm Beach Wharf are in the foreground. Norfolk





Area B Snapperman Beach and Foreshore

Area B: Foreshore and Snapperman Beach

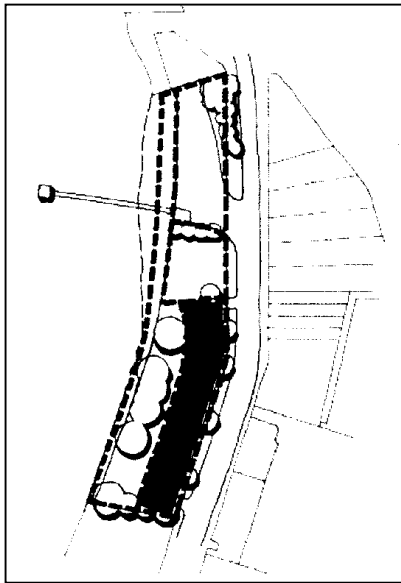
The foreshore is retained by a seawall that extends along the entire eastern edge of the reserve, against Snapperman Beach (refer Figure 6). The seawall is constructed partly of dimensioned sandstone, partly of random sandstone blocks, and partly of precast concrete units. Pedestrian access to Snapperman Beach is provided via three flights of steps, one adjacent to the wharf and one adjacent to the northern end of the southern carpark and towards the southern end of the park. A concrete pedestrian path follows the top of the sea wall along the length of the northern carpark (see Figure 4). The remainder of the foreshore area is grassed. At the southern end opposite the southern carpark, five mature Norfolk Island Pines are planted (see Figure 6). Play equipment is located beneath the Pines adjacent to the carpark (see Figure 7).

Snapperman Beach is located partly within the boundary of the Reserve, as is a portion of the Pittwater tidal zone.



Figure 6: View looking north-west from Snapperman Beach indicates visual disunity created by the variable construction of the seawall. The existing line of Norfolk Island Pines is listed as a Heritage Item in the Pittwater Local Environmental Plan. The group makes a strong and





Area C Southern Carpark

Area C: Southern Carpark

The southern carpark accommodates 76 vehicles in marked spaces and is accessed via two access ways to Barrenjoey Road (see Figure 8). A broad verge of lawn with sparsely planted native trees in variable condition occurs between the carpark and the road (Figure 9).

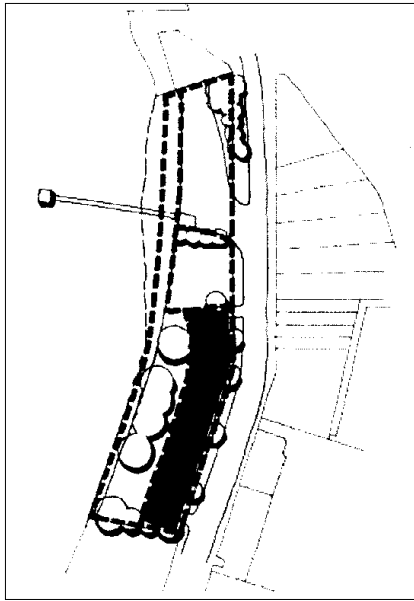
The carpark provides parking for users of the Reserve, patrons of local shops and restaurants and users of the Palm Beach Wharf.



Figure 8: The southern carpark viewed from Barrenjoey Road.



Figure 9: View of the verge between Barrenjoey Road and the southern carpark indicating randomly placed signage and native trees in varying condition.



Area D Central Open Space

Area D: Central open space

The space between the northern and southern carparks is a broad open lawn devoid of vegetation, apart from some scattered trees on the northern and southern edges (see Figures 10,11 & 12). The only other built elements in the space include a public phone booth, some randomly placed signs and a low, discontinuous treated timber fence bounding the area on three sides.

The space functions principally as a gathering area for groups using the wharf. A bus drop-off area is located on its northern edge adjacent to the wharf. The area also provides a broad open view to Pittwater from Barrenjoey Road.

The space shows indications of over use with worn and compacted areas occurring across most of the lawn. Only minimal protection is provided for passengers waiting for ferries or buses. This is in the form of a single shelter shed at the eastern end of the wharf.



Figure 11: Looking south across the open lawn area towards the southern carpark.

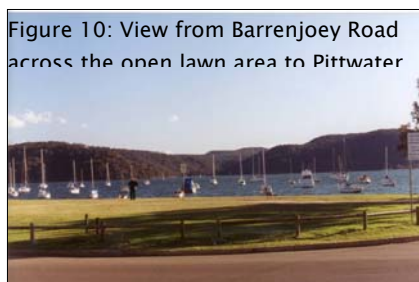


Figure 10: View from Barrenjoey Road across the open lawn area to Pittwater



Figure 12: View south from the northern carpark across the open lawn area indicating extensive wear and compaction.



Figure 3: Site Usage and Context

2.3 SITE USAGE AND CONTEXT

(REFER FIGURE 3)

Although its intended use under its reservation and zoning is for public recreation, usage of Pittwater Park is almost evenly divided in area between recreational and non-recreational uses, with approximately half of its area taken up by carparking functions. The remainder of the area of the reserve is devoted to non-structured recreational uses such as picnicking, walking, children's play or simply admiring the view of Pittwater.

The parking uses on the Reserve come out of its location adjacent to a number of restaurants and speciality retail outlets and, more significantly, the presence of the Palm Beach Wharf on its boundary. The Wharf is a major regional transport and tourism link providing water access throughout Pittwater, particularly to offshore destinations that do not have road access. Shortage of local parking space, combined with the fact that the only access to the Wharf is through Pittwater Park, leads to an overriding function of the Reserve as a transport interchange and parking facility.

The Reserve sits in a context of suburban development including residences on large blocks (on the southern boundary and along Barrenjoey Road), restaurants and small scale retail outlets (on Barrenjoey Road across from the Reserve and to the south) and a boat building yard (abutting the reserve on its northern boundary). Access to the boat building yard occurs through the northern carpark of the Reserve.

2.4 STATUTORY PLANNING BACKGROUND

Pittwater Park is Crown Land administered by the NSW Department of Land and Water Conservation. It is designated as Crown Reserve No.R60988.

Pittwater Council was appointed manager of the “Pittwater Park (R60988) Reserve Trust” on 20th September 1996.

State Coastal Policy

Sydney metropolitan land is not included in *the NSW Coastal Policy, 1997*. However, *The Sydney Regional Coastal Strategy, 1998*, prepared by the Sydney Coastal Councils Group as a strategic response to the policy, is of relevance to Pittwater Park. The Policy has the following primary objectives:

- To ensure that ecological integrity is maintained and that, when available, coastal zone resources are fairly and equitably used by the public and commercial interests alike, so that the long term benefits derived by the community can be optimised;
- To maintain adequate and appropriate access to the coast, so that it is possible to enjoy a range of recreational opportunities. Public access should be managed to protect coastal resources, ecosystems and public safety; and
- To conserve and manage areas and features of significant ecological, physical, cultural, historical, landscape and scientific importance, so that their values are maintained.

Local Policy

The land is zoned 6(a) Existing Recreation “A” under the *Pittwater Local Environmental Plan, 1993*.

2.5

PERMISSIBLE USES

As Crown land reserved for public purposes, the use of Pittwater Park is controlled by the following legislation and planning controls:

- The Crown Lands Act, 1989.
Crown lands must be used and managed in accordance with the principles of Crown land management as set out in s.11 of the *Crown Lands Act, 1989*.

As such, the reserve must provide some benefit to the public. Additionally, its uses, activities, developments and agreements must be broadly defined by the purposes of the reservation. The types of public purposes used for reserving Crown land under the *Crown Lands Act, 1989* are listed in Table 1. It is permissible to reserve Crown land for one or any number of purposes within this list.

These listed public purposes broadly define the uses and activities permissible on Crown lands.

The zoning of the land under any Local Environmental Plan further defines permissible uses. Then, specific land uses can be assigned under a Plan of Management prepared under s.112 of the Act, contractual agreement (leases or licences) under Divisions 3 and 4 or a combination of both.

Currently no leases or licences approved by the minister occur over Pittwater Park and no Plan of Management for the reserve has been adopted.

- Case law
In addition to the above described provisions, land uses on Crown lands are influenced by Case law judgements. With respect to land reserved for Public Recreation, in essence the case law currently requires that any use must be **conductive and ancillary** to the reserves **public** purpose (see Appendix A – Memorandum from Land and Water Conservation).
- The Pittwater Local Environmental Plan, 1993
Uses on Pittwater Park must be consistent with its zoning as 6(a) Existing Recreation 'A'.
The aims of the plan for the 6(a) zoning are:
 - “(a) to ensure that land uses that are allowed (with or without development consent) or prohibited on land zoned Existing Recreation “A” under Pittwater Local Environmental Plan 1993 are consistent with certain plans of management (being plans adopted under the Local Government Act 1993 or the Crown Lands Act 1989 by Pittwater Council) and, in doing so, provide for a range of recreational and conservation opportunities for all members of the community; and
 - (b) to facilitate access to areas of open space; and
 - (c) to achieve desirable environmental, social and recreational benefits; and
 - (d) to balance the recreational needs of users and conservation of the natural environment; and
 - (e) to provide for certain temporary uses of land zoned Existing Recreation “A” under the 1993 plan; and
to ensure that land zoned Existing Recreation “A” under the 1993 plan is lawfully used for the purpose for which it was reserved or otherwise set aside for public use.”

The objectives of the zone are:

- (a) to provide a range of open space and recreational land; and
- (b) to ensure that development on such land:
 - (i) is for a purpose that promotes or is related to the use and enjoyment of open space; and
 - (ii) is consistent with the purpose for which the land was reserved or otherwise set aside for public use; and
 - (iii) does not substantially diminish public use of, or access to, open space; and
 - (iv) does not adversely affect the natural environment, the heritage significance of any heritage items or heritage conservation areas or the existing amenity of the area.

NO.	PURPOSE AND DATE OF GAZETAL
	Gazetted 15.12.59
1	Access
2	Accommodation
3	Caravan Park
4	Community Purposes
5	Environmental Protection
6	Government Purposes
7	Heritage Purposes
8	Public Recreation
9	Public Recreation and Coastal Environmental Protection
10	Rural Services
11	Showground
12	Travelling Stock
13	Urban Services
14	Water
15	<i>Dedicated – Public Park</i>
16	<i>Acquired – Future Public Requirements</i>
	Gazetted 22.5.92
17	The Accommodation, Guidance, Education and Welfare of Homeless or Needy Young Persons
	Gazetted 2.9.94
18	Public Entertainment
19	Public Amusement
	Gazetted 24.3.95
20	Tourist Facilities and Services
21	Community and Sporting Club Facilities
22	Recreation Facilities and Services
23	Aquatic Sporting Services
	Gazetted 17.11.95
24	Port Services and Facilities
	Gazetted 27.3.98
25	Racecourse and Recreation Facilities

Table 2: Purposes for which Crown land may be used.

For the 6(a) Existing Recreation ‘A’ zoning, the following uses are permissible:

“1. Without development consent:

Any land use set out under the heading “Permissible Uses Exempt” in any relevant plan of management. For land which is reserved or dedicated under the National Parks and Wildlife Act 1974, any development authorised by that Act and any development incidental or ancillary to such development, subject to the approval of the Director-General of National Parks and Wildlife.

2. Only with development consent

Any land use set out under the heading “Permissible Uses Requiring Development Consent” in any relevant plan of management.”

And the following uses are **prohibited**:

Any purpose other than a purpose for which development may be carried out without development consent or only with development consent.” (Cl.9)

Other controls pertaining to 6(a) zoned land within the LEP include:

- Cl.43 which reads:
 - “(1)Development may be carried out on land within Zone No.6(a) that is not subject to a relevant plan of management, but only with the consent of the council.
 - (2) The council shall not consent to the carrying out of development on land owned or controlled by the council within Zone No. 6(a) unless consideration has been given to:
 - (a) the need for the proposed development on that land; and
 - (b) the impact of the proposed development on the existing or likely future use of the land; and
 - (c) whether the proposed development will substantially diminish public use of and access to open space; and
 - (d) whether the proposed development will substantially diminish public use of and access to open space; and
 - (e) whether the proposed development is consistent with the objectives of Zone No.6(a) as specified in Part 3 of Schedule 11 and the purposes for which the land was reserved or otherwise set aside for public use; and
 - (f) whether the proposed development is compatible with adjacent uses in relation to its height, bulk and noise generation and any other aspects that might conflict with surrounding land uses; and
 - (g) the need to retain the land for its existing or likely future uses.”

Temporary use of land within Zone No.6(a)

43A. Regardless of any other provision in this plan, the council may grant consent to the use or other development of any land or building within Zone No.6(a) for any lawful temporary purpose, other than designated development, being carried out for a maximum period of 28 days, whether consecutive or non-consecutive, in any one year.

Advertising development for the purpose of refreshment rooms on land within Zone No.6(a)

43B. Pursuant to section 29A of the Act, the provisions of section 79A of the Act relating to advertised development apply to development on land within Zone No.6(a) for the purpose of a refreshment room.

- The Heritage provisions pertaining to heritage items (Cl.32) which state in principle that Council cannot consent to any development application that would affect a heritage item without taking into

consideration the impact of the proposal on the heritage item. The Norfolk Island Pines (*Araucaria heterophylla*) existing on Pittwater Park are scheduled as Items of Heritage Significance under the LEP.

- Council is required under Clause 5 of the Model Provisions adopted under the LEP to consider the probable aesthetic appearance of any development viewed from an arterial road or a waterway. In the case of Pittwater Park, the impact of any development within the Park on views from Barrenjoey Road and Pittwater would require consideration.

Tenure

All tenures over part or whole of a Crown reserve are made between the reserve trust and lessee / licensee, and are subject to the provisions of the *Crown Lands Act 1989*.

Lease agreements are modelled on the standard Crown lease conditions applying to the leasing of Crown land under S.34 of the *Crown Lands Act 1989*.

Under any lease the construction of facilities will be permitted provided:

- The facilities which are proposed are in accordance with a Plan of Management adopted for the reserve under the *Crown Lands Act, 1989*; and
- Development consent is obtained from the Minister and the Trust (Pittwater Council in the case of Pittwater Park).

Permissible uses on Pittwater Park

The current use of the Reserve for informal recreational purposes (walking, picnicking, children's play, etc) would be conducive and ancillary to the reservation. Some other uses currently occurring on the Reserve are, however, inconsistent with its reservation and these are to be addressed in the Plan of Management. In brief, these inconsistent uses include:

- The use of the Reserve as a means of access to the Pittwater Wharf and for parking for offshore residents and tourists;
- The existing underground fuel storage tanks located on the Reserve land adjacent to the Wharf; and
- Access over the reserve to adjoining private property.

These inconsistencies could be addressed in the Plan of Management by altering the reservation of the relevant part of the Reserve or by revoking the reservation on the land.

The inconsistencies are addressed in Section 6 of the Plan.

Table 2 indicates in broad terms the types of activities that can occur and the facilities that can be constructed on Pittwater Park.

Permissible Uses Not Requiring Development Consent (these may require approval under Part V of the EPA Act 1979)	Permissible Uses Requiring Developments Consent	Prohibited Uses including (but not limited to the following)
Community events consistent with the Plan of Management	Major public drainage and stormwater works	Extractive industries
Parking ancillary to the Reserve	Sports facilities, clubhouses and the like	Private vehicular access to adjoining lands
Multi-use tracks (other than for motor vehicles), footpaths, cycle tracks, boardwalks and minor bridges	Community facilities	Dumping of refuse (other than importing of fill for approved or permitted works)
Temporary activities, developments or events consistent with the Crown Lands Act core objectives and Council goals for Pittwater Park where: <ul style="list-style-type: none"> • The number of participants and/or spectators on any one day of an event does not exceed 400; or • Activities do not occur outside the period between 8.00am and 8.00pm; or • Activities or temporary facilities do not occur over a total of more than seven continuous days 	Road or vehicle access track	Vegetation removal not in accordance with Council's tree preservation and management order or the Plan of Management
Temporary activities, developments or events requiring a lease, license or other estate under the Local Government Act 1993 or Crown lands Act 1989.	Filling or cutting greater than 500mm in depth	Private alienation or encroachment onto the Reserve
Minor public drainage and stormwater works	Temporary activities, developments or events consistent with Crown Lands Act core objectives and Council goals for Pittwater Park where: <ul style="list-style-type: none"> • The number of participant s and or spectators on any one day of an event will exceed 400; • Activities will occur outside the period between 8.00am and 8.00pm; • Activities or temporary facilities will occur over a total of more than seven continuous days. 	Recreational motor sports (including four wheel driving, motorbike riding and the like)
Public gardens, landscaping work, bush regeneration and the like	Carparking for purposes adjunct to the functions of the Pittwater Public Wharf	Domestic drainage outlets
Compliance, directional, interpretive, identification and safety signage		Development and temporary activities or events not consistent with the Crown Lands Act, Local Government Act core objectives or Council goals for Pittwater Park
Land restoration works, including mounding and		

Shelters, shade structures, park furniture picnic facilities, toilet blocks and the like, consistent with the Plan of Management Master Plan		
Playground facilities and structures		
Structures (other than buildings) required for informal recreational activities		
Filling (to a maximum depth of 500mm) levelling, grading and topdressing		
Car parking areas consistent with the Plan of Management Master Plan		

Table 2: Permissibility of uses and activities on Pittwater Park

3.1 THE CONSULTATION PROCESS

Although this Plan of Management has been prepared under the Crown Lands Act, 1989, Pittwater Council has elected to carry out the consultations in accordance with the more extensive community consultation requirements

The preparation of the Plan of Management has involved the following consultations:

- Two meetings with relevant Council officers and with a representative officer of the Sydney South Coast Region of the Department of Land and Water Conservation;
- Focus group meetings with the following three key stakeholder groups:
 - Local residents and representatives of the Palm Beach Association;
 - Residents of offshore residential areas accessible from the Pittwater public wharf (including Mackerel Beach, Bonnie Doon, the Basin, Currawong and Coaster's Retreat);
 - Representatives of commercial ferry and local business owners.
- After initial consideration by Council the draft Plan of Management will be exhibited with submissions invited for the statutory 42 day period before final consideration by Council for adoption.

3.2

OUTCOMES

Following is a brief discussion of the principle issues that have arisen out of the initial consultations.

Recreational uses

The principle function of the Reserve, given its recreational zoning, should be to provide for the informal recreational needs of the local community. Currently the only area available for recreational

Pittwater Park, Avalon– Draft Plan of Management

purposes is that which is not occupied by carparking or ancillary uses associated with the public wharf (drop off for ferry passengers, recreational boaters, diving parties, etc.). Most participants at the focus meetings felt that the open space functions of the reserve were very important to the local community. A small number of participants expressed opinions that the open space available was inadequate and that too much of the reserve was taken by parking space. Most, however, considered that the current ratio of parking space to recreational space was adequate and should be maintained.

Offshore generated uses

The Pittwater Wharf provides for the following transport services on Pittwater:

- Commuter and tourist ferry services by Palm Beach Ferry Services Pty Ltd;
- Privately operated water taxi services;
- Wharf access for recreational boats moored off Snapperman Beach; and
- Docking for privately owned boats generally owned by residents of offshore localities that are not accessible by road.

Access to the wharf is available only through Pittwater Park. Consequent services required to be catered for on the reserve include:

- Access for users of the wharf arriving by public transport;
- Carparking for wharf users (including permanent offshore residents, people holidaying on Pittwater and at offshore locations, commuters from Gosford and day trippers); and
- Storage for equipment and supplies for offshore activities such as construction works, etc;
- Fuel storage for recreational and commercial boaters (an underground fuel storage tank is located in the reserve adjacent to the wharf).

Carparking

Demand for Carparking space in the Pittwater area fluctuates widely over the year, is at its highest generally in holiday periods and is at a premium during the summer months. In peak times there is a substantial shortfall in availability of parking in the locality leading to illegal parking, traffic congestion and subsequent significant impacts on general neighbourhood amenity. Pittwater Park currently caters for parking for offshore residents, visitors and holidayers at offshore locations, users of local commercial facilities and park users. Land dedicated to carparking occupies approximately half of the total area of the reserve. There is concern amongst a small number of residents that the recreational uses of the reserve are overly impacted upon by carparking. On the other hand, there is general agreement that the current parking functions of Pittwater Park (and the

number of parking spaces provided) should be retained.

Parking and traffic controls

There is a strong need to develop a strategy for equitable access to the available parking on the reserve. The existing strategy involving pay and display parking received mixed reactions from the focus group participants. It was considered by most participants that the parking needs of local people (including residents of Pittwater, offshore residents and their visitors) should take priority over the needs of non-residents (day tourists and holidayers). One participant suggested that underground parking on the reserve should be considered, funded by leases over parts of the reserve for commercial activities such as kiosks. Generally, the participants were satisfied with the number of parking spaces provided in the reserve, although there was confusion about the strategy for pay and display with some expressing opinions that the \$9/day pay rate was inequitable with parking rates elsewhere in Pittwater.

Traffic issues raised included:

- Conflicts between Sydney and bus traffic within the carpark with reports that buses often use the northern parking area as a turning bay;
- Vehicle conflicts at the entrances to the carparks;
- Pedestrian / vehicle conflicts on Barrenjoey Road created by random pedestrian movements between businesses and bus stops and the reserve / ferry wharf; and
- The location of the marked pedestrian crossing on Barrenjoey Road is unsuitable – it should be moved further north to the bend in Barrenjoey Road adjacent to the commercial precinct.

Foreshore access

Pedestrian access to Snapperman Beach is currently available at only two points along the length of Pittwater Park. These are both at the northern end of the reserve. Investigations to provide further access to the beach are required.

Condition of the reserve

A number of elements of the reserve are seen as being in need of repair, renewal and more effective management. These include:

- Grassed areas;
- Existing trees, particularly on the Barrenjoey Road frontage;
- Park furniture, including signage, fencing, seating,, lighting and garbage bins; and
- The existing seawall.

The general condition of the reserve is considered to be below the standard that would be expected of a regionally significant parcel of open space in a strategically and visually important location in one of Sydney's more upmarket suburbs.

Equitable and rational use of the space within the reserve.

The existing ratio of carpark area to recreational space should be maintained. The verge area between the southern carpark and Barrenjoey Road is considered to be excessively wide and to be not a rational use of the space.

Access for people with disabilities

No provisions are currently made within Pittwater Park to promote access for people with disabilities to and within the park. The following issues require consideration:

- Provision of accessible car spaces within the existing car areas;
- Construction of kerb ramps to facilitate access and provide an accessible path of travel from the carpark to the recreation area, from the carpark to the pedestrian crossing and bus stops on Barrenjoey Road and to the wharf; and
- Access to the existing amenities block.

Playground equipment

The current location of the equipment is considered to be undesirable by some because it restricts the view to Pittwater and is close to the car parking area. Others, however, felt that the playground was in a suitable location close to the main picnic area.

Access to Gonsalves Boatshed

Currently, the only access to the boatshed is through the reserve via the unformed northern carpark area. In addition, the boatshed operators regularly use the northern sector of the reserve for storage purposes and customer and employee parking.

Linkages

Safe pedestrian links between the reserve and other neighbourhood open space were seen as important, with particular regard to links to Governor Phillip Park to the north and Iluka reserve to the south.

Judicious expenditure

Any reworking of the reserve should occur only where a clear need is identified. The general ambience of the reserve should be maintained and nothing should be done that would further restrict views of Pittwater. This opinion expressed by the stakeholders points to a need for a properly considered masterplan to guide the future development of the reserve.

Statutory requirements

Legislation of direct relevance to the management of Pittwater Park includes:

- Local Government Act, 1993 and Local Government Amendment (Community Land Management) Act, 1998;
- Crown Lands Act, 1989;
- Environmental Planning and Assessment Act, 1979; and
- Disability Discrimination Act, 1992.

Planning controls of relevance include:

- Pittwater Local Environmental Plan, 1993 (as amended);
- Pittwater Generic Plan of Management for Parks and Playgrounds;

- Pittwater Waterways Plan of Management; and
- Pittwater Development Control Plan No.14 – Pittwater Waterways.

The waterway today known as Pittwater was named by Captain Arthur Phillip in 1788 after William Pitt, the then Prime Minister of England. Prior to European settlement, the area was, of course, well populated by aboriginal peoples who inhabited caves along the foreshore and lived on the abundant local supply of fish and shellfish.

Due to the beauty of the landscape and its relative isolation until the first half of the twentieth century, Pittwater has retained a large measure of its bushland character, a legacy which has made the area regionally appealing as a place for tourism and general leisure pursuits.

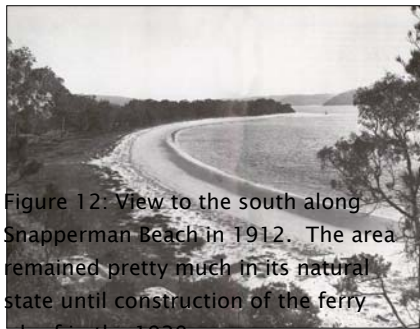


Figure 12: View to the south along Snapperman Beach in 1912. The area remained pretty much in its natural state until construction of the ferry wharf in the 1920s.

Source:

The land incorporating the current Pittwater Park originally formed part of the series of sandy bays interspersed by forested headlands that characterised the foreshore landscape of the eastern part of Broken Bay. Figure 12 gives a good indication of the original landscape before European settlement. It would have typically consisted of dunal sedges and grasses backed by a forest consisting probably of *Casuarina* species. Spotted gum forests would have been likely to have occurred on the upslopes to the east of the bay.

The land was part of the initial land grants to released convicts and free settlers made in the early nineteenth century. It remained generally undeveloped and functioned as an informal picnic area until construction of the Pittwater Wharf in the early half of the twentieth century. Since then, with increasing residential development in the locality and rising popularity of the area as a regional tourist destination, Pittwater Park has been subject to increasing pressure of use.



Pittwater Park was formally declared Crown land in the 1930's. Since that date it has been used for public recreation and also for carparking purposes, serving the parking requirements of visitors to the area, tourists using the Pittwater waterway and residents of the western foreshore settlements.

Major upgrading by of the Park by Council in 1993 included the erection of public amenities and a bus shelter and a more formal layout for carparking in the southern sector.

Figure 13: Looking north towards Observation Point (1913). Boat building activities and the northern wharf already occur. Barrenjoey Road is a rough track only and the site of Pittwater Park remains undeveloped. The present day Pittwater Wharf had not been constructed.

Community held values for Pittwater Park have been gleaned through the consultations described in Section 3 of the Plan. The values stated here are accompanied by quotes from participants at the community focus meetings.

Landscape quality

"The people that live here enjoy the plainness and simplicity of the area"

"Spend money where it is needed – do not change the ambience."

"We like it daggy."

The Pittwater locality has a relaxed and easygoing feel that is highly valued by local residents and people living on the western foreshores. Pittwater Park is one reserve in the area that typifies that feel. Participants at the community meetings made it clear that any development should not be at the expense of the current relaxed atmosphere that occurs there.

The current relaxed and naturalistic quality of the reserve, comprising open grassed areas interspersed with large trees and seating areas was seen as an important component of the landscape character of Pittwater. Participants at the focus group meetings considered that this relaxed quality should be retained in any future development of the reserve. The Norfolk Island Pines are seen as important visual elements in the reserve and as being significant to the landscape character of Pittwater. New trees should be progressively planted to maintain the integrity of the existing row of Pines.

"The open view (to Pittwater) is the most beautiful part of the park."

Visual quality

The reserve offers a rare opportunity for a panoramic view of Pittwater from a public place. Many participants at the meetings expressed strong opinions that this view corridor must be retained. Openness of the reserve was considered important in maintaining the views to Pittwater.

"We value the site as a park for family use."

Recreational values

The park is valued as a place for relaxed family orientated activities such as walking, reading, children's play and simply enjoying the view. Participants said it was important to retain the focus

of the park as primarily a place for local recreational pursuits.

Parking functions

The community sees Pittwater Park as the only practical location for fulfilling the parking needs of occupants of the western foreshore residential areas. Additionally, many participants at the community meetings recognised that the Park served the parking needs of local facilities, particularly the shops and restaurants on the eastern side of Barrenjoey Road. Given the pressure for parking in the locality, it was acknowledged that parking uses would need to continue on Pittwater Park in the foreseeable future.

Such uses are, however, inconsistent with the reservation of the land for public recreational purposes, except where they directly serve the needs of recreational uses of the park. In order to achieve consistency with the reserved purpose, other opportunities for carparking not associated with the reserve purposes need to be explored.

4.3 STATEMENT OF SIGNIFICANCE

Although a relatively small area of recreational land, Pittwater Park has local and regional significance coming out of its location at the interface between Barrenjoey Road, the main vehicular thoroughfare along the Pittwater peninsula, and Pittwater.

Pittwater Park has **local significance** as a place where local people can walk and rest on the foreshore of Pittwater. It also provides access to the Pittwater foreshore at Snapperman Beach and, via the Beach, to a number of other parks to the south. Equally, the reserve provides a rare opportunity for open views from and across public land to Pittwater for users of the park, travellers on Barrenjoey Road and residents and businesses located on the eastern side of Barrenjoey Road.

Figure 13: Looking north towards Observation Point (1913). Boat building activities and the northern wharf already occur. Barrenjoey Road is a rough track only and the site of Pittwater Park remains undeveloped. The present day Pittwater Wharf had not been constructed.

The **regional significance** of Pittwater Park comes out of its prominent location in an area that is a regional tourist attraction. It provides the first substantial view of Pittwater for tourists travelling up the peninsula to Palm Beach and is the point of departure for ferry trips to destinations on the western foreshores and around the waterway generally.



5.0 BASIS FOR MANAGEMENT

Values

Relaxed ambience



A Family Park



The View

5.1

FUNCTIONS

Functions that Pittwater Park should fulfil have been identified through the consultation process (with officers of Pittwater Council and the Department of Land and Water Conservation and with the community through the consultation process described in Section 3 of the Plan). Broadly speaking, it is considered that the Park should be managed and developed to fulfil the following two functions:

- Informal recreational functions for local residents and visitors to Pittwater, including opportunities for walking, picnicking, children's play and for open views of Pittwater.
- Continue to provide parking and other associated services (pick-up and drop-off facilities and public bus facilities) connected to its traditional function as a point of access to the Pittwater public wharf and as a provider of parking for local residents using the park and nearby retail outlets. Numbers of parking spaces provided in the Park should be neither increased nor decreased.

5.2 OBJECTIVES FOR MANAGEMENT



In accordance with Council's broad management goals (listed in Section 2), and through identification of the functions, use and key issues relating to Pittwater Park, the following objectives for management have been established.

- To manage and develop Pittwater Park as an informal recreational space catering for the recreational needs of the local community;



- To enhance the function of the park as a place of access to the Pittwater foreshore and, via the foreshore, to other foreshore open space;
- To acknowledge and protect the function of Pittwater Park as providing a significant and rare opportunity for expansive views of Pittwater from public lands on the eastern foreshore;
- To protect and enhance the heritage landscape values of Pittwater Park through proper arboricultural management of the existing Norfolk Island Pines on the site;

Maritime uses

- To provide appropriate access to the Park for people with disabilities and people with young children in strollers;
- To provide high quality amenities such as seating, lighting, to the wharf area playground equipment and signage in keeping with the key function of the Park as a local recreational resource but acknowledging its further function as a regional attraction.
- To acknowledge and continue to cater for the historical function of the Park as a set-off point for ferry users and recreational boaters and as a provider of parking for offshore residents and patrons of local retail outlets;
- To enhance the opportunities and function of the Park through the provision of appropriate facilities, adequate maintenance and efficient administration.

5.3 KEY MANAGEMENT ISSUES

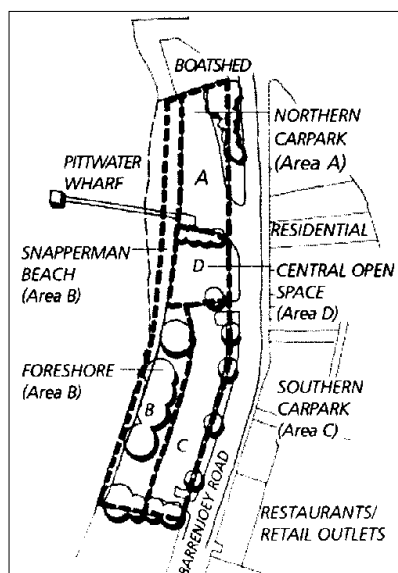
Traditionally two approaches are available for identification of issues as the basis for management in the preparation of Plans of Management:

- Values based issues identification – identification of broad community held values that pertain to the reserve as a whole unit; and
- Land based issues identification – identification of issues in a manner that addresses the physical components of the Reserve.

In this Plan, a hybrid of the two approaches has been taken on the basis that the park is readily divisible into a number of clear management units. The objective of this approach is to create a practical Plan that will readily facilitate the ongoing management and development of Pittwater Park in a systematic fashion.

Key issues to be addressed in the management of Pittwater Park have been identified out of the consultation process (Section 3) and analysis of the current condition of the Park (Section 2). To aid in preparation of a management strategy, the issues discussed in Section 3 have been synthesised into the following brief list based, where practicable, on identification of land management units across the site. The management units are illustrated graphically in figure 15.

- Landscape / visual quality and heritage significance;
- Carparking and wharf orientated functions;
 - Northern carpark area (A)
 - Southern carpark (C)
- Traffic / Pedestrian safety and access;
- Foreshore area and Snapperman Beach (B);
- Central open space (D);
- Risk Management;
- Funding;
- Maintenance.



These key issues are addressed in detail in Section 6 of the Plan (Management Policy).

The intent of the management policy is to maintain the values of the park identified by the community through Each of the identified management issues is discussed in this section. In accordance with accepted practice in the preparation of Plans of Management, desired outcomes with regard to each issue are then identified along with actions for achievement of these and mechanisms for measurement of success.

6.1 LANDSCAPE/VISUAL QUALITY AND HERITAGE SIGNIFICANCE

Discussion

The existing open and relaxed landscape character of Pittwater Park has been repeatedly identified as a valuable element that should be retained in its management and development.

Aspects of the Park that contribute to this character include:

- minimisation of structures on the ground plane;
- use of tall growing tree species that allow open lines of sight below their canopies;
- no planting of shrub or small tree species except in areas that do not lie within the view corridor between Barrenjoey Road and Pittwater;

Aspects detracting from landscape and visual quality include:

- Dominance of carparking, particularly in the peak summer months;
- General overuse of the park in peak periods;
- Variable quality in the health, vigour and visual appearance of some trees on the Park, particularly in the verge area between the southern carpark and Barrenjoey Road.

The heritage significance of the Park comes from the heritage listed row of Norfolk Island Pines on the southern foreshore area. This species constitutes a

significant component of the cultural landscape of Pittwater and an important visual element of Pittwater Park. The Pines are to be retained and managed for their long term health. Replacement planting should be included as a component of the management of the tree group. Opportunities for judicious additional planting of the species on the reserve should be explored in the masterplanning process.

Desired outcome

- Retention of the existing landscape character and continued improvement in the quality of the landscape resulting in a unified and attractive setting for the range of recreational opportunities offered by Pittwater Park.
- The heritage listed row of Norfolk Island Pines is properly managed for its continued vigour and contribution to local landscape quality.
- The broad views of Pittwater are retained and preserved in the ongoing development of the Park.
- Reduction in the dominance of carparking as a visual element in the park

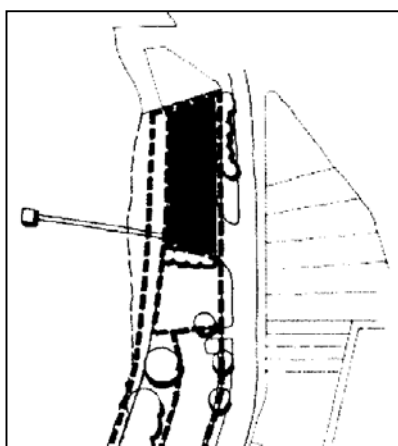
Action

- Carry out arboricultural assessment of the health and vigour of all existing trees on the reserve. Selectively remove and replace trees that are in poor health and are not contributing to the visual and physical amenity of the locality.
- Enhance the cultural landscape character and heritage value of the locality through proper arboricultural management and reinforcement of the Norfolk Island Pine plantings on the reserve;
- Assess all development of the site for its impact on the view to Pittwater both from and across the reserve.

Performance measures

- Landscape improvements implemented in accordance with the masterplan;
- Tree management carried out in accordance with best arboricultural practices and the heritage listed tree group continues to thrive.

6.2 CARPARK AND WHARF ORIENTATED FUNCTIONS



Discussion

- General
Given the general agreement amongst the community, Council officers and Land and Water Conservation that Pittwater Park will continue to perform the functions arising from its proximity

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to the Pittwater Public Wharf and local commercial concerns, the current numbers of carparking spaces and other facilities associated with the wharf should be retained in the medium term. It was agreed further, however, that provisions for these functions within the boundaries of the reserve should remain at current levels and should not be increased.

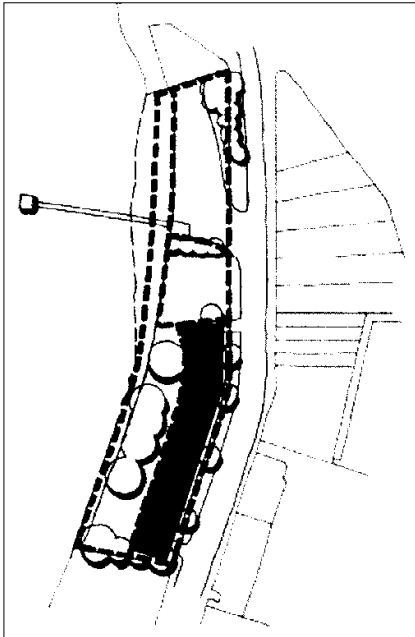
In order to provide the proper statutory framework for these functions to remain on Crown land, the reservation with regard to the parking areas and wharf facilities must be altered. On advice from Land and Water Conservation, the following actions should be taken in this regard:

- The land encompassing the northern carpark should be formally set aside for long term parking.
- The land should be revoked from the public reserve and leased to Council by the Crown.
- Council would then be at liberty to lease the land to other parties for the purpose of long term parking to serve the users of the Pittwater Public Wharf.

- Northern carpark
(refer Section 2 for description of functions)

The main issues arising in this area include:

- Parking numbers and competition for spaces
Parking in a combination of marked and unmarked spaces is available for approximately 53 vehicles, including 3 marked disabled spaces. A traffic report prepared by Transport and Traffic Planning Associates (see Appendix B) indicates that formalisation of the carpark would result in a significant reduction in the number of spaces available and concludes that the existing parking arrangement is the most efficient.
- Tourist bus access and setdown area
The traffic report considers that the existing setdown / pick-up area for tourist buses should remain in its current arrangement.
- Public toilets



Area B Snapperman Beach and
Foreshore

The public amenities block was considered by some participants in the consultation meetings to be inadequate in size and condition, given the large numbers that use the reserve while waiting for ferries, etc. Since these consultations, however, the amenities block has been substantially upgraded to include improved amenities and access for disabled persons.

- The vegetated bank rising to Barrenjoey Road

Some suggested that the bank behind the amenities block should be more heavily planted to screen views of the carpark from Barrenjoey Road.

- Access to the wharf

Wheelchair and pram access to the wharf has been raised as an issue in public consultations.

- Access to Gonzales Boatshed

Access over a public reserve to a privately owned property is not consistent with the zoning or the reservation of the land. The issue would need to be addressed in any future application pertaining to development of the land currently occupied by the boatshed. Access to the boatshed across the reserve is to be provided via the existing road reserve adjoining the northern and western boundary of the land occupied by the boatshed.

- Southern carpark
(refer Section 2 for description of functions)
The current parking control on the southern carpark, allowing paid parking for an unlimited time period, creates competition for parking space which restricts available parking for recreational users of the reserve.

Desired outcome

- The current functions of the reserve pertaining to the Pittwater Wharf and local commercial activities are formalised so that they remain at current levels.
- In the long term, parking that is not conducive and ancillary to the recreational purpose of the reserve is phased out.
- Safe access for all is provided to the existing amenities block.
- Controls are in place to facilitate availability of short term parking for recreational users of the park.

Action

- Provide a marked up site plan in the Plan of Management that stipulates areas within Pittwater Park that are to be revoked from the reserve. (Provided at figure 18)
- Develop the park in accordance with the masterplan to include additional screen planting on the bank to the east of the southern carpark.
- Upgrade park furniture and landscape treatment to the foreshore area in accordance with the masterplan.
- Implement a four hour parking limit to all parking spaces on the western (foreshore) side of the southern carpark.

Performance measures

- Functions of the reserve pertaining to extraneous uses are formalised to permit their continuation under relevant statutory requirements.
- The current division of land allocated to recreational and urban services uses is formalised.
- Carparking is maintained at current capacity in the medium term.

- Investigations are undertaken to facilitate the long term phasing out of parking that is not directly connected to the recreational uses of the reserve.
- Access to the wharf is provided for wheelchairs and prams.

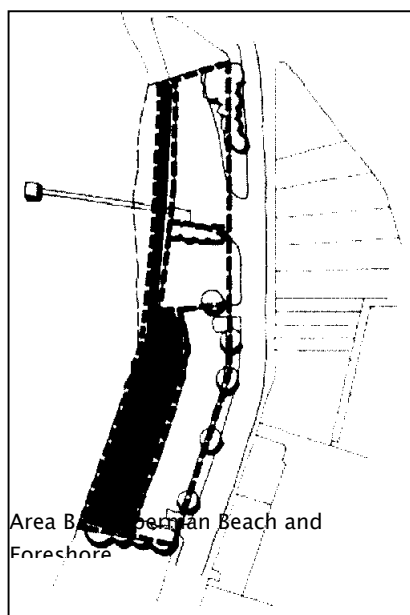
6.3 TRAFFIC, PARKING & PEDESTRIAN

SAFETY AND ACCESS

Discussion

Issues arising with regard to traffic, parking and pedestrian safety and access include:

- Inadequacy of safety measures for pedestrians crossing Barrenjoey Road;
- Traffic / pedestrian conflicts within the parking areas on the reserve;
- Competition for parking spaces between recreational users of the reserve, users of other local facilities, permanent parking by offshore residents and long term parking by tourists.
- Conflicts at the vehicular entrances to the reserve, particularly with regard to the necessity for tourist buses to back out of the northern entrance into Barrenjoey Road;
- Need for access for disabled persons throughout the reserve and across Barrenjoey Road.



Desired outcome

- Pedestrian and traffic safety and access conditions are addressed.
- Parking Management structure reflects the recreational reservation of the park.

Action

- Implement the recommendations for addressing traffic safety included in the traffic assessment prepared by Transport and Traffic Planning Associates (see Appendix A) including:
- Relocation of the existing marked pedestrian crossing on Barrenjoey Road;
- Subsequent report to Council's Traffic Committee; and Construction of pedestrian paths and kerb nibs on each side of Barrenjoey Road in order to place pedestrians in well sighted positions.
- Retain unrestricted parking in the northern carpark to accommodate long term parking and revoke the reservation of the northern carparking area (as indicated in Figure 18)

- Restrict parking to 4 hours limit on the western (foreshore) side of the Southern carpark to accommodate recreational users of the park.
- Carry out local area parking investigations with a view to the long term phasing out of on site parking not associated with the recreational use of the reserve.

Performance measures

- Actions recommended in the Traffic assessment are implemented;
- The reserve complies with access requirements in the Disabilities Discrimination Act, 1992.
- Parking restrictions are applied in the southern carpark.
- The northern carpark is revoked from the reserve
- A strategy for long term phasing out of non reserve based carparking is implemented.

6.4 FORESHORE AREA AND SNAPPERMAN BEACH

Refer Section 2.2 for description of functions.

Discussion

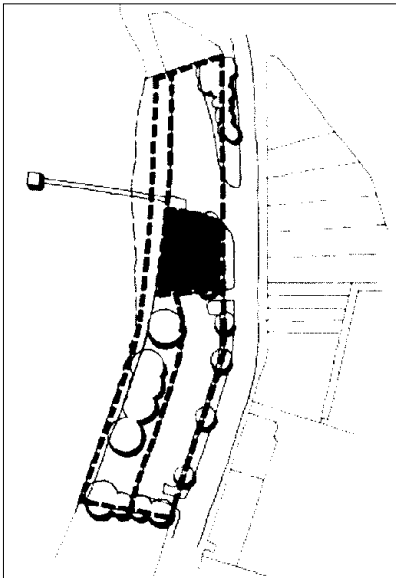
- The western portion of Pittwater Park is a strip of land of variable width bordered to the east by the two carpark areas. Opportunities for a consistent approach to the landscape treatment along the length of this area need to be explored.
- Access to Snapperman Beach from Pittwater Park is currently available at two locations only. Opportunities for broader access to the beach should be investigated as a component of the masterplanning process.
- The seawall is constructed of a number of materials along its length including sandstone blocks of varying size and precast concrete units (see Figure 4). It is also possible that the wall is not structurally sound. The treatment of the interface between the park and the beach needs to be investigated and resolved.
- Playground equipment, currently located beneath the Norfolk Island Pines adjacent to the southern carpark, is considered by some to be inappropriately positioned with respect to safety issues (its proximity to the carpark) and its impact on views to Pittwater.
- The general quality of the furniture and signage in the foreshore area is considered to be below the standard that would be expected of a prominent foreshore location.
- The heritage listed line of Norfolk Island Pines requires a program of arboricultural management

to ensure its long term health and vigour.
Treatment of the ground surface below the tree group and generally in the area needs to be considered.

Desired outcome

- To improve the quality of the foreshore area with regard to general design and materials in a manner that is consistent with its significance as a place providing physical as well as visual access to a major waterway in the Sydney region.
- To improve opportunities for access to Snapperman Beach from Pittwater Park.
- To maintain opportunities for views of Pittwater from and across the Park.

Area D Central Open Space



Actions

- Investigate the above design issues in the masterplanning process.
- Develop a program for management of the Norfolk Island Pine group.
- Develop a design palette for park furniture and general landscape treatment of the park.
- Develop a management and maintenance strategy for turf areas within the park.

Performance measures

- Landscape improvements implemented as per masterplan.
- Norfolk Island Pine group continues to thrive and contribute to the overall landscape quality of the Park.
- Access to Snapperman Beach is improved.
- Views to Pittwater are maintained and enhanced.

6 . 5

CENTRAL OPEN SPACE

Refer Section 2.2 for description of functions.

Discussion

The area provides a congregating space for people using the ferry service or waiting for tourist buses. It is also reportedly used by local kids for informal ball games and the like.

Opinions expressed by participants in the consultations regarding the future of this sector of the Park varied. Most felt that the openness of the area (and the open views to Pittwater that result from this) is an important aspect of the park that should be retained. Others felt that the area had potential to contain more built elements. All agreed that the area is degraded through overuse and requires a program to improve and maintain its condition.

Shade and shelter facilities for passengers waiting for ferries are considered to be inadequate and fencing around the area is of low quality and in poor condition. Existing trees on the verges to the area are also generally in poor condition and/or are not consistent with any resolved tree planting scheme.

Desired outcome

- To improve the amenity provided by this area while maintaining the valued views to Pittwater.
- To develop the area appropriately in accordance with the masterplan.
- To improve and maintain the physical condition of the area.

Action

- Develop the area as indicated in the masterplan
- Develop a program for refurbishment of the lawn area and regular maintenance aimed at keeping the lawn in good physical condition. This may include measures such as regular aeration, fertilising, a cyclical program of resting of the area and a seasonally adjusted mowing program.

Performance measures

- The area is developed in a manner in keeping with the significance of the reserve as a prominent foreshore park.
- Shade and shelter facilities are improved.
- The general condition of the area is improved and continues to be maintained in its improved condition.
- Views across and from the area to Pittwater are maintained and enhanced.

6 . 6

R I S K M A N A G E M E N T

Discussion

- Risk management is a significant issue for Council in formulating management practices for parks. Potential hazards should be identified and rectified to minimise any potential for accidents.
- All new and existing play equipment must be safe for children to use. Surfaces under and surrounding play equipment must be maintained to create a safe play environment for children in Pittwater Park.
- The location of play equipment in Pittwater Park needs to be considered in regard to any risks arising from proximity to the carpark.

Desired outcome

To create a safe play environment for children in Pittwater Park and to minimise Council's exposure to accident claims.

Action

- Formulate and implement a regular inspection checklist to identify potential safety issues.
- Repair and remove equipment which is identified as a potential safety hazard for children.
- Upgrade equipment as required ensuring that relevant safety standards are complied with.
- Refine current maintenance practices to meet risk management requirements and relevant standards.
- Investigate possible safety issues arising out of the present location of playground equipment in Pittwater Park.

Performance measures

- Inspection safety checklist formulated and maintenance regime implemented.
- Pittwater Park is considered a safe play environment for children.

6 . 7

MAINTENANCE

Discussion

- The Plan of Management has identified the following maintenance services required for the proper management of Pittwater Park:
 - Safety inspections in accordance with risk management guidelines for playground equipment, structures and surfaces;
 - Ground surface maintenance including, in particular, measures to address compaction of surfaces such as lawn areas and areas below large trees;
 - Arboricultural maintenance, with particular attention to the heritage listed Norfolk Island Pine group;
 - Maintenance of furniture, fences and signage;
 - Rubbish removal
 - Maintenance of the toilet facilities.
- Given the high level of use of the park, the level and effectiveness of the maintenance regime will impact directly on the quality of the recreational services offered by the park and Council's risk management strategy.

Desired outcome

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A well maintained regional park through increased efficiency of maintenance operations particularly in regard to the Norfolk Island Pine group, lawn areas, play ground equipment, furniture, fences, signage, play equipment, litter control and toilet facilities.

Action

- Review current work practices and procedures for maintenance operations through bench marking and adoption of industry best practice standards.
- Prepare an annual maintenance schedule outlining routine maintenance procedures for all elements of the park. The schedule is to be suitable for inclusion in Council's Risk Management Strategy.
- Prepare a yearly appraisal of the maintenance costs associated with the park in relation to the income produced by the park and the recreation benefits to the community.

Performance measures

- Increased quality of recreational services offered by the reserve;
- Park users express satisfaction at level of maintenance of park facilities.

6 . 8

FUNDING

Discussion

The ongoing maintenance and management of Pittwater Park is currently reliant on funding through Council's reserves Section, Reserves Improvement Program and grant funding.

Under S.106 (3) of the *Crown Lands Act*, 1989, all incomes received from the use of Crown reserves must be reinvested into the management or development of the reserve. In the case of Pittwater Park this requirement applies in particular to funds derived from fees levied for parking on the reserve. Similarly, any other income derived from leases or licences over the land would be required to go into revenue to be expended on the reserve.

Currently income derived from 'Pay and Display' parking at Pittwater Park is in the order of \$40,000 per annum. This income is exceeded by annual costs for maintenance and development of the park and is inadequate for the development of Pittwater Park as proposed in the masterplan or for its ongoing management as described in the Plan of Management.

Possible funding sources for assistance for capital works as indicated in the master plan include:

- Corporate sponsorship
- Department of Urban Affairs and Planning (Metropolitan Greenspace Program)
- Department of Sport and Recreation grants program
- Department of Land and Water Conservation, Parks and Recreation Areas Monetary Fund
- Department of Maritime Services monetary contribution
- Department of Works and Services (Coastal Management and other programs)
- Commonwealth Government sources.

In the short term, recurrent cost associated with the maintenance of the park will need to be met by Council. Maintenance costs of the park and its associated facilities will markedly increase with the development of the park as indicated in the masterplan.

Desired outcomes

To ensure that adequate levels of funding and cost recovery enable Council to meet the objectives of the Plan of Management within the stipulated timeframe and without unreasonable demand of Council funding.

Action

- Identify and quantify current and potential revenue sources in the Park, aside from the current returns coming from 'Pay and Display' parking, the potential may arise, for instance for short term lease of the park, or parts thereof, for functions, corporate events, advertising, filming or the like. This potential would be expected to increase with the ongoing development of the park in accordance with the masterplan.
- Negotiate an appropriate level of Council funding for the Park in light of the maintenance and capital works program identified in the Plan.
- Identify and pursue financial grant opportunities and corporate sponsorship to assist in the development of new capital works in the Park.

Performance measures

- Increased percentage in cost recovery
- New income sources identified
- Management and capital works costs adequately recognised in funding allocations by Council.

The masterplan for Pittwater Park forms the basis for the future development of the park. It is an integral component of the Plan of Management.

The masterplan was synthesised directly from the outcomes of the community consultation process and is a response to:

- The expressed opinions of the community identified through the consultation process; and
- The consultants' assessments of the physical nature of the park and its environs.

7.2 COMMUNITY ASPIRATIONS & VALUES

Community values for Pittwater Park are described in Section 4.2 of the Plan of Management. The following values are of direct relevance when preparing a masterplan for the land:

- Landscape quality
 - The current relaxed and naturalistic quality of the reserve should be retained in any future development.
 - The Norfolk Island Pines are important visual and cultural elements in the reserve that should be retained and augmented where possible.
- Visual quality

The panoramic view to Pittwater is of regional significance. Openness of the reserve is important in maintaining these views
- Recreational values

The primary focus of the park must be as a place for relaxed family orientated activities such as walking, reading, children's play and simply enjoying the view.

- Functions associated with local businesses and the Pittwater Wharf
Pittwater Park must continue to provide parking and waiting areas to serve users of the Pittwater Wharf and local businesses. Numbers of parking spaces must be retained at current levels with no increase or decrease.

Existing conditions

Figure 2 indicates a description and broad analysis of existing conditions on Pittwater Park. The main aspects of the park requiring attention are:

- The seawall, which is constructed of a number of different materials, is of variable visual and physical quality and provides only limited access to Snapperman Beach;
- Existing park furniture (seating, fencing, signage and lighting) requires a coordinated approach;
- Existing trees are in variable condition and of varying species, some of which are inappropriate for the site;
- The existing amenities block has been recently upgraded;
- The gathering and waiting zone around the wharf is unresolved;
- The open area between the two parking areas provides the most open view of Pittwater but is degraded through overuse.

Spatial Character

With regard to spatial character (refer Figure 16), there are three broad land units on Pittwater Park, each of which can be divided into a number of sub-units:

- The northern area is a distinct unit screened from the east and orientated visually towards the maritime activities associated with the two wharves (Pittwater Wharf and the private wharf connected to Gonzales Boatshed);
- The central lawn area allows open panoramic views of Pittwater, both from the park and from Barrenjoey Road; and
- The southern area caters for picnicking or children's play in the shade of the Norfolk Island Pines.

Access to Snapperman Beach from any of these areas is limited.

7.4

THE PROPOSAL

The proposal for development of Pittwater Park is illustrated on the masterplan drawings at Figure 17. In keeping with the communities desire to retain the existing character of the park, the masterplan allows for a relatively subtle rework aimed at accentuating the desirable spatial characteristics of the site and addressing the identified problems.

The elements of the proposal include:

- Part reconstruction of the existing seawall to improve its visual and structural integrity and to provide enhanced opportunities for access to Snapperman Beach;
- Redevelopment of the northern area including/:
 - Slight realignment of the eastern edge of the carpark to provide a broader pedestrian verge to the foreshore, while maintaining the current parking capacity;
 - Provision of a series of landscape elements in a theme appropriate to the maritime character of the area (seating units, light standards and Norfolk Island Pines) in the broadened pedestrian verge;
 - Strengthening of the screening functions of the eastern bank by additional screen planting;
 - Paving and lighting of the wharf waiting and drop off zone and extension of a path to a relocated pedestrian crossing;
- Replacement of the existing barrier fencing with new timber arris rail fencing;
- Provision of gravel or mulch surrounds to the degraded areas below the existing Norfolk Island Pine;
- Slight relocation of the existing playground equipment and provision of additional softfall material to create a more coherent playground area;

- Additional tree planting, removal of some existing degraded trees and provision of a new park sign.

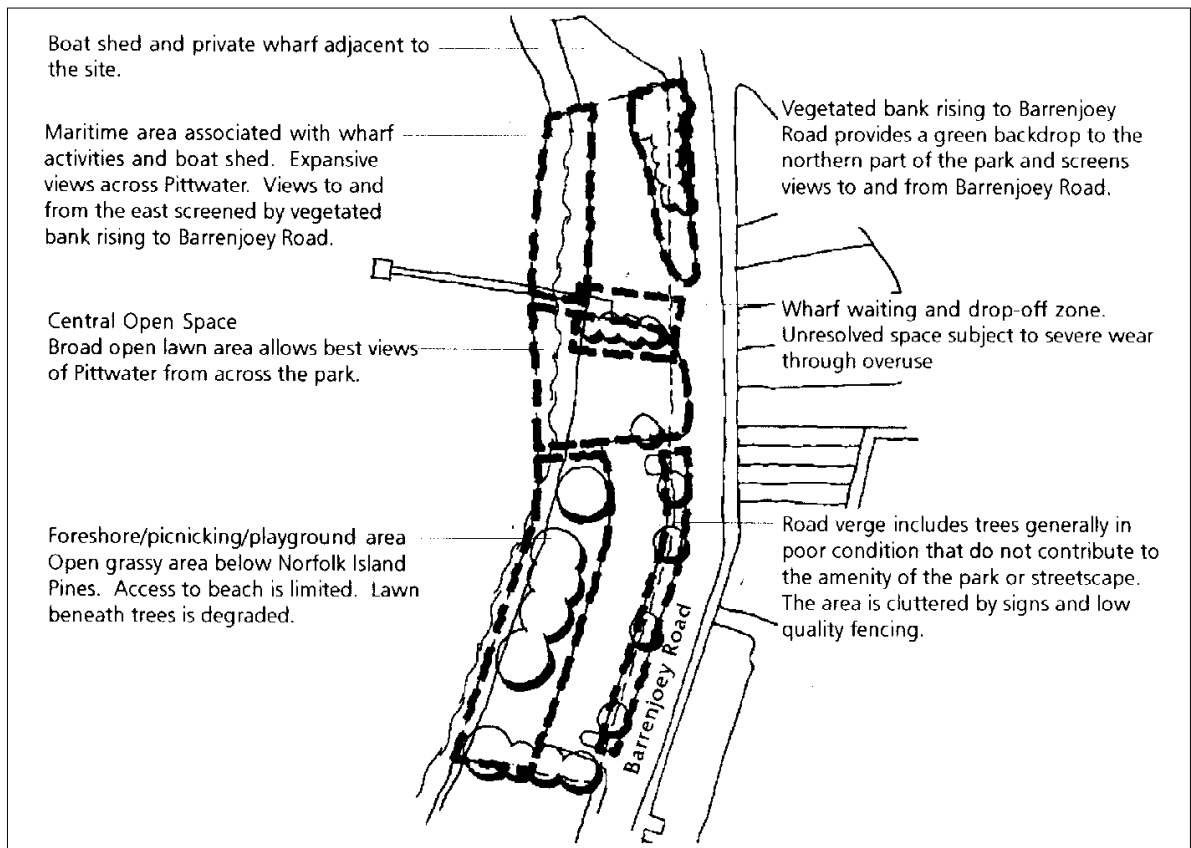


Figure 16: Spatial Character

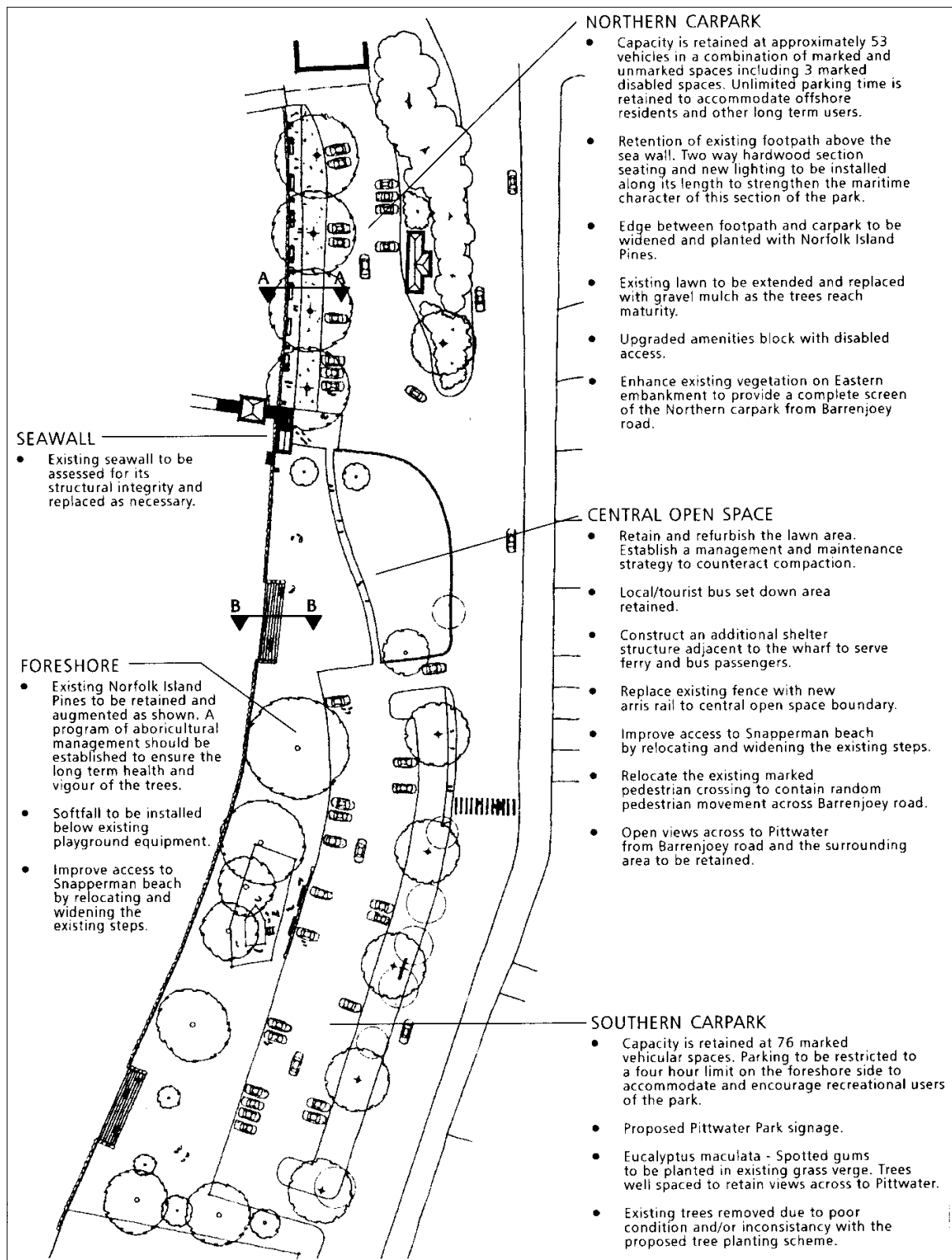


Figure 17: Pittwater Park Masterplan (plan)

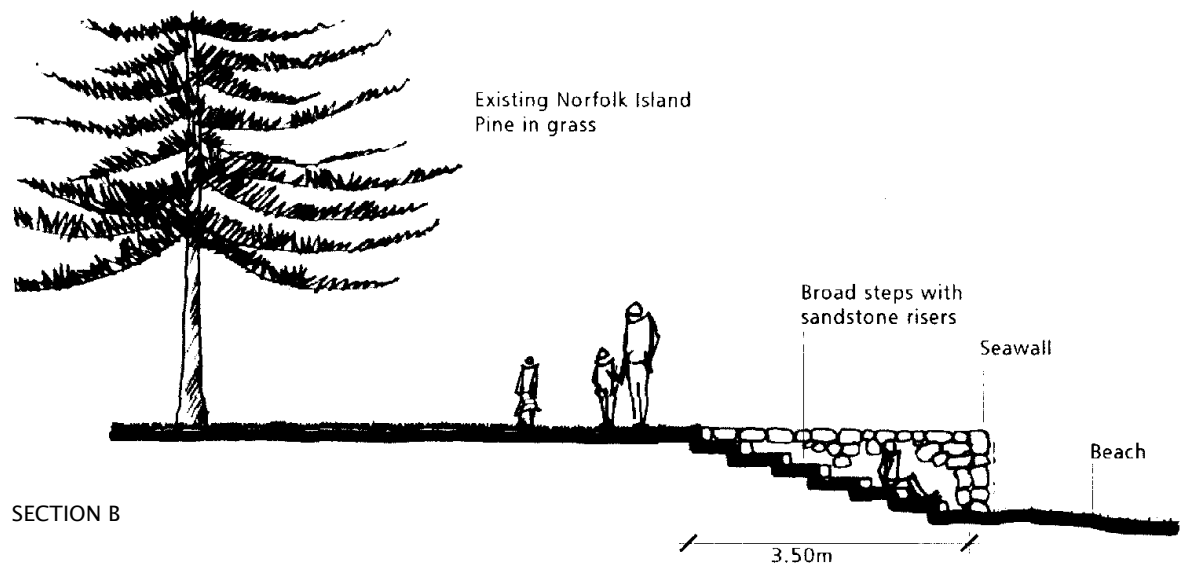
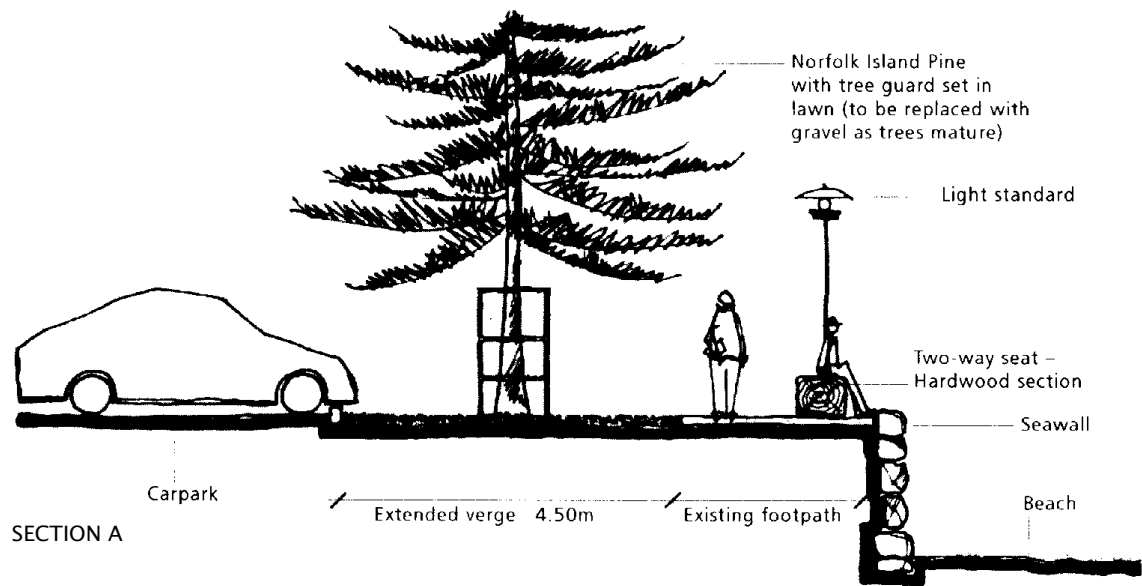


Figure 17: Pittwater Park Masterplan (typical sections)

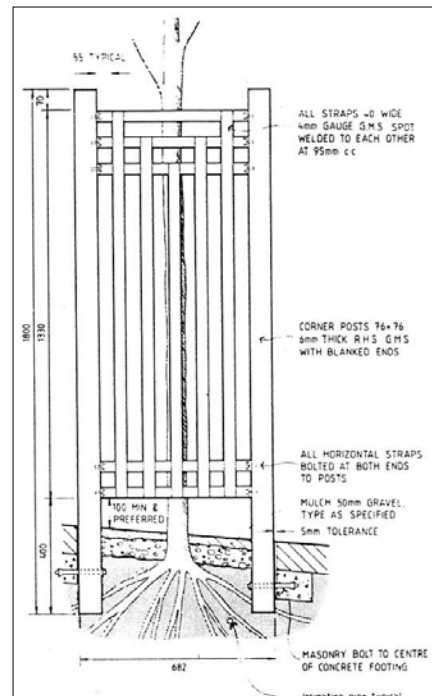
Figure 18: Materials Palette



Marine style lighting to foreshore. Norfolk Island Pine's to foreshore.



Spotted Gum's to Barrenjoey Road.



Timber tree guard.



Figure 18: Materials Palette (cont.)

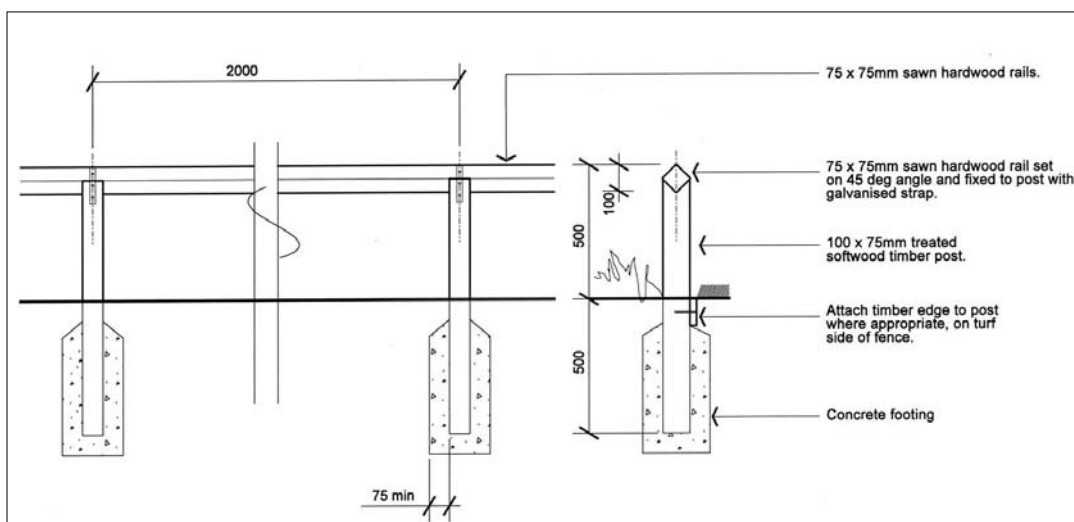
Hardwood bench seating to northern foreshore.



Timber picnic bench.



Timber bench seating to picnic areas



Aris rail fencing.

7.5 COSTS

OPINION OF PROBABLE

ITEM	OPC
SEAWALL	
Refurbishment of seawall	200,000.00
Contingencies 10%	20,000.00
GST 10%	22,000.00
SUBTOTAL	242,000.00
AREA A (Northern Carpark)	
Seating	3,500.00
Paving	1,000.00
Lighting	5,250.00
Trees and guards	4,500.00
Turf to area below trees	1,400.00
Realignment of carpark edge	4,000.00
Steps to beach	6,000.00
Shade structure	8,000.00
Screen planting to bank	2,500.00
Contingencies 10%	3,615.00
GST 10%	3,976.50
SUBTOTAL	43,741.50
AREA B (Foreshore)	
Seating, picnic benches	3,000.00
Lighting	8,750.00
Playground refurbishment	15,000.00
Tree planting	1,100.00
Steps to beach	30,000.00
Contingencies 10%	5,785.00
GST 10%	6,363.50
SUBTOTAL	69,998.50
AREA C (Southern carpark)	
Tree removal and replanting	3,250.00
Signage	1,500.00
Contingencies 10%	475.00
GST 10%	522.50
SUBTOTAL	5,747.50

AREA D (Central open space)	
Paving	4,830.00
Fencing	1,350.00
Lighting	5,250.00
Lawn refurbishment	8,400.00
Steps to beach	30,000.00
Contingencies 10%	4,983.00
GST 10%	5,481.30
SUBTOTAL	60,294.30
TOTAL	421,781.80

7.6

LEGITEMISING LAND USES

In order to accommodate long term parking demands associated with the functions of the Pittwater Public Wharf, it is proposed that the land incorporating the northern carpark be revoked from the Public reserve and leased to Council. The area proposed to be revoked from the reserve is illustrated in Figure 19.

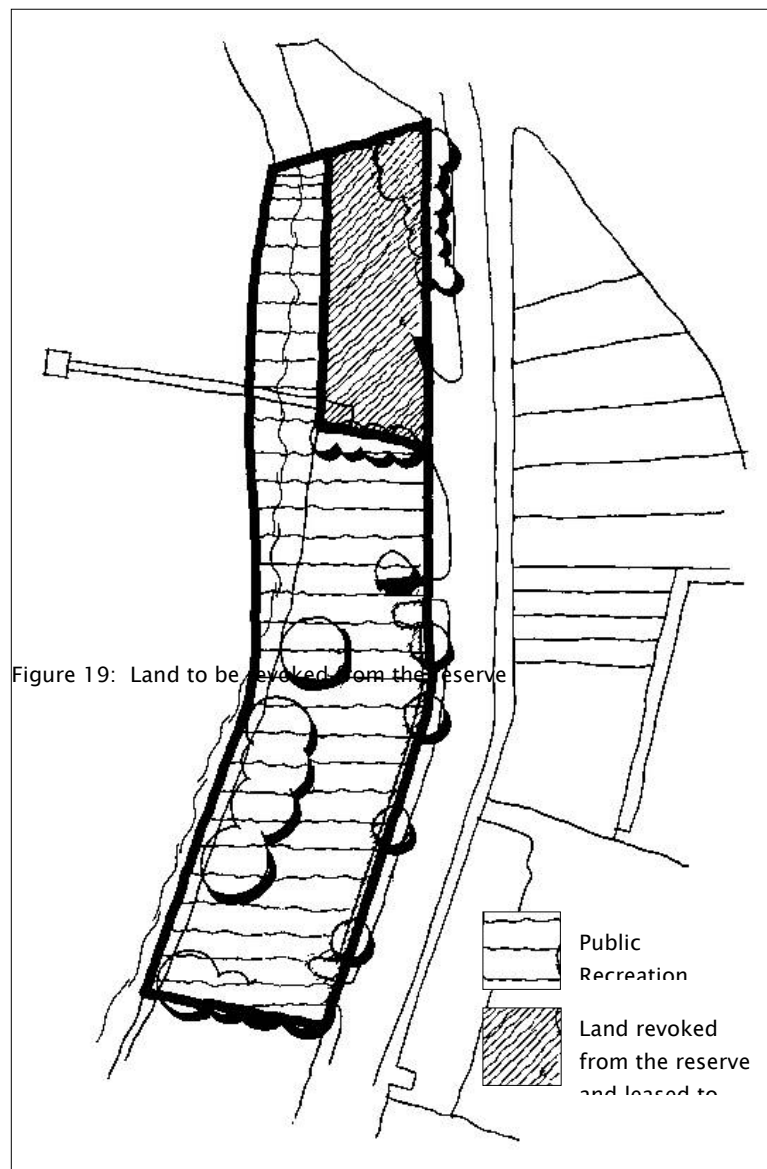


Table 5 outlines a strategy for implementation of the actions recommended in this Plan of Management.

THE WHOLE RESERVE			
Desired Outcome	Action	Priority	Responsibility
Trees on the reserve are consistent in theme and contribute to the amenity of the park	Carry out arboricultural assessment of trees in reserve and remove trees in poor condition.	High	Council tree maintenance team
	Carry out tree planting program as per masterplan	Medium	
Seawall is structurally sound, visually coherent and allows for improved access to Snapperman Beach	Assess seawall for structural integrity	High	Council's engineering division
	Demolish and reconstruct seawall as per masterplan, with the extent of demolition contingent on the results of the structural assessment	High (if seawall found to be structurally unsound) Medium (if seawall structurally sound)	
Safety conditions for pedestrians crossing Barrenjoey Road are improved.	Make application to the Traffic Committee to move the existing pedestrian crossing on Barrenjoey Road, construct pedestrian safety thresholds and provide a new pedestrian walkway as recommended in the Plan of Management	High	Council's traffic engineer
Funding is procured for proper management and development of the reserve in accordance with the Plan of Management	Negotiate an appropriate level of Council funding for maintenance and development of the reserve in accordance with this Plan of Management.	High	Council's parks development division
	Ensure that all revenue raised from "park and display" parking on the reserve is allocated for management and improvements in the reserve as required by the <i>Crown Lands Act, 1989</i> .	High	
	Identify and pursue all avenues for funding for the development and management of the reserve.	Medium	

AREA A: NORTHERN CARPARK			
Desired Outcome	Action	Priority	Responsibility
Pedestrian amenity is improved	Adjust western edge of carpark pavement as indicated in masterplan	Medium	Parks development division
Parking is equitably provided for offshore residents, local park users and tourists.	Monitor parking and prepare parking strategy if necessary	High	Council's traffic engineer
The carpark is screened from view from Barrenjoey Road	Strengthen screen planting on the bank to the north eastern edge of the reserve	Medium	

AREA B: FORESHORE AND SNAPPERMANS BEACH			
Desired Outcome	Action	Priority	Responsibility
Landscape quality and amenity of the foreshore area is improved	Provide new park furniture as described in the masterplan and design palate, including seating, picnic facilities and lighting.	Medium	
Norfolk Island Pines are properly managed in accordance with their heritage significance	Develop a program for management of the Norfolk Island Pines.	High	
	Strengthen and extend the line of Norfolk Island Pines as indicated in the masterplan.	Medium	
Ground surfaces are in acceptable condition.	Provide gravel mulch to denuded areas below Norfolk Island Pines	Medium	
	Develop a program of rehabilitative maintenance for all lawn areas.	High	
Playground equipment is safe and in good condition	Investigate possible safety issues arising out of the current location of the playground equipment in the park	High	Council's risk management staff
	Act on safety issues if identified	High	Council's parks maintenance staff
	Include the playground equipment on Council's schedule for regular checking for conformity with safety standards	High	

AREA C: SOUTHERN CARPARK			
Desired Outcome	Action	Priority	Responsibility
Verge between the carpark and Barrenjoey Road provides a suitable streetscape view for the reserve.	Remove dead or degraded trees and replant Spotted Gums on verge as illustrated in masterplan	medium	

AREA D: CENTRAL OPEN SPACE			
Desired Outcome	Action	Priority	Responsibility
Condition of Lawn area is improved	Provide fencing to discourage wear of the lawn area caused by people walking from the carpark to the wharf.	High	

	Remove existing worn lawn, provide improved soil, subsoil drainage and new lawn.	Medium	
	Ensure proper and regular maintenance of the lawn area aimed at keeping the lawn in good physical condition.	Medium	
Waiting area associated with wharf is well defined and provides appropriate amenity for people using the wharf.	Construct paving, shade structure and lighting to wharf waiting area as indicated in the masterplan.	High	
	Construct path to bus stop and new pedestrian crossing on Barrenjoey Road as indicated in the masterplan.	High	

Table 5: Works Implementation Strategy

Lawrence, J (1994) Pittwater Paradise Kingsclear Books Ltd, Crows Nest NSW.

McDonald Mcphee Pty Ltd/ Craig Burton (1989) Barrenjoey Peninsula and Pittwater – Heritage Study.

Prentis, M.D. (ed) (1988) Warringah History – A Bicentennial Project Warringah Shire Council.

Avalon Library – Local History Collection.

APPENDIX

MEMORANDUM FROM DEPARTMENT OF LAND AND WATER CONSERVATION

MEMORANDUM



To: Mark Eriksson- Pittwater Council
John O Grady- Pittendrigh, Shinkfield and Bruce Consultants

From: John Filocamo, Sen Land Manager-Surveyor, Land Access
Sydney South Coast Region, PO Box 3935 Parramatta NSW 2124
Phone: (02) 9895 6254, Fax: (02) 9895 6227, e-mail: jfilocamo@dlwc.nsw.gov.au

Date: 14 June, 2000

Subject: Proposed Plan of Management Pittwater Park

19 JUN 2000

Action	JOA			
Initial				

Pittwater Park is a Crown reserve No R60988 for the public purpose of Public Recreation notified 22 February 1929. Pittwater Council was appointed manager of the "Pittwater Park (R60988) Reserve Trust" 20 September 1996. The Crown reserve comprises lots 1 to 10 Section A DP12979 and lot 7008 DP93682/ DP752046. See attached diagram.

In the consideration of a Plan of Management (POM) the reserve purpose is considered paramount. In this case the purpose is **Public Recreation**. A number of important points are worth noting:

1. The case law that governs the management of Crown reserve clearly states that any use of reserves must be considered to **conductive and ancillary** to the reserves public purpose. The POM must show that all uses are consistent with the reserve **public purpose**. The Minister cannot approve leases or licences by the trust that are not consistent with the reserve purpose. Our records do not show any leases or licences approved by the Minister over this reserve.

In this case the POM will need to consider the use of the reserve for private parking by the offshore residents. This use is not consistent with the reserve purpose. The POM will need to consider various options for dealing with this issue. Some of these could include phasing out this use, revocation of the reserve or acquisition by Council, etc. These will need to be considered through the process of preparing the POM and public consultation.

The private access and the use of the reserve by the adjoining marina would also be considered an inappropriate use requiring attention during the POM preparation.

2. The case law also states that a Crown reserve cannot be used for an activity that is occurring off the reserve and that is not consistent with the purpose. The two matters raised above raise concern in respect to this consideration and also the matter of the reserve being used for parking for the clientele of the businesses across Barrenjoey Road.
3. The philosophy of the case law is to maximise the public access to Crown reserves. The levels of exclusive use of the reserve should be minimised such that all sections of the community are not alienated from the reserve.

The case law states that entry fees to a reserve or facility on a reserve should be set at a level so as not to create a barrier to entry. The reasonableness of the any parking fees charged for use of the reserve will need consideration in the POM.

4. The Crown Lands Act does not contain a definition for the reserve purpose, Public Recreation. It is the role of each POM to determine that definition for the reserve in question.

As Council manage this reserve on behalf of the State, it could be argued that allowing Pittwater ratepayers free parking on the reserve is discriminatory as other members of the public are required to pay. I suggest we need to get some legal opinion on this matter as it could be inconsistent with the public access requirements outlined in the above case law.

The POM needs to show that incomes received from use of the reserve (parking fees) are being spent on the reserve. The Crown Lands Act requires each reserve trust to keep separate accounts. Section 106 (3) indicates that the proceeds from income received are to be applied to the reserve. Schedule 4 of the Crown Lands Act Regulation 1995 states the records required to be kept by Council as a reserve trust manager. Departmental policy dictates that funds from an individual reserve should be spent on that reserve unless the Minister has given an approval under Section 106 to direct income elsewhere.

Section 112 of the Crown Lands Act requires that the reserve trust seek the Ministers consent for the preparation of a POM. There is also a requirement for the advertising of the Draft POM in the Government Gazette prior to display and comment. These actions will be necessary where it is considered that the Minister should adopt the POM.

Please note that Crown reserves are not considered to be Community Land under the Local Government Act. There is no requirement to categorise the Crown reserve land. However, the POM must be consistent with the **Principles of Crown land Management** as set out in Section 11 of the Crown Lands Act.

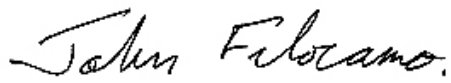
It has normal practice that a representatives from the Department, the Consultant and Council form a steering committee for the preparation of POMs. This allows the Department to monitor the progress of the POM including the need or otherwise for adoption of the POM under the Act. I strongly suggest that this close involvement is required and I am willing to assist in this regard.

The POM should be undertaken in accordance with the publication "Succeeding with Plans of Management under the Crowns Lands Act and the Local Government Act" 1996.

I have attached an extract from the recent POM for Bondi Baths that explains the role of case law and the reserve purpose along with case law and Policy information.

If you wish to discuss any of the above matters raised, please do not hesitate to contact me on 9895 6254. Please note that I will be on leave from 23 June to 24 July 2000.

Subject: Proposed Plan of Management Pittwater Park

A handwritten signature in black ink that reads "John Filocamo". The script is cursive and fluid, with the first name "John" and last name "Filocamo" clearly legible.

John Filocamo

APPENDIX

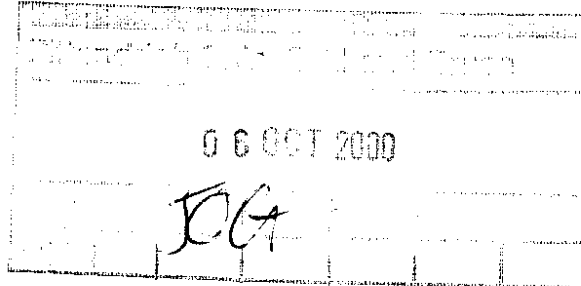
REPORT FROM TRANSPORT AND PLANNING ASSOCIATES

TRANSPORT AND TRAFFIC PLANNING ASSOCIATES



A division of Monvale Pty Ltd ACN 060 653 125
ABN 44 060 653 125

28 September 2000
Ref 0072



Mr John O'Grady
Pittendrigh Shinkfield and Bruce
360 Pacific Highway
CROWS NEST NSW 2065

(Facsimile 9906 4479)

Dear John

Pittwater Park Plan of Management – Parking Arrangements

Introduction

I refer to your request for advice on options for maintaining the current parking capacity in the northern Palm Beach Wharf car park with a view to maximising open space while at the same time addressing traffic safety issues at the Barenjoey Road entrance.

Parking Options

I have examined the parking situation both on site and from the supplied survey plan and note that the distance between the eastern and western wheel stops is some 17.2 metres. Having regard to the dimensions provided in Australian Standard, Parking Facilities Part 1: Offstreet Car parking AS2890.1-1993, this class 2 parking facility would require widening by 2 metres to achieve 3 rows of 30° parking, which is a relatively inefficient parking angle or widening by 5 metres to achieve a 45° parking arrangement for 3 banks of parked vehicles.

Transportation, Traffic and Design Consultants

A comparison of parking angles and the resultant yields are provided hereunder.

1. The existing informal parking arrangement has an approximate parking capacity of 52 spaces inclusive of 3 disabled positions adjacent to the wharf and exclusive of the Bus 'Parking/Set Down Only 1 minute Parking' located at the southern end of the parking area.
2. If regulated 90° parking was provided generally in accordance with the Australian Standards a total of 43 vehicles could be accommodated including 3 parallel positions at the wide throat at the southern end of the car park.
3. The provision of 3 banks of 30° parking, which would require a 2 metre widening, that could occur on one or both sides of the existing confinements, would only yield 32 parking positions and accordingly could not be recommended.
4. Three banks of 45° parking, which would require a widening of 5 metres on one or both sides of the car park, would again only result in 42 parking positions which could not be justified on environmental and property access impacts.

Tourist Bus Access

The tourist bus facility provided at the southern end of the northern car park requires all buses larger than a minibus to reverse into Barrenjoey Road in order for the vehicle to turn to depart. To facilitate this turning on site to allow departure in a forward direction, would require the removal of 7 spaces in the formalised 90° arrangement or about 12 spaces for the existing informal parking configuration. On balance retention of the existing bus turning arrangements is considered appropriate.

Conclusions

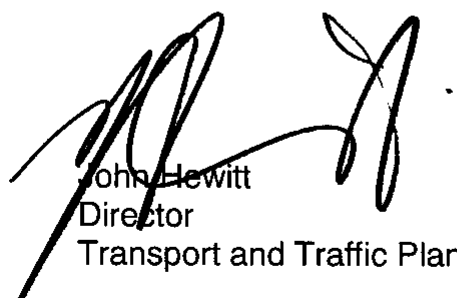
1. It has been concluded that the existing 90° parking is the most efficient design for the layout of the car park. Concrete wheel stops are currently located on the eastern and western sides to confine parking. The Standards permit a vehicle overhang of some 0.8 metres which results in the bay line only needing to extend 4.6 metres towards the aisle.

TRANSPORT AND TRAFFIC PLANNING ASSOCIATES

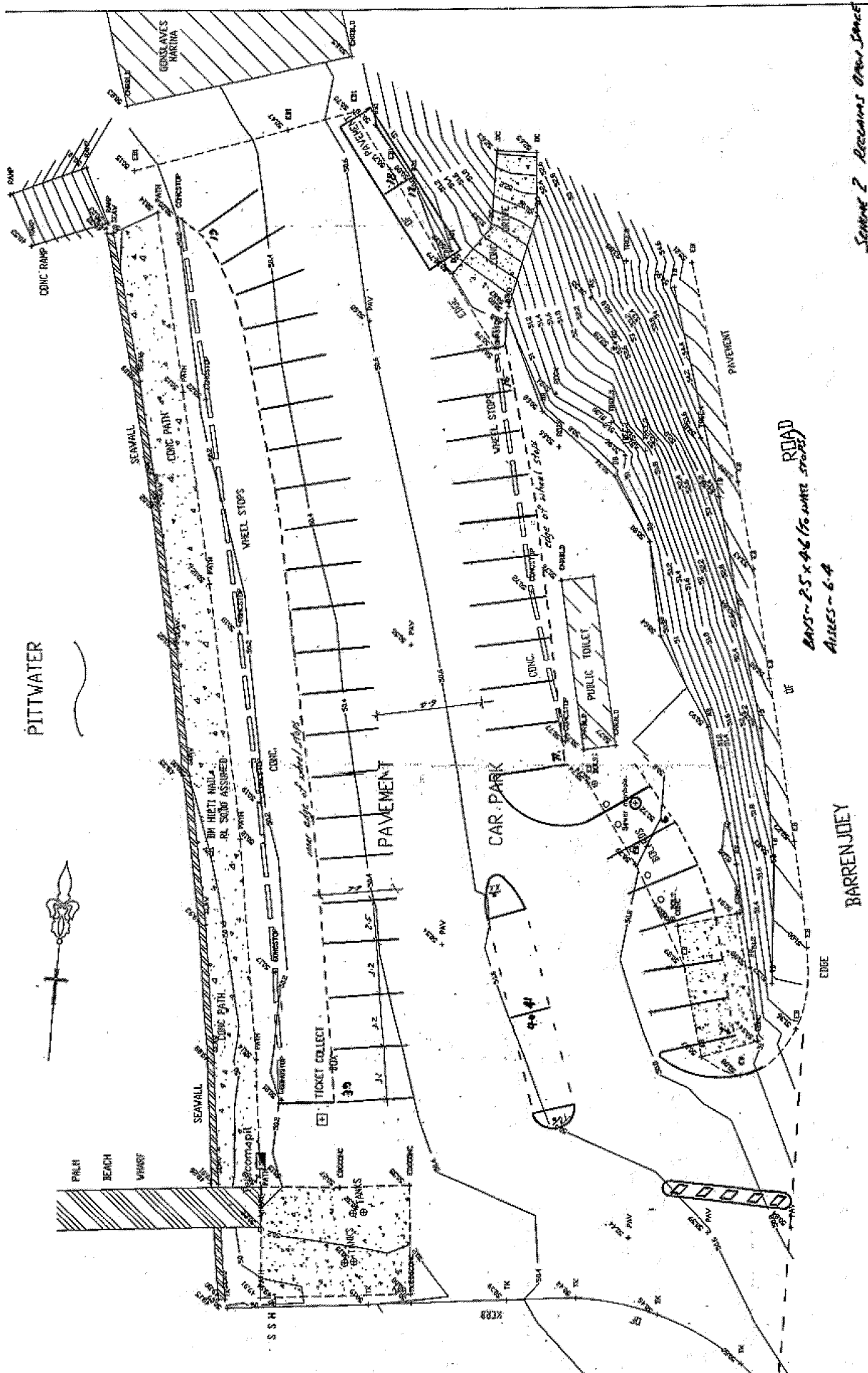
2. Scheme 1 depicts the layout that could be achieved in accordance with the Australian Standards without adjustment to the parking surface or bollards by marking of bay lines as indicated on plans Scheme 1.
3. If the aisle was reduced to say 6.4 metres instead of the current 8 metre width, with adjustment to the edges and surface of the car park and with the wheel stops realigned along the eastern side it would allow an increase in landscaping or open space between the car park and Pittwater of about (52 x 3m) 156m². This arrangement is shown on the attached plan labelled Scheme 2.
4. Having regard to the requirement for buses to turn or partially turn in the throat of the Barrenjoey Road access to the northern car park the median shown at the entrance would be required to be in paint only.
5. Also attached is a plan showing the suggested location of the relocated marked foot crossing northerly a point suitable for sight distance and pedestrian desire lines which links the wharf to the bus stops in Barrenjoey Road and the small group of shops on the eastern side of Barrenjoey Road. Also indicated on this plan are suggested path locations and the construction of kerb nibs on each side of the road to place pedestrians in well-sighted positions.

These details are provided for consideration and discussion.

Yours faithfully



John Hewitt
Director
Transport and Traffic Planning Associates



SCALE	1:100	CLIENT	PITWATER COUNCIL	DETAIL SURVEY	ALAN A LOW
DATE OF SURVEY	AUGUST 2000			PALM BEACH PUBLIC	LAND AND ENGINEERING SURVEYOR
LEVEL DATUM	ASSUMED			WHARF CAR PARK	21 JOSEPH STREET AVALON 207
ORIGIN OF COORDINATES	ASSUMED			PALM BEACH	TEL. 9973 2326
					NDB 0414 03317